

## **Manchester City Council Report for Resolution**

**Report To:** Executive – 21 October 2009

**Subject:** National Football Museum at Urbis

**Report of:** Chief Executive

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### **Summary**

This report informs Members of a recent approach by the National Football Museum to relocate to Urbis and outlines the initial feasibility work undertaken to assess viability. Approval is sought to the use of the current revenue grant to Urbis of £2m to accommodate the Football Museum alongside current activity in Urbis and to a capital contribution to convert the building, subject to additional funding from the Northwest Development Agency.

### **Recommendations**

- To note, and welcome, the recent approach by the National Football Museum to relocate to Manchester, at Urbis.
  - To note that the Millennium Quarter Trust (MQT), who operate Urbis on behalf of the Council, have approved the move in principle on the basis that the current innovative work at Urbis as a centre for popular culture will be further enhanced by this partnership.
  - To note the work completed to date to assess the scope of work and costs associated with conversion works to Urbis and to develop a business case.
  - To approve, in principle, the use of the current revenue support grant to Urbis to fund the National Football Museum at Urbis.
  - To approve, in principle, a capital contribution from the Capital Fund subject to securing significant partnership funding.
  - To request a further report before Christmas confirming detailed funding and delivery arrangements once a response to Manchester's offer has been received from the National Football Museum and approved by the Millennium Quarter Trust.
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### **Wards Affected:**

All Wards

Community Strategy Spine	Summary of the contribution to the strategy
Performance of the economy of the region and sub region	Relocating the National Football Museum to Urbis will attract new visitors to the City, with the increased expenditure contributing to the sustainable economic growth of the City region. The relocation of the NFM will also promote the Millennium Quarter as a cultural tourist destination, bringing increased visitor spend to the surrounding retail and leisure outlets.
Reaching full potential in education and employment	Urbis already has an active and successful outreach programme – ‘Reclaim’, which works with disadvantaged and hard to reach young people, mainly in Manchester’s most deprived communities, as well as a programme of workshops, talks, events and informal learning. The relocation of the NFM to Urbis will aim to build on Urbis’s current success by developing an independent education programme focussed on football and its associated subjects. The relocation of the NFM will also encourage wider access to educational programmes from within improved surroundings.
Individual and collective self esteem – mutual respect	The NFM at Urbis would be a significant new cultural facility in the city centre, offering opportunities for all Manchester residents to participate in and learn about the history of football, both regionally and nationally. The subject matter would attract a wider demographic of people to engage in a wide range of participatory activities. It will also contribute to the Healthy Living and Healthy Child agenda promoting links to sport, exercise and healthy eating.
Neighbourhoods of Choice	The relocation of the NFM to Urbis will create a high quality cultural visitor attraction for residents and visitors to the City, utilising a landmark building whilst giving visitors the opportunity to access the world’s finest collection of football artefacts and archives. The relocation of the NFM will also promote the Millennium Quarter as a tourist destination, offering a superb visitor experience for visitors and residents alike.

**Full details are in the body of the report, along with any implications for:**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

It is proposed that the existing revenue grant of £2m per annum currently paid to Urbis would be maintained for the National Football Museum at Urbis to cover all the costs of the overall operation. It is anticipated that over time this contribution will reduce as commercially earned income increases.

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### **Financial Consequences – Capital**

Overall capital costs are estimated to be up to £8m. It is intended that the majority of this funding would be funded from external stakeholders in a partnership arrangement to include a City Council contribution which could potentially be linked to financial contributions from new developments in the area. The Council's contribution would be secured from the Capital Fund.

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#### **Background documents (available for public inspection):**

Locum Consulting, The KPMG Project Summary Document – August 2009

## **1.0 Introduction**

- 1.1 Members will recall that the Chief Executive gave a verbal report at the last Executive meeting on 10 September 2009 on the approach earlier this summer by the NFM to the possibility of relocating the museum to Manchester, specifically to Urbis. This approach was welcomed and officers were requested to report further. The request was driven by NFM's ongoing financial difficulties brought about by insufficient revenue support from their funders. The main funder, the Football Foundation, withdrew its funding of over £300k a year at the end of March this year, leaving the museum with an uncertain future.
- 1.2 Temporary funding has been made available from the NWDA but this is not guaranteed beyond this current financial year. The Trustees had therefore begun discussions with a number of other cities and in August this year made an in principle decision to carry on detailed discussions with Manchester in particular. Since the initial approach, officers have been exploring the proposition, principally with the MQT, to ascertain what added value could be gained for both Urbis and the wider regeneration of the city by such a partnership. Initial feasibility work was completed by both KPMG (on behalf of NWDA) and Locum Destination Consulting to test the overall viability and deliverability of the project. .
- 1.3 MQT agreed to support the proposal in principle at its meeting on 4 September 2009. Further detailed scoping has now progressed and it is understood that a response to the Manchester proposals will be received following an NFM Board meeting shortly. The Chief Executive, following consultation with the Leader, has indicated the basis upon which the Council, as owner of the Urbis building, would be prepared to work with the NFM Trustees to deliver the relocation of the Museum.
- 1.4 In summary, Manchester has proposed to invest significantly in the future of NFM by a reinterpretation of the football story as an exciting expression of popular culture and integral part of our social history. By positioning it in the landmark Urbis building and using the vision and creative drive of the Urbis team, we believe we offer both a long-term sustainable future for the NFM and a consolidation of the significant recent successes of Urbis to create a major national and international visitor destination.
- 1.5 The proposal also involves the utilisation of the current revenue support for the operation of Urbis as the 'new' museum and to offer significant capital investment in the building, in partnership with other stakeholders.

## **2.0 Background**

### **National Football Museum**

- 2.1 The National Football Museum is currently located at Deepdale, Preston, adjacent to Preston North End, and was established in 2001 funded by a grant from the Heritage Lottery Fund and the Football Foundation. Since 2003, the museum has attracted over 100,000 visits each year. The museum has a very

- active education and outreach programme and works well with schools and community groups in and around Preston.
- 2.2 The museum houses the world's finest collection of football artefacts, including the FIFA Collection, the FA Collection, the Football League Collection and The People's Collection. 'Hero' items in the collection include the 1966 World Cup Final ball, the replica Jules Rimet Trophy made in secret in 1966, an England jersey and cap from the first ever international game, the two match balls from the first World Cup Final and the oldest surviving FA Cup.
- 2.3 The museum operates the Football Hall of Fame in which an elite group of managers and players are selected (by a panel including Sir Bobby Charlton, Sir Tom Finney, Sir Trevor Brooking, Sir Alex Ferguson, Gordon Taylor and Mark Lawrenson) to join a growing roll of honour. An annual dinner, celebrating the latest names, generates significant media coverage.
- 2.4 The museum also has an active programme of talks, children's activities, community outreach and tours. In addition, the museum often has objects and exhibitions out on loan across the UK and around the world.
- 2.5 It has been free to enter since 2003, has a turnover of over £1m but has over a period of time incurred an annual deficit of over £400k. It has historically received a grant of £300k from the Football Federation, in addition to £100k from DCMS, supplemented by revenue grants of £25k each from Lancashire County Council and Preston City Council. The Football Federation withdrew its funding in March this year. It also generates a small amount of commercial income, through initiatives such as the Football World of Fame, but is seriously limited in its capacity to really expand due to the limitations of its current catchment area and its uncertain revenue funding position. Its exhibits are now beyond their original design life and in need of major refurbishment and presentation appropriate to the 2010 audience and beyond.

### **Urbis**

- 2.6 Urbis opened in 2002 as part of the £42 million Manchester Millennium Quarter Project which also included the creation of Cathedral Gardens, Exchange Square and the Cathedral Visitor Centre. The governance of Urbis is the responsibility of the Millennium Quarter Trust which includes Trustees from MCC. The operation at Urbis receives annual revenue funding from the Council of £2m.
- 2.7 Over the past 18 months it has developed a successful rolling programme of temporary exhibitions that are largely conceived, curated and developed in-house. The over-arching theme of the exhibitions has migrated from *city life* to *popular culture*. Exhibitions focus on subjects such as contemporary art and design, music, fashion, popular culture and social history and have been enormously successful in recent years. This programme has achieved substantial national press in its showcasing of Manchester's creative industries, alongside its programming strand of popular culture.
- 2.8 Urbis has a strategic plan and dynamic vision which aims to increase commercial activity and the proportion of revenue that is self-generated,

attract more visits and develop exciting and relevant learning programmes.

- 2.9 Visitor numbers have reached over 260,000 per annum, including a significant number of 'difficult to reach' groups (particularly amongst younger audiences). Successful major exhibitions have included "*How Manga took over the world*", "*Black Panther: Emory Douglas and the Art of Revolution*", "*Hacienda Fac 491*" and "*Play: Experience the adventure of our cities*".
- 2.10 Urbis also has an active and successful outreach programme, including 'Reclaim' which works with disadvantaged young people mainly in our most deprived communities, as well as a programme of workshops, talks, events and informal learning. Tours that run from the building explore the city's history, architecture, music and politics. 'Reclaim' has received national and international acclaim with significant interest in the model of engagement with young people coming from Westminster as well as other authorities in the Region and beyond.
- 2.11 The immediate challenge for Urbis is the need to identify reliable future resources in order to renew and maintain the building and ensure a strong commercial income with the potential to offset the Council's contribution.

### **3.0 Rationale for the Proposal**

- 3.1 There is a powerful creative rationale for this initiative. The NFM is a strong product constrained by the lack of capital investment and the limited catchment area it draws upon. Urbis has profile and a compelling creative vision. The two organisations clearly offer complementary strengths and the initial appraisals quickly demonstrated the need to both invest in the current product and explore ways in which the subject of football, as popular culture, could be reinterpreted in a modern, exciting way. Above all Manchester's history and impressive reputation as a football city means that, as we say in our World Cup bid, 'Manchester has football in its blood'.
- 3.2 It is also appropriate to consolidate the museum as an important part of the Northwest's tourism offer. Greater Manchester boasts six Premier League football clubs and the Northwest has a legitimate historical claim to being the birthplace and spiritual home of English (and therefore world) football. From the grassroots to the Premier League, the City has over 900 registered teams playing in 74 leagues, not including the proliferation of associated activities, such as five-a-side leagues, Futsal and informal street leagues.
- 3.3 Based on this confidence in the appropriateness of an integration of the Museum with Urbis, the Chief Executive commissioned Locum Consulting, working with KPMG and the Creative Directors of both NFM and Urbis, to develop the proposal further, explore the market potential and the associated capital and revenue needs.
- 3.4 The **objectives** of the NFM at Urbis project were defined as:
- To ensure the preservation and conservation of the National Football Museum's unique collections.

- To improve – both in terms of quantity and quality - public access to those collections.
- To make best use of Urbis with a product of quality that is commensurate with the signature status of the building and the site's prime location.
- To make a material contribution to the Manchester brand and tourist offer.
- To ensure long term sustainability and self-sufficiency of the attraction, with appropriate allowances for renewal and reinvestment.
- To allow for rapid relocation of the NFM, which has a limited lifespan in its current form due to reduced revenue funding from the Football family.
- To deliver the NWDA's regional objective of developing Manchester as a tourism 'attack brand' by creating a world class football destination.
- To invest in the region's football heritage.

3.5 The consultants also identified the location of NFM in Manchester as a major opportunity to create a significant visitor destination which is dependent upon strong visitor infrastructure in having complementary visitor attractions close by, its accessibility for national and international visitors via the airport and its specific location within the centre of the retail core in the city.

The current proposition is for the storage and archive to be retained in their Lottery funded purpose built facilities in Preston.

3.6 Specifically, transferring the public-facing elements of the NFM to Urbis will bring the following **benefits**:

- It will bring a significant, nationally and internationally recognised collection to Manchester and increase visitor numbers to Urbis;
- There is particular synergy and fit with the City's identity and perception as an international sports destination, developed through world class events and facilities, such as Old Trafford, City of Manchester Stadium, Manchester Velodrome, the Aquatics Centre and National Squash Centre;
- It will contribute to Manchester's developing role as the commercial hub of global football, best evidenced through its hosting of the Soccerex European Forum from 2010 to 2013, with the related sponsorship opportunities that cascade from that;
- There is synergy with developments elsewhere in the city, including the sports facilities in New East Manchester, the legacy of the Commonwealth Games, relocation of BBC Sport to Salford and the pending World Cup bid;
- There is a clear fit with Manchester's 'original modern' brand;

- It will allow the Urbis building to be used more fully, populating the currently unused spaces and allowing greater opportunities for commercial activity on the ground floor to be exploited;
- It will capitalise on the wide popular appeal of football and on the large volume of football-related visits to Manchester, as well as the population density offered by the central Manchester location;
- It provides an opportunity through the football theme to make the commercial activities, particularly retail and corporate hospitality, more profitable (although capital investment would be required to upgrade facilities);
- It would make a major contribution to the City's Major Events Strategy, particularly where these are football or sports related and specifically by adding to the City's substantial infrastructure of leisure facilities and celebratory spaces;
- The opportunities to create a temporary exhibition programme exploring the social aspects of football will utilise the experience and strong reputation developed by the current Urbis programme and will continue to attract harder to reach audiences such as younger adult visitors and people from socio-economic groups C2DE;
- It will exploit the accumulated learning of 7 years' worth of operational experience of the building to ensure that capital expenditure is focussed and targeted with a view to significantly reducing downstream operational costs;
- It will present potentially powerful opportunities for sponsorship building upon the city's proven track record in attracting major corporate support for cultural product, most notably the International Festival;
- It will allow links with 'Reclaim' and other football outreach programmes within the North West to be exploited.

#### **4.0 The Proposal and Deliverability**

- 4.1 It is recognised that to deliver the substantial benefits envisaged, major investment will need to be made in both the building itself and the current presentation of the collections. Urbis was not built as an environmentally controlled museum and, therefore, investment will be needed in lighting and environmental controls, principally around purpose designed and built display cases. The collection on display at Preston is approaching the end of its design life and in serious need of renewal. An opportunity exists to develop new, exciting interactive displays using immersive participatory technology to enhance the visitor experience.
- 4.2 The initial feasibility work undertaken by KPMG and Locum Destination Consulting has identified capital costs in the order of £8m. This would enable the conversion of the Urbis building and the design and installation of both the

NFM collection currently on display and a new interactive interpretative element, alongside an exciting and dynamic temporary exhibition space. The costs for alterations to the current building have in turn been tested by cost consultants Davis Langdon. The NFM at Urbis will be a completely new Museum, building on the successes of the museum at Preston and of the Urbis team in developing an innovative exhibition programme. It will allow scope for many of the innovative ideas the curatorial team have been unable to deliver at Preston to date through lack of funding, and for the Urbis team to consolidate its recent success. It is assumed that the collection storage will remain at its current facility in Preston from where it should still be possible, with Local Authority support in that area, to maintain and even enhance the community outreach programme.

- 4.3 There is also the opportunity to rethink the current layout at Urbis in relation to commercial areas such as the shop, café and education spaces. It is assumed that The Modern restaurant will remain as it is now and will be relatively unaffected by building works since it has its own entrance. Additional visitor service facilities will need to be created to accommodate the increase in visitor numbers, hoped to be between 350,000 and 400,000 visitors a year compared to Urbis' current 260,000 visitors. Locum Destination Consulting have undertaken research that explores the market rationale for the move and the specific options considered. The optimum arrangement for both the collections and their interactive interpretation and the temporary exhibition spaces will be determined once the creative visioning has been completed as an early stage of the work.
- 4.4 Subject to determining final layouts for both the collection and associated visitor services, we anticipate at this stage that the new Museum would require all of the available space in Urbis. We have therefore had in principle discussions with Channel M as current tenant in the building to explore future options.
- 4.5 Significant work has already been undertaken between the creative teams of both organisations in order to define a compelling new vision for the Museum that celebrates the strengths of both organisations. Should the project progress to the next stage, detailed work would need to be completed to determine the most appropriate and cost effective governance and management arrangements for the new organisation. Of highest priority will be the need to ensure a smooth transition for all the people who work for both organisations. The Head of Personnel, alongside officers from the City Solicitor's department, is currently advising on appropriate arrangements. A detailed progress report will be submitted to an early meeting of the Executive if, and when, the project progresses to the next stage.
- 4.6 Preliminary work has been undertaken to determine the main scope of work required and a project delivery structure and programme. The current timetable, should the proposal be agreed by the Board of the NFM, indicates that Urbis would close in early Spring 2010 and re-open some 18 months later in early summer 2011. The NFM have indicated that they aim to remain open until after the World Cup, that is August 2010. This would be conditional on them being able to attract some interim funding from existing partners. Further work is now required to finalise capital funding with project partners, in

particular NWDA and the associated procurement arrangements.

- 4.7 The advent of the NFM in Urbis would not only be completely consistent with the Council's regeneration priorities for this part of the City Centre, but is likely to accelerate the growth and diversity of neighbouring uses and new developments. This flows both from the increase in visitor numbers, and the profile of the visitors, which the Museum at Urbis will generate over a period of time. Indeed, the proposal has been welcomed by some adjacent landowners largely because of these benefits.
- 4.8 The Chief Executive is confident that the operation of the Museum will result in new planning applications being brought forward to modify developments within this area, in order that they can fully exploit the opportunities which would flow from the Museum. Where new developments are reasonably related to the redevelopment of the museum, it would be appropriate for the Council to establish a framework to enable new developments to contribute financially to the public funding which will be required to establish the Museum. Early positive discussions have also been held with NWDA indicating a substantial contribution for the right proposal.

## **5.0 Conclusion**

- 5.1 Officers are confident that the relocation of NFM to Urbis offers the City a significant opportunity to both consolidate the recent successes of Urbis and to create a major new visitor destination. Manchester offers the NFM a long-term sustainable future for the museum and the opportunity to showcase its world famous collections to an even wider audience in a city renowned for its reputation as a home of football. Members are asked to support the proposal to utilise the current revenue support for the overall operation of Urbis incorporating the 'new' museum and to contribute capital investment alongside other stakeholders.

## **6.0 Contributing to the Community Strategy**

### **(a) Performance of the economy of the region and sub region**

- 6.1 Relocating the National Football Museum to Urbis will attract new visitors to the City, with the increased expenditure contributing to the sustainable economic growth of the City region. The relocation of the NFM will also promote the Millenium Quarter as a cultural tourist destination, bringing increased visitor spend to the surrounding retail and leisure outlets.

### **(b) Reaching full potential in education and employment**

- 6.2 Urbis already has an active and successful outreach programme – 'Reclaim', which works with disadvantaged and hard to reach people, mainly in Manchester's most deprived communities, as well as a programme of workshops, talks, events and informal learning. The relocation of the NFM to Urbis will aim to build on Urbis' current success by developing an independent education programme focussed on football and its associated subjects. The relocation of the NFM will also encourage wider access to educational

programmes from within improved surroundings.

**(c) Individual and collective self esteem – mutual respect**

- 6.3 The NFM at Urbis would be a significant new cultural facility in the city centre, offering opportunities for all Manchester residents to participate in and learn about the history of football, both regionally and nationally. The subject matter would attract a wider demographic of people to engage in a wide range of participatory activities. It will also contribute to the Healthy Living and Healthy Child agenda promoting links to sport, exercise and healthy eating.

**(d) Neighbourhoods of Choice**

- 6.4 The relocation of the NFM to Urbis will create a high quality cultural visitor attraction for residents and visitors to the City, utilising a landmark building whilst giving visitors the opportunity to access the world's finest collection of football artefacts and archives. The relocation of the NFM will also promote the Millennium Quarter as a tourist destination, offering a superb visitor experience for visitors and residents alike.

**7.0 Key Polices and Considerations**

**(a) Equal Opportunities**

- 7.1 The relocation of the National Football Museum to Urbis will provide the people of Manchester with a high quality cultural facility within the city centre, encouraging wider access to collections of international significance an opportunity to participate in sporting activity via the community and education programming. Local people will be able to benefit from the wider economic benefits generated by the development. In addition there is a commitment to ensure that the design standards of the project will comply with the highest standards of accessibility.

**(b) Risk Management**

- 7.2 Risk management will form a key component of our delivery plan. All capital projects which go through the Gateway System are subject to a risk assessment which includes a rapid risk check, risk workshops and the compilation of risk logs to support project delivery and risk management.

**(c) Legal Considerations**

- 7.3 City Solicitor's division have been advising on the legal implications of the proposed scheme and will continue to support the project team. Advice has been given and will continue to be sought in connection with compliance with the public procurement rules, governance arrangements and property transactions that would be needed to implement the scheme. As a registered charity, it will also be necessary for the Millennium Quarter Trust to obtain legal advice from its independent advisors.

Detailed recommendations appear at the front of this report