
An Evaluation of the Commonwealth Games Legacy Programme

ECOTEC
Research & Consulting Limited

31-32 Park Row
Leeds LS1 5JD
United Kingdom

Tel: +44 (0)113 290 4100
Fax: +44 (0)113 290 4119
Web: www.ecotec.com

Contents

1.0	Introduction	1
1.1	What is being Evaluated ?- An Introduction to the Games Legacy Programme.....	2
2.0	The Delivery of the Games Legacy Programme	4
2.1	Relationship between the Management of the Legacy Programme and that of M2002.....	4
2.2	Management and Co-ordination of the Legacy Programme post the Games.....	5
2.3	General Management and Administration Observations Related to the Legacy Programme	6
3.0	The relationship between the Commonwealth Games and the Games Legacy Programme	7
3.1	Contribution of the Commonwealth Games to the Legacy Programme.....	7
3.2	Contribution of the Programme to the Commonwealth Games	8
4.0	Impact of the Games Legacy Programme.....	9
4.1	Geographical Spread of Impact	9
4.2	Sustainability of the Impact	10
4.3	Direct Impact on Project Beneficiaries.....	11
4.4	Other Indirect Impacts.....	12
5.0	Conclusion And Recommendations	13
5.1	Was it the right decision to have a legacy programme?	13
5.2	Was anything missing- did Manchester's Legacy Programme have the right mix of projects?.....	13
5.3	Thinking about lessons learned, what are the critical success factors of delivering a Legacy Programme for large scale events?.....	14
5.4	Overall, was the Games Legacy Programme adopted by Manchester an effective one?.	25
5.5	Concluding Remarks	26

1.0 INTRODUCTION

In 1995 Manchester was successful in its bid to host the 2002 Commonwealth Games. It was always stated that a key motivation for hosting the Games was the event's ability to stimulate sustainable regeneration, with an acceptance that it gave an unprecedented opportunity for securing lasting social and economic benefits.

A key mechanism for securing these lasting benefits or legacies came in the form of the 2002 Economic and Social Programme for the North West (referred to as the Games Legacy Programme in this report). The Legacy Programme aimed to ensure that the Commonwealth Games was *more than 10 days of sport* and ensure that disadvantaged communities throughout the North West would benefit from Manchester hosting the event.

This report, commissioned by Manchester City Council and undertaken by ECOTEC Research and Consulting, is focussed on evaluating whether the Games Legacy Programme *made a difference* and asks two broad questions:

What was the additionality of the Games Legacy Programme in terms of enhancing the legacy of the 2002 Commonwealth Games?

What are the critical success factors of a legacy programme that aims to maximise and sustain the impact of a world class sporting event such as the Commonwealth Games?

It is worth noting that this evaluation does not assess the lasting impact of the 2002 Commonwealth Games per se, but specifically focuses on the activities of the Games Legacy Programme itself. There has already been a significant amount of research undertaken which directly identifies the impact of hosting the Commonwealth Games and it is worth summarising the findings of one of the key studies. In 2002 Cambridge Policy Consultants produced a cost benefit analysis of the Games identifying the following key benefits of hosting the event:

- The creation of 6,300 jobs for the local area (the equivalent to 10 jobs for each £1million of public investment, compared to 9 jobs for every £1 million for other international sporting events).
- The construction of a number of new developments in East Manchester including a regional retail centre, a four star hotel, offices and new housing developments.
- An increase of £22 million in turnover for local companies relating to a mix of issues such as construction contracts through to an increase in visitors to the city.
- An increase of 300,000 new visitors per year, spending some £18 million within the local economy.

It is clear from reading the various research reports that the general view of the 2002 Commonwealth Games was a positive one in terms of how it was run and how it benefited the region. It is important to not view this report in isolation of these wider impacts as the legacy issues emerging from the Games Legacy Programme are all interlinked with those directly created as the Commonwealth Games itself.

1.1 What is being Evaluated ?- An Introduction to the Games Legacy Programme

The main driving force behind the original idea of the Games Legacy Programme was borne out of the political will (particularly within Manchester City Council) to ensure that the main legacy of the 2002 Commonwealth Games was more than simply the sporting facilities it left behind. Traditionally, most host countries see the legacy of holding an event such as the Commonwealth Games in terms of construction jobs and sporting facilities. Manchester City Council wanted more than this and felt it was *simply not worth hosting the Games* if the benefits were only related to physical infrastructure.

A key driver in Manchester's bid to maximise and sustain the legacy of the event was the Games Legacy Programme, a £17.7¹ million programme co-ordinated by the City Council and funded by a range of initiatives across the North West between 1999 and 2005. The main aims of the Games Legacy Programme were:

- To improve skills, educational attainment and personal development
- To develop skills and improve cohesion through participation in events and health improvement projects; and
- To improve the competitiveness of SMEs.

In themselves, these aims were not untypical of any other regeneration programme across the country. Its uniqueness came in the fact that they would be achieved by harnessing the benefits of the 2002 Commonwealth Games. Specifically, the Programme funded a total of seven individual project groups (that together contain a total of 24 projects within them), these being:

¹ The Government Office for the North West (and later the North West Development Agency) approved £6.2 million of Single Regeneration Budget (Round 5) funds. In addition, the programme was also supported by an additional financial input from public and private sector sources (currently set at £11.5 million).

Commonwealth Curriculum Pack - A programme which used interest in the Commonwealth Games to motivate children and teachers at school to enhance their information and communications technology skills through the development of new curriculum materials and a website.

Games Xchange - Provided the opportunity to promote and market Manchester and the North West region, at this *unique point in its history*. This was achieved by providing information, to local people and visitors to the city and wider region, through a range of accessible, informative and innovative methods.

Pre Volunteer Programme - It provided an opportunity for people from specific disadvantaged groups to undertake additional, accredited training and to gain experience through volunteering at the Commonwealth Games itself.

Healthier Communities - Provided sustainable healthier living initiatives throughout the region before, during and after the Commonwealth Games. The project targeted community representatives in Cumbria, Greater Manchester and Merseyside in order to promote healthier living.

Prosperity - The project ensured businesses in the region benefited from the Commonwealth Games by forming strategic alliances between regional and commonwealth organisations, providing the opportunities to create sustainable trade links and learn new skills.

Passport 2K - Provided out of school hour's activities for young people aged 11-18 across the North West who took part in a range of outdoors activities incorporating sport and the arts.

Let's Celebrate - Used celebratory arts including carnivals and mela to build the capacity of South Asian, African and African Caribbean communities and representative organisations in the North West.

Details of all the above projects in terms of their aims, activities and individual impacts are found in Annex 1 of this report.

2.0 THE DELIVERY OF THE GAMES LEGACY PROGRAMME

This chapter looks at how the Games Legacy Programme was delivered throughout its life and the structure that was set in place to implement the Programme. The 2002 North West Partnership was specifically established to take responsibility for harnessing the opportunities and maximising the benefits for the region arising from the Games. The Partnership had no legal status and the City Council, as Accountable Body, maintained responsibility for financial management and ensured the probity of the Legacy Programme throughout its lifetime. The initial SRB Delivery Plan set out the Partnership's Terms of Reference. Powers were delegated within the Partnership to:

- The Board– for strategic management duties
- The Programme Managing Agent– a range of operational responsibilities to support the Board and fulfil the requirements of the Accountable Body.
- The Programme Managing Agents- operational responsibilities relating to the individual programme areas.

2.1 Relationship between the Management of the Legacy Programme and that of M2002

An important part of ensuring that the Games Legacy Programme succeeded was the relationship it had with M2002, the key body organising the Commonwealth Games. It was largely felt that a Legacy Programme which was detached from the main focus and thrust of the event's management and organisation would tend to struggle in terms of ensuring a lasting legacy for the area.

In Manchester's case the links between the Legacy Programme and M2002 were developed by the Chief Executive of M2002 sitting on the Board of the Legacy Programme and therefore playing a role in steering the programme's key priorities and activities. Staff of the Legacy Programme were also co-located in M2002's offices during certain parts of the Programmes life and there were a number of examples of joint working between M2002 and legacy staff on projects such as the volunteering programme.

However, questions were raised about where the Games Legacy Programme sat in the general structure of the overall delivery of the Commonwealth Games and the extent to which the Legacy Programme was simply *bolted on* to the activities of M2002. Although it was widely accepted that M2002's key priorities were in relation to the complex logistical issues of hosting the Commonwealth Games, people felt that legacy issues were often relegated down M2002's list of priorities. Thus M2002's staff and Board were almost entirely focussed on tasks associated with immediate delivery of the event (i.e. ticket sales, organising of athletes etc) whilst legacy issues were very rarely part of their mindset. Thus, simply having a small team of individuals based in M2002's offices who led on legacy issues did not necessitate that M2002, the key organisation of the Games, were focussed on legacy issues themselves.

Although it is understandable that M2002s focus needed to be on the smooth running of the Games there was a recognition that more could have been done to ensure that it had legacy issues at the forefront of their agenda. Ways in which it was suggested this could have been achieved included:

- That M2002 was directly responsible for the delivery of the Legacy Programme (rather than Manchester City Council) meaning the Programme would be delivered by individuals who are part of the organising body rather than external to it
- All elements of M2002's Business Plan (i.e. contracting, venue preparation) to have a legacy remit attached to them
- Staff and Board members of M2002 formally trained and capacity built on the tangible ways in which legacy could be integrated into their work and rewarded where legacy issues were being effectively dealt with
- An external *audit* of M2002's key activities to periodically assess whether legacy issues were being dealt with by the organisation (which would involve consultations with M2002's Board and key staff on the level to which sustainability is being achieved).

It was therefore suggested that legacy issues, instead of simply being the responsibility of those people who delivered the Legacy Programme itself, should have been part of the remit of M2002's Board, staff, contractors, those constructing facilities and anyone else who was involved in an aspect of the Games planning and implementation.

2.2 Management and Co-ordination of the Legacy Programme post the Games

There was a general recognition that once the Games had finished, the Legacy Programme began to experience difficulties maintaining the momentum, enthusiasm and interest that was clearly evident in the run up to the event. Six months after the Games had closed the Board had stopped meeting regularly and the Programme Co-ordinator left their post. Attempts to secure quality leadership proved difficult and staff retention in general became a significant factor. M2002 also saw about 75% of its staff leave soon after the Games had finished meaning that there were few individuals left to champion the legacy cause during this key time.

Inevitably, this development had consequences as it meant that the two main elements of the Legacy Programmes delivery mechanism, the Board and the Co-ordinator, were missing for a majority of the Programme's post Games life, a time period when legacy and sustainability issues were most pertinent. It was suggested that the best way to ensure momentum of a Legacy Programme by those responsible for its strategic and day to day management was by:

- A financial reward for the Co-ordinator of the Legacy Programme for every year they remain in post after the event (in recognition that they would likely to leave once the event has finished)
- Ensuring a clear long term agenda for the Board post the Games where momentum would *peak* between 6-12 months after the event rather than during it. Also to ensure Board members are formally signed-up to and committed to post event meetings/ activities.
- A post event legacy strategy that specifically looked at how to sustain momentum after the event has happened which would include financial profiles which do not allocate the majority of spend associated to legacy projects prior to the event.

2.3 General Management and Administration Observations Related to the Legacy Programme

Other more general comments relating the management of the Legacy Programme attached to the Commonwealth Games included:

- The City Council, as Accountable Body, maintained responsibility for the financial management and monitoring of the Legacy Programme throughout its lifetime. There were initial difficulties regarding continuity of leadership as programme management changed in the early stages. These initial changes left some stakeholders feeling that the early management of the programme was disjointed in nature. Management was passed from Enterprise plc., the original Scheme Managing Agent, to Manchester City Council and a Programme Management Team assumed all operational responsibilities. A permanent Programme Manager was appointed in October 2000.
- The Legacy Programme Co-ordinator who was in post for two and a half years was repeatedly acknowledged as being a critical success factor for the overall Legacy Programme. The Co-ordinators' strengths lay in communication, networking and organising three vital ingredients required to run a Legacy Programme of this nature. It was noted that when this Co-ordinator left there was an initial loss in momentum for the programme.
- The Board responsible for the strategic direction of the Legacy Programme benefited from having a high profile membership meaning its overall influence was generally assured. It particularly gained from having a high profile Chair (the Chief Executive of Liverpool City Council) who brought a pan regional basis to board discussions as did the sub-regional partners also found on the Board. The Board's pan-regional membership was generally seen as ensuring that initiatives and activities of the Programme were not purely focussed on the host city.
- On the negative side, the Board was viewed as being unsure of its exact role and it was noted that much of the Board meetings themselves tended to focus on issues such as SRB outputs and spend when the Board's thoughts, knowledge and influence could have been used to much greater effect if their agenda was more strategic.
- In general terms, the management systems associated to the Legacy Programme were viewed as being weak during the first two years of the Programme's life but more robust during its latter half. This was generally because the Programme, during its inception stages, lacked any one individual to take responsibility for the development and implementation of systems.

3.0 THE RELATIONSHIP BETWEEN THE COMMONWEALTH GAMES AND THE GAMES LEGACY PROGRAMME

This chapter identifies the contribution of the Commonwealth Games to the success of the Legacy Programme; and the contribution of the Legacy Programme to the success of the Games itself.

3.1 Contribution of the Commonwealth Games to the Legacy Programme

The principal contribution made by the Commonwealth Games to the success of the Legacy Programme concerns the way the event acted as a 'hook' in order to encourage people to get involved in the Programme's activities. This role in generating interest and encouraging involvement in the Programme appears to have worked at a number of different levels which were:

- The Games link seems to have been significant in encouraging the involvement of key players at Board level from a range of major agencies across the North West.
- This was also true of the many project workers who contributed to the running of the Programme's different project activities.
- Most importantly, those involved in the projects were able to use the link with the Games to encourage the involvement and participation of those benefiting from the Programme. This was essential in encouraging participation, particularly among harder to reach groups who have traditionally not been involved in provision delivered through, for example, Jobcentre Plus or ConneXions.

It is important to note that many of the projects that were supported by the Legacy Programme did not actually have a direct link to the Commonwealth Games itself with most legacy projects perhaps best being described as Games-themed rather than necessarily Games-led. This led the majority of the project managers to say that their projects could have existed regardless of whether the Commonwealth Games was being held in Manchester or not. However, all project managers stressed that the success of their project would have been significantly less if it had not been linked to the Games citing the issue of a 'hook' described above as their primary reason.

However, there was some debate about whether more could have been done to maximise the existence of the Commonwealth Games in terms developing legacy projects that were more closely aligned to the event itself. Examples of specific projects that were put forward included:

- Legacy projects linked in with ensuring local firms in the North West benefited from contracts that were being given out to firms supplying, for instance, catering or security contracts for the Games
- Legacy projects that implemented accredited training courses to local people on specific issues connected to running and hosting the Games including event management, tourism promotion and media management.
- Although initiatives were set up to ensure that 30% of jobs created by the construction of facilities went to residents of East Manchester, it was suggested that more could have been done to develop skills and training projects for local residents related to the construction industry.

However, it was generally argued by the majority of those participating in the evaluation that the approach taken by Manchester was the right one in that a legacy programme should use its connection with a large event as a hook to generate interest on a variety of different projects and should not constrain itself to only supporting projects that are intrinsic to the delivery of the event itself.

3.2 Contribution of the Programme to the Commonwealth Games

On a broad level the Legacy Programme acted as a strong 'justifier' for the Games in that the Legacy Programme and its projects were generally referred to when M2002, Manchester City Council and Sport England were talking about the Games being *more than 10 days of sport*. It is clear that discussing the Legacy Programme also helped to justify the costs associated with hosting the Games in media interviews and other public forums.

Some of the projects involved in the Legacy Programme also contributed to the success of the Games more directly. For example, the PVP contributed a significant number of volunteers who performed a range of roles and functions to directly help run the Games. Similarly, the Games Xchange project assisted the event in terms of providing Games related advice and guidance to visitors.

More broadly, the Programme also appears to have raised the level of awareness of the Games and effectively played a role in marketing the event across the North West. The Curriculum Pack, for example, played a notable role in enhancing interest in the Games among schoolchildren in the region.

This promotional role was also seen as contributing to a sense of ownership and engagement with the Games on the part of people across the North West. While the numbers directly engaged by the Programme may be small in terms of the overall population of the region, the activities undertaken are likely to have encouraged those participating and their peer groups to have a sense of being part of the Games itself. Given this contribution to marketing and promoting a sense of engagement it appears that the success of the Games and its overall legacy might well have been less in the absence of the Programme, especially in terms of its impact across the region.

4.0 IMPACT OF THE GAMES LEGACY PROGRAMME

The aim of this chapter is to examine issues related to the impact of the Games Legacy Programme throughout its life, particularly looking at the spread of impact as well as its timing.

4.1 Geographical Spread of Impact

High on the agenda of the Games Legacy Programme was the need to ensure the impact of the Commonwealth Games was dispersed across the whole of the North West rather than simply the host city. Thus the Programme was focussed on ensuring that communities and businesses from all corners of the region had the opportunity to benefit from the event.

There was an acceptance that there was always going to be more difficulty making a disadvantaged individual from, for example, Cumbria feel part of an event that was happening in East Manchester, even if the event was the size and magnitude of the Commonwealth Games. In addition, those responsible for its co-ordination felt that a legacy programme of £17.7 million that was spread over a wide geographical area could not hope to have an impact that was pan-regionally uniform in nature. Priorities had to be made and the finite amount of funding therefore needed to be focussed on specific locations within the North West.

However, tangible examples of how the Games Legacy Programme ensured that the impact was regional rather than local included:

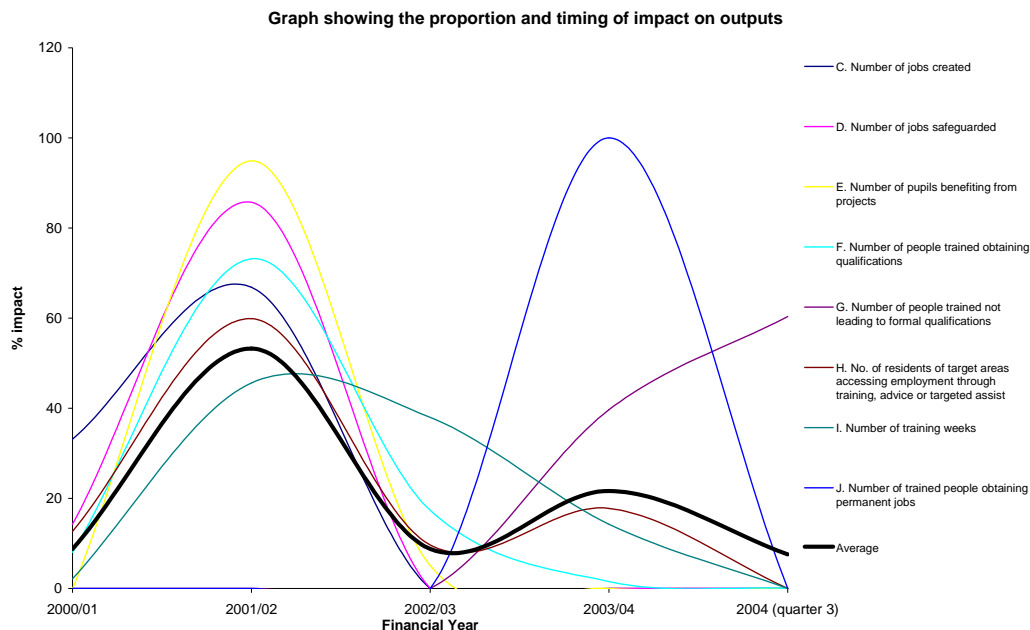
- Ensuring that the Board was made up of individuals representing all of the sub-regions of the North West, including a Chair who was from outside of the host city (Liverpool City Council Chief Executive). A regional perspective at Board level discussions was therefore always assured.
- At the project appraisal stages, making it a prerequisite of all legacy projects funded through the Programme to have a regional focus. Projects that were only focussed on a specific geographical location in Manchester did not receive support from the Programme.
- Ensuring that promotional activity undertaken by Programme co-ordinators and projects made a concerted effort to market their activities on a pan-regional basis and therefore to beneficiaries located outside of Greater Manchester.
- Ensuring that the legacy projects themselves were spread throughout the region and delivered by sub-regional or pan-regional organisations so that *projects went to beneficiaries rather than expecting beneficiaries to go to the projects*.

A wider geographical spread of impact was also dependant on the efforts made by sub-regional partners and there were instances where the impact of legacy projects was greater as a direct result of the determination of a sub-regional partner. An example of this was in Stockport where the Local Authority made a significant effort to ensure that legacy projects had an outreach element in their borough, where they set aside a specific budget for legacy work and where a specific Council Officer was appointed to ensure local people benefited from legacy related projects.

Although there were other instances where Local Authorities within the North West were generally not interested in the Legacy Programme there was a general feeling that the Programme did help in ensuring that the impact of the Commonwealth Games was spread across the North West. This was generally because of the buy-in from sub-regional partners and the ability of the Programme to engage with key sub-regional partners at both Board level but and also in the day to day delivery of legacy related projects themselves.

4.2 Sustainability of the Impact

A Legacy Programme that truly sustained impact should ensure that attention is focussed on a post rather than pre Games timeframe. As such, the perception was that much of the spend and project activity associated to the Legacy Programme was before the Commonwealth Games, with levels of impact consequently dropping off soon after the Games had finished. To some degree this confirms the picture of the timing of outputs presented in the graph below which shows when hard outputs associated to the Programme actually occurred. The graph shows that the large majority of outputs (the thick black line represents an average) occurred prior to the Games.



However, although it is true that outputs and spend from the Legacy Programme tailed off post the event, this alone does not accurately answer the question about whether the Programme actually achieved a long term legacy. Sustainability by the Legacy Programme was evident in a number of different areas, examples being:

- Four of the seven projects that were supported by the Legacy Programme are still continuing to deliver even though Legacy funding has ceased to exist. By their very nature, if projects are still delivering post the Games, the impact and existence of the Legacy Programme is still occurring. For example, the PVP are continuing to use their volunteers to support a variety of events including the London Triathlon, the North West Business Club still has in the region of 7,000 members whilst the Healthy Living Centre Co-ordinator part funded by the Healthier Communities project is still continuing to support HLCs throughout Liverpool.

- Many of the direct outputs listed above will themselves leave a sustainable legacy in terms of individuals gaining employment and qualifications for instance.

While there are numerous examples of sustainable impacts achieved by the Games Legacy Programme, there are also instances where projects have been less successful in building a lasting legacy. Certainly those involved with some projects, notably the Curriculum Pack and Let's Celebrate, felt that opportunities were missed in terms of building a more concrete legacy able to operate after the funding allocated tailed off. Ways in which it was suggested that the legacy could have been sustained for a longer time period included:

- a more focussed development on exit strategies for legacy projects where project managers should have been supported in developing a robust and tangible set of actions to ensure sustainability post the Games and the Legacy Programme itself.
- a pro-active set of meetings to source credible continuation funding for each project which would have involved high level representatives from Manchester City Council, M2002 and the project delivery agency to negotiate future funding (as opposed to project officers trying to negotiate on behalf of their project as is often the case)
- a more prolonged financial profile for each project where legacy funding would be greatest after, rather than before, the Games
- where appropriate, an idea that the Commonwealth Games should have represented the start of the project delivery period rather than the end where the event would be an integral part of the projects inception stage rather than signalling its finishing point.

Looking at the Legacy Programme overall, therefore, the picture in respect of sustainability is somewhat mixed. There are a range of instances where projects have left a positive legacy, but also a feeling that opportunities for enhancing sustainability were missed on occasions. The view of some of those involved in the Programme is that more attention might usefully have been paid to prolonging the impact of the Programme in respect to ensuring the positive impacts achieved by projects continued further into the future.

4.3 Direct Impact on Project Beneficiaries

Because the Games Legacy Programme was primarily funded through the Government's Single Regeneration Budget, each legacy project had to record all outputs associated to their activities. Over the Legacy Programme's seven year life it achieved the following²:

- 220 gaining employment
- 3,092 trained people obtaining a recognised qualification
- 8,473 businesses helped across the region
- 913 voluntary organisations supported
- 2,637 people encouraged into voluntary work.

² Figures are calculated using the SRB outputs for the programme. The figures above are a combination of SRB outputs which fall under the same theme e.g. 220 gaining employment is an amalgamation of 1Ai Jobs Created and 1Di Number of Residents Accessing Employment through Training, Advice and Targeted Assists.

The scale of the above figures are significant and although they are a crude way of judging impact, the outputs do show that thousands of individuals and businesses from across the North West directly benefited from the Programme's activities. As already stated, by the very nature of the outputs, because the Programme has provide people with employment, qualifications and other key skills, the impact on individuals will generally be long term and the legacy will be felt long after the end of the project and the Games as a whole.

In addition to the beneficiaries of the Programme benefiting from 'hard' outputs such as gaining qualifications and/or employment, the consultations undertaken also highlighted a number of examples of positive 'softer' impacts on individuals. These included increased confidence, raised self-esteem, and the opportunity to participate in new activities which for some may have been a '...life changing experience...".

4.4 Other Indirect Impacts

The Games Legacy Programme also had a range of wider and additional or 'added value' impacts over and above these direct beneficiary impacts. Such wider impacts can be grouped as follows:

- the Programme helped to foster a sense of regional identity and in some cases it helped to break down regional barriers. The perception was that projects such as Passport 2K, with its regional events bringing people together from across the North West, helped to foster a sense of regional pride and also raise the possibility of developing more of a North West identity.
- Another wider impact relating to the regional dimension concerns the contribution of the Programme to promoting the North West. Perhaps the clearest example of this concerns the Games Xchange information centre which provided an opportunity for regional tourist boards to contribute to the information stored and presented there.
- It was also clear that the Programme had a range of positive effects on a number of the organisations involved who actually delivered the legacy programme projects. In respect of Let's Celebrate, for example, evidence suggests that the project assisted in developing and building the capacity of many of the community organisations it worked with.

5.0 CONCLUSION AND RECOMMENDATIONS

This final section of the report takes the main findings of the evaluation and looks to present an overall view on whether the Games Legacy Programme attached to the Commonwealth Games can be deemed as an overall success. It will also put forward a range of recommendations that are primarily aimed at those wishing to develop a similar sort of legacy programme to that associated with the Manchester Commonwealth Games. In doing so it will ask a number of key questions.

5.1 Was it the right decision to have a legacy programme?

To address this question it is useful to consider the available options open to Manchester City Council and others when the City was awarded the Commonwealth Games in 1995. These are summarised below:

1. Assume legacy will inevitably emerge from effective Games planning by M2002
2. Establish a focused and independent legacy agency with formal links to M2002
3. Establish a legacy agency as a specific department within M2002
4. Adopt legacy as the central consideration and objective of M2002

Manchester effectively selected option 2, a decision partly influenced by the delayed consideration and configuration of formal legacy planning. Option 4 is perhaps easier to justify in principle, but there are obvious practical limits associated with such an alternative as host cities will tend to always be preoccupied with logistics, publicity and impending deadlines. The Legacy Programme adopted by Manchester City Council, ideally should have been one element of a wider legacy Programme for the Commonwealth Games which could have included consideration of the physical legacy issues, alongside the 'softer' legacy initiatives and specific projects associated with the Games Legacy Programme itself.

Despite these concerns, Manchester City Council's consideration of legacy still surpasses the plans and achievements of the vast majority of previous examples of event led regeneration. Having a detached Legacy Programme is obviously far better than having no legacy provision at all. Furthermore, the emphasis on social and economic considerations such as training, skills and business development means that Manchester has adopted one of the more imaginative and diverse event legacy programmes that has ever been adopted. However, if another city were to stage a similar event in the future, it should seriously consider giving legacy issues more emphasis and priority, particularly within the organisation who actually organises and implements the event itself. Ideally, it should ensure that legacy is a priority for all those involved in the Games, rather than merely the exclusive concern of an individual unit or initiative.

5.2 Was anything missing- did Manchester's Legacy Programme have the right mix of projects?

This question looks to ask whether a city who was developing its own Legacy Programme with similar overall aims to the one found in Manchester should look to support a similar portfolio of projects.

However, it is not possible to say that a legacy programme attached to a large sporting event should have, for instance, a project that deals with employment, a project that looks at skills and a project that helps young people. This is because it will firstly depend on what the event is (in terms of its scale and magnitude) but more importantly it will depend on the nature of the needs and problems of the host city or region. For instance, a city which has severe problems with ethnic tension should develop projects which deal with this issue and which is themed around the event itself while a city with a poor image problem should look to the event when developing a project dealing with marketing and image promotion.

Thus, when a city develops its legacy programme it should not be caught up and hindered by a necessity to link all its legacy projects directly to the event itself as this evaluation has shown that Manchester's Legacy Programme succeeded partly because its projects were event-themed rather than event-led.

5.3 Thinking about lessons learned, what are the critical success factors of delivering a Legacy Programme for large scale events?

The following section identifies a series of recommendations based on factors which are crucial in determining the success of legacy programmes associated with large scale events. They have been developed by Dr Andrew Smith of Westminster University, a key academic on sports related regeneration within the UK as well as ECOTEC Research and Consulting who undertook the evaluation itself. The recommendations have been identified both through the research undertaken on the Games Legacy Programme and through a review of existing research regarding the impacts and legacies of large scale events in various international contexts. Relevant examples relating to these events are included by way of illustrating each of the recommendations or critical success factors developed. Commentary is then provided on the performance of the Manchester's Games Legacy Programme when judged against these factors. The 'critical success factors' are thus also used as an additional way of measuring or benchmarking the performance and relative success of the Games Legacy Programme in Manchester.

Critical Success Factor 1:

Ensure sustainability is a prime consideration from the initial planning stages of a Legacy Programme onwards.

Sustainability should act as a filter through which all other considerations relating to the Legacy Programme are passed including the design of projects, the appraisal criteria and board discussion. It is important that interest, spend and activities associated with the Legacy Programme does not wane in the post-event period as this is when sustainability is most pertinent. This can also be addressed by designing initiatives that are 'owned' by communities and partners and so championed from within. The key is to embed initiatives within communities from the start so that they can develop organically, rather than relying on financial and institutional support from event agencies.

Manchester's Experience

Looking at the Legacy Programme overall the picture in respect of sustainability is somewhat mixed. There are a range of instances where projects have left a positive long term legacy which will be felt for years to come, but also a feeling that opportunities for enhancing sustainability were missed. The view of some of those involved in the Programme is that more attention might usefully have been paid to sustainability in respect of ensuring the project activities, spend and therefore impact was focussed post rather than pre the Games. Thus treating sustainability as a first order consideration in the manner described above might have led to a more consistent and thorough legacy being left by all of the projects involved in the Programme.

Critical Success Factor 2:

Ensure that legacy planning is fully incorporated into the initial stages of planning for an event.

It is important that planning for an events legacy is not divorced from planning for the event itself. Although it is tempting to concentrate on the logistics and publicity associated with the event itself, legacy considerations must be given equal priority because this is often the main justification for staging (and funding) a large event. Therefore, a greater proportion of the total effort, time, resources and commitment dedicated to event management needs to be devoted to the legacy dimension of the Games. To ensure an optimal relationship between the event and an associated legacy programme, it is essential that the legacy considerations are addressed as soon as event planning is initiated. This can allow practical event initiatives to engender legacy benefits. For example, a volunteering programme is an important part of an event management strategy, but with early planning it can be used as a tool to achieve a lasting social and economic legacy.

Manchester's Experience

The general consensus was that the Games Legacy Programme was not particularly an integral part of the planning for the Games itself, with the idea for a specific SRB funded Scheme that dealt with legacy issues not coming about until 1997, two years after Manchester had found out that it was to host the 2002 Commonwealth Games. This is not to say that the host city had not thought of legacy issues before this time, in fact sustaining the impact of the Games had been thought through during Manchester's failed 2000 Olympic Games bid.

However, M2002 were under no illusion that their main early priorities were in terms of making sure the facilities were ready, ensuring the sporting events look place and that the tickets were sold. Legacy issues, including those related to the Games Legacy Programme itself, became more prominent during the three years leading up to the Games when an SRB bid was submitted, a shadow board developed and the seven main legacy projects began delivery. Three years before the event is not particularly 'last minute' and the Games Legacy Programme can be generally commended in terms of ensuring legacy issues were considered well in advance of the event itself.

Critical Success Factor 3:

Ensure community representation from the planning stage onwards to promote community ownership and engagement

The deadlines and organisational complexities associated with major events mean that they are not always easily compatible with good practice in regeneration planning. This can mean that important facets of effective legacy provision - such as embedding initiatives within wider programmes, community consultation, public accountability, understanding the real needs of an area- can be compromised. One thing guaranteed to lead to disappointment amongst communities is exaggerating the benefits they are likely to receive from event programmes. Such disappointment can result in the withdrawal of support and commitment from community-led schemes.

Manchester's Experience

The general consensus was that the Games Legacy Programme did not attempt to ensure an inclusive approach to the decision making process. The Board consisted of generally public sector bodies and there was no membership from community representatives or from those who represented the region's disadvantaged groups. Nor was there a role for the community in terms of deciding how Legacy funding was to be allocated and spent, the key priorities of the Scheme and how best to reach out to the most disadvantaged groups within the region. Community consultation was not a particular strength of the Legacy Programme, at a strategic level, particularly at the planning stages meaning overall accountability could be questioned.

Critical Success Factor 4:

Design the legacy programme to prioritise the needs and engagement of the most disadvantaged members of the target community

The engagement, commitment and publicity attached to event-led programmes should not only be used to encourage community involvement per se, but should be used as an opportunity to target key individuals and groups who are often the hardest to reach. As the government has recently outlined, sport and the arts are particularly good ways of tackling the causes of social exclusion. They can be used as a 'hook' to try and stimulate engagement from those who may be otherwise reluctant to get involved in regeneration programmes. Volunteer programmes are perhaps one of the best ways of encouraging skills development in a formal setting, but one that is sufficiently divorced from conventional educational provision to encourage participation. Similarly, programmes involving access to sport and/or arts participation can provide valuable introductions to more productive, more rewarding and healthier lifestyles for marginalised groups.

Manchester's Experience

From the evidence available, a number of projects involved in the Programme used the Games as an effective hook to successfully engage disadvantaged or hard to reach groups. The programme thus helped to engage the 'unusual suspect' which other regeneration initiatives have always struggled to reach. In particular, the PVP and Passport 2K made considerable efforts to target individuals from disadvantaged groups and areas, with the positive impacts generated in respect of these individuals being a key feature of the overall impact of the programme.

Critical Success Factor 5:

Embed legacy initiatives and the event itself within wider regeneration programmes

It is important that programmes build on the existing resources of, and existing plans for, a city/region rather than overriding them. Events and associated initiatives should not be 'parachuted' into a city/region, but used as tools to assist long term regeneration plans. Previous event strategies in other cities have resulted in the relocation of existing businesses and residents, rather than encouraging 'joined up' regeneration. There is, as such, a danger that existing forms of employment are overlooked and undervalued. Events should be seen as merely providing a useful lever for collaboration, funding and engagement and as a coherent theme around which area-based regeneration initiatives can be organised. Therefore they are most successful when used to assist, and to accelerate, the achievement of pre-existing goals. This means ensuring that events and associated initiatives are integrated into broader urban and regional regeneration programmes.

Manchester's Experience

There are some good examples of the way in which projects involved in the Legacy Programme sought to link with wider regeneration strategies and schemes. For example, the PVP utilised other local SRB Schemes, as well as Objective 1 programmes on Merseyside. Likewise the Healthier Communities project linked with Health and Sport Action Zones where possible. Accepting this it also appears that there were some missed opportunities in terms of fully establishing and building on such links across the Scheme as a whole. It is also unclear whether the Programme linked effectively with the wider legacy of the Games in terms of, for example, utilising the infrastructural and regeneration developments in East Manchester to heighten the impact of social and economic Legacy Programme projects.

Critical Success Factor 6:

Ensure that event-themed social and economic regeneration initiatives build upon, and connect with, any physical and infrastructural legacy

It is argued that a selection of social and economic legacy initiatives should be linked into the large-scale infrastructure projects that surround the hosting of mega events such as the Commonwealth Games. Tying new physical facilities into employment, education and health initiatives may alleviate negative publicity associated with expenditure on such projects, as well as providing an important boost for social and economic regeneration.

Manchester's Experience

Interestingly, the Games Legacy Programme chose not to link any of its projects with the physical regeneration happening across the city as a consequence of hosting the Games. Although there were projects that were outside of the main Legacy Programme that ensured that 30% of construction jobs went to residents of East Manchester some people felt that an opportunity was lost in terms of linking specific legacy projects into the large scale construction activities that occurred pre Games. This would have ensured that tangible legacies associated to construction projects feed into less tangible projects found in the Legacy Schemes portfolio of work.

Critical Success Factor 7:

Design effective organisational and structural arrangements between the legacy programme and event management company to ensure joint working towards clearly defined and shared goals

Although it is useful to have a specific body responsible for legacy related issues, it is important that those who are managing the Legacy Programme are not viewed and treated as a 'poor cousin' to those who are managing the event itself. Legacy agencies and event management agencies should be given equal priority and their activities should feed into one another and be mutually reinforcing. As the event is being used as a coherent theme for a legacy programme, it is essential that the regeneration initiatives are able to access the resources that will reinforce thematic links, such as facilities, branding and tickets. This will require good working relationships between agencies and clear commitment by all agencies to legacy objectives.

Manchester's Experience

The link between those individuals delivering the Games Legacy Programme and those within M2002 who were responsible for managing the Games itself were generally good. The Chief Executive of M2002 sat on the Board of the Games Legacy Programme and the working relationship between the two bodies was a positive one. Also, those managing the Legacy Programme were based within Manchester 2002's offices. This synergy meant that M2002 let Legacy projects use the Games branding including their logo and project beneficiaries received tickets to attend sporting events inside the main arena. Thus those who delivered the Games Legacy Programme felt part of the overall Games organisational structure.

Critical Success Factor 8:

Promote shared ownership and responsibility amongst all partners of the legacy programme.

It is crucially important to ensure that responsibility for ensuring legacy is not left to a few individuals but rather is a collective and shared commitment between a group of organisations. There is no point in the organising body having complete commitment in terms of legacy when no other agency holds the same belief. Although short-term legacies often rely on key individuals (i.e. the Co-ordinator of the Games Legacy Programme), sustained benefits can only be achieved if a range of partners lead and support initiatives throughout their duration. The wider the number of organisations who have responsibility for legacy the more likely impact will be sustained in the future.

Manchester's Experience

The Games Legacy Programme in Manchester was generally felt to be a multidisciplinary approach to legacy issues. The legacy projects were delivered by a range of different organisations, rather than, for instance just Manchester City Council, and the Board was made up of a range of different bodies from across the region. However, the drive behind the Games Legacy Programme itself was often remarked as being down to a single individual (the Scheme Co-ordinator) and when they left many agreed that the Programme lost much of its impetus.

Critical Success Factor 9:

**Use the event as a coherent theme and effective stimulus for Legacy initiatives.
Ensure that the Legacy Programme is event-themed as opposed to event led.**

Themed programmes involve developing legacy initiatives in association with an event, but making sure that they exist independently of the event itself. This allows greater scope for sustained benefits at ground level, whilst using event associations to generate publicity, excitement, and engagement. If legacy programmes are too event driven, this will mean that initiatives will inevitably falter almost immediately once an event is over. Furthermore, there are fundamental limitations to what can be achieved if every legacy initiative relies on direct event impacts. Uniting a series of ground level legacy initiatives under a coherent theme is a good way of achieving a compromise between top-down and bottom-up approaches to regeneration.

Manchester's Experience

While some projects had a fairly direct link to the Games, others are more accurately described as being 'Games-themed' rather than necessarily linking closely with the event itself. As suggested, the fact that some projects used the Games as more of a springboard to achieve their economic and social ends, rather than tying themselves closely to the event, should not be considered negatively. Given that the primary aim of the Legacy Scheme was to maximise the social and economic benefits of hosting the Games for the North West, using the Games as a theme in this way added to the degree of flexibility projects were able to adopt in order to achieve this aim.

Critical Success Factor 10:

As much as possible, try to ensure an even geographical diffusion of positive impacts amongst targeted areas

An event will always be concentrated territorially, so it is inevitable that the legacy of an event will be more apparent in certain areas than others. However, it is important that attempts are made to disseminate positive effects to a wide target area on a regional or national basis, rather than just for the host city. Regional effects will most likely to be experienced when a strong regional government or regional agency exists who can ensure that a regional dissemination is prioritised. Dissemination can be assisted by ensuring that sub-regional partners are given adequate opportunity to get involved in specific initiatives.

Manchester's Experience

The Games Legacy Programme was generally felt to spread the impact wider than the host city and therefore ensure disadvantaged groups throughout the North West benefited from Manchester hosting the Games. The Board was made up of a range of partners from throughout the sub-region, projects were delivered on a regional rather than Manchester basis and because the Chair of the Board was from Liverpool then a regional perspective was assured. Project beneficiaries were sought through regional rather than local promotional activities and sub-regional partners were given every opportunity to have outreach elements of legacy projects found within their areas.

5.4 Overall, was the Games Legacy Programme adopted by Manchester an effective one?.

This question can be answered through an assessment of how the Legacy Programme in Manchester compares against the ten critical success factors that have been developed to benchmark such a programme against. The table below summarises whether Manchester’s Legacy Programme has met these criteria.

Critical Success Factors	Has the Games Legacy Programme met these factors?
1. Ensure sustainability is a prime consideration from the initial planning stages of a Legacy Programme onwards	Met
2. Ensure that legacy planning is fully incorporated into the initial stages of planning for an event	Met
3. Ensure community representation from the planning stage onwards to promote community ownership and engagement	Not Met
4. Design the legacy programme to prioritise the needs and engagement of the most disadvantaged members of the target community	Met
5. Embed legacy initiatives and the event itself within wider regeneration programmes	Met
6. Ensure that event-themed social and economic regeneration initiatives build upon, and connect with, any physical and infrastructural legacy	Not met
7. Design effective organisational and structural arrangements between the legacy programme and the event management company to ensure joint working towards clearly defined ad shared goals	Met
8. Promote shared ownership and responsibility amongst all partners of the legacy programme	Met
9. Use the event as a coherent theme and effective stimulus for Legacy initiatives. Ensure that the Legacy Programme is event-themed as opposed to event led.	Met
10. As much as possible, try to ensure an even geographical diffusion of positive impacts amongst targeted areas.	Met

The summary table above shows that, to the Games Legacy Programme’s credit, it has performed well with respect to all but two of the critical success factors. In relation to engaging the most needy beneficiaries (factor 4), using an effective mix of themed initiatives (factor 9) and the geographical diffusion of effects (factor 10), the Legacy Programme has performed particularly well meaning it can now be seen as an example of good practice in each of these domains. The two areas where progress was not made were in respect to community participation (factor 3) and the integration of socio-economic legacies with physical legacies (factor 6).

The Legacy Programme in Manchester has successfully managed to use a series of neighbourhood-level projects associated with a large scale sporting event to achieve regeneration across the North West. Many of the projects that fell out of the programme were in themselves not particularly innovative, however their link to an event of world-wide sporting importance ensured that they were

significantly more successful in what they did and had a much deeper impact than they would have had if they had not been linked to the Games.

The Legacy Programme has also benefited from being event-themed, rather than event-led, and this has allowed the Programme to deliver a broad range of regeneration outcomes, whilst using Games links to generate interest and participation. Therefore, a key lesson for subsequent practice is that events can be used to frame a wide range of regeneration projects, rather than merely stimulating projects associated with the event itself.

Although the Legacy Programme was a general improvement on most previous attempts to use events as regeneration tools, there were several structural and organisational deficiencies. Legacy organisations should not be too divorced from event management organisations and legacy organisations/considerations should not be seen as less important than logistical and marketing concerns for instance. Indeed, the Legacy Programme demonstrates that legacy can actually assist such objectives. Thus cities establishing event management organisations in the future need to ensure that legacy is properly prioritised and integrated within event planning.

5.5 Concluding Remarks

The Legacy Programme implemented in conjunction with the Manchester Commonwealth Games was noteworthy for several reasons. First, it was a 'themed' regeneration programme united by a major sporting event. Instead of focusing on a certain issue, problem or deficiency, a set of broad initiatives were developed that were aligned to the hosting of the Commonwealth Games. Secondly, it was an event-themed regeneration programme that did not simply rely on the direct impacts of the event itself to stimulate regeneration within the North West. This point is perhaps most important as the Legacy Programme has pioneered an approach to urban regeneration that combines the benefits of a large-scale international sporting event with those of a more neighbourhood-level approach. Using a diverse set of area-based initiatives united by a common theme is a very innovative strategy with few precedents. Thirdly, this was a regionally based programme, rather than one focused on an individual area. The concerted attempt to generate region-wide benefits means the programme deserves special consideration.

Hosting a large-scale sporting event will always bring benefits to an area and as stated in the introduction to this report the 2002 Commonwealth Games was no different. Numerous research reports have highlighted the fact that the North West benefited from new jobs, new infrastructure projects and new business growth as a direct consequence of hosting the Games. What the Legacy Programme did was to ensure that the list of benefits stretched beyond those that can be seen as almost being automatic benefits for a host region (e.g. an increase in tourism numbers, a better regional image, better transport, more construction jobs). The Legacy Programme ensured that this list was added to so that the benefits of the Manchester Commonwealth Games also included impacts such as a more enhanced school curriculum (Commonwealth Curriculum Pack), a healthier population (Healthier Communities and Passport 2K), more trade links for local businesses (Prosperity) and a more cohesive community (Let's Celebrate). Perhaps most praiseworthy of all was the fact that Manchester City Council and others did not simply assume that the benefits of the Games would 'trickle-down' to the most needy beneficiaries in the region but instead actively put

forward a number of interventions to guide the flow of benefits directly towards those most disadvantaged.

What Manchester has done is provide other cities with a useful example of how a specific regeneration programme can be pursued in parallel with a major event. Although certain elements of the Programme could have been improved, the general approach adopted is laudable. This makes the Commonwealth Games Legacy Programme an initiative which should be carefully considered by other cities intending to stage large-scale events to pursue regeneration goals.

FURTHER READING

The following documents have informed the recommendation section of this report and can be used as wider academic reading on issues related to maximizing the impacts of large sporting and cultural events.

McNeill, D. (1999) Urban Change and the European Left: Tales from the New Barcelona, Routledge

Hiller, H (1997) Mega-Events, Urban Boosterism and Growth Strategies: An Analysis of the Objectives and Legitimations of the Cape Town 2004 Olympic Bid. International Journal of Urban and Regional Research

Webb, T (2001) The Collaborative Games, Pluto; Waitt, G (2003) Social Impacts of the Sydney Olympics Annals of Tourism Research 30(1)

Owen, K (2002) The Sydney Olympics and Urban Entrepreneurialism Australian Geographical Studies 40(3)

Social Exclusion Unit (1999) Report of the PAT on Arts and Sport July 1999

Waitt, G (2003) Social Impacts of the Sydney Olympics Annals of Tourism Research 30(1)

Whitelegg, D (2000) Going for Gold: Atlanta's Bid for Fame. International Journal of Urban and Regional Research

Atkinson, D and Laurier, E (1998) Sanitised City? Social Exclusion at Bristol's 1996 International Festival of the Sea Geoforum

Carriere, J and Demaziere, C (2002) Urban Planning and Flagship Development Projects: Lessons from Expo 98, Lisbon. Planning Practice and Research 17

Whitelegg, D (2000) Going for Gold: Atlanta's Bid for Fame. International Journal of Urban and Regional Research (24)

Webb, T (2001) The Collaborative Games, Pluto

Owen, K (2002) The Sydney Olympics and Urban Entrepreneurialism Australian Geographical Studies 40(3)