

USING THE POWER OF A MAJOR SPORTING EVENT AS A CATALYST FOR COMMUNITY REGENERATION: A CASE STUDY OF THE 2005 UEFA WOMEN'S CHAMPIONSHIPS

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Introduction

The potential for major sporting events to create a positive long term impact on an area or city is an area of debate and controversy. Excluding the hosting of the Olympic Games, there is a lack of research in this area (Brown, Bull and Wynne, 2001). The research undertaken around the Olympics is predominantly biased towards economic dividend where there is varying evidence: for example, heavy debt in Montreal and Munich but also an image of the Olympics being a 'money machine' when they were staged in Los Angeles and Atlanta (Vigor, Mean and Tims, 2004).

The 1992 Barcelona Olympic Games is considered the first Olympic Games to positively demonstrate the Games' potential to be a tool for the wider benefits of urban regeneration, and it is regarded that the Games rendered 50 years of investment for the city of Barcelona (Daley and Fickling, 2002). The 2002 Manchester Commonwealth Games (CG2002) adopted a similar philosophy in that a major sports event was used as a tool for a much broader and longer strategy of urban renewal whereby the event acted as a catalyst to accelerate and mobilise resources and investment (Vigor, Mean and Tims, 2004). Manchester's approach was holistic in the sense that it embraced the potential to secure wider social and economic benefits which were felt not just in Manchester but across the North West of England (ECOTEC Research and Consulting Ltd, *undated*).

When the north west of England made a successful bid to host the UEFA 2005 Women's Championships (Women's Euro 2005) — the pinnacle international tournament for women's football in Europe — there was already an understanding that the '15 days of elite football' event would provide a myriad of investment opportunities for the region. One of the opportunities provided by Women's Euro 2005 was to assess the legacy of the event. A joint funding initiative between Sport England and The Football Association (FA) proposed the Euro 2005 Legacy Programme (Euro 2005 LP), which was supported by regional agencies such as Government Office North West (GoNW) and the North West Regional Development Agency (NWDA). The focus of this chapter is the Euro 2005 LP, but before dealing with that it is necessary to provide contextual location with regard to sports events and legacy programmes.

Contextual location and background

The 2002 Commonwealth Games — social and economic legacy

As has been indicated, Manchester modelled its approach on the success of the 1992 Barcelona Olympics and envisaged using the CG2002 as a regeneration tool, particularly for East Manchester. According to the then leader of the Manchester City Council, Richard Leese, Manchester's approach to hosting the CG 2002 was framed around the view first that regeneration is a holistic exercise that needs planning for and, second, for an event like the Commonwealth Games to be successful, regeneration had to be just one element of a broader strategy (Faber Maunsell with Vision Consulting and Roger Tymms and Partners, 2004). This broader strategy included a £6.2M Single Regeneration Budget (SRB) legacy programme which, with the assistance of match funding¹, initiated a £20m North West Economic and Social Legacy programme that operated from 1999 to 2004. Consequently, the Commonwealth Games Opportunities and Legacy Partnership Board was established in 1999 with three aims: firstly, to provide economic and social benefits across the whole region; secondly, to meet the needs of disadvantaged communities in East Manchester through the regeneration programme; and, lastly, to provide new opportunities for the North West business fraternity (Faber Maunsell *et al.*, 2004). Some examples of the projects that were featured as part of this regeneration programme are provided in **Table 1**.

Table 1: Examples of programmes delivered by the North West Economic and Social Legacy programme

- *Pre Volunteer Programme (PVP)*: Through the PVP, 2,000 people from recognised areas of social and economic deprivation attained a nationally accredited qualification in event volunteering and were guaranteed an interview to become a Games volunteer.
- *Post Games Volunteer Programme (PGVP)*: A project that harnessed the energy and commitment of Games volunteers and encouraged others to register interest in event volunteering. In August 2004 the PGVP was renamed the Manchester Event Volunteers (MEV) and in June 2006 was reported to have over 3,000 registered volunteers and to have supported over 400 events.
- *Commonwealth Curriculum Pack*: A project that used the Commonwealth Games to develop engaging ICT based cross curricular activities. Although primarily designed for Local Education Authorities (LEAs) across the North West to use a source to develop their own curriculum materials it was also used by schools and youth groups across the Commonwealth, attracting 200,000 hits to the web page in the first year of operation. The site is no longer under development and has been 'mothballed' but can still be seen at www.ccp2002.com.

In the immediate post games period the web site material was included on a DVD entitled 'Pushing it' which was circulated to all LEA schools in the North West region.

- *Passport 2K*: An activity programme through which 13,500 11- 18 year olds participated in sporting, cultural and volunteering activities throughout the North West.

In addition to the North West Economic and Social Legacy programme, Sport England ran a 'Wider Opportunities Programme' which was primarily focused on the North West of England. This programme worked in tandem with the SRB legacy programme but also ran tailored programmes that sought to use the power of the Commonwealth Games to drive increased participation in sport and recreational activity. Some examples of the projects run as part of the 'Wider Opportunities Programme' are provided in **Table 2**.

Table 2 **Examples of programmes run by the Sport England
‘Wider Opportunities Programme’**

- Sport Search: A web based programme developed as part of Sport England’s national Active School’s initiative. A pilot of the programme was developed in North West where pupils fed in the results of a series of aptitude tests which subsequently proposed sports to which they might be suited and identified local facilities and clubs they could access.
- Gearing up for 2002: A series of regional workshops were held to create awareness and facilitate sports clubs and organisations to be ready to capitalise on the development potential created by the 2002 Commonwealth Games. A critical element of the workshops was sports equity building on CG2002 as the first ever inclusive Commonwealth Games.
- Queen’s Jubilee Baton Relay: Sport England used its involvement in the latter stages of the relay as it crossed the country to reward people who had contributed to sport, recognise exemplar sporting initiatives and to focus on young people with emerging sporting talent.

Sport and the wider strategic context

The references to sport as a delivery tool in a number of national, regional and local agendas including health, education and skills has increasingly brought awareness of sport to engage beyond the physical boundaries of each activity (David Taylor Partnership, 2006). By way of example, the Department of Health document ‘Delivering Choosing Health’ (2005) recognises sport as having a unique ability to engage key sections of the community, and particularly those people who may have traditionally excluded themselves from health care services. The Department for Education and Skills (DfES) has also recognised that sport can be used to help in delivering education for all ages and abilities across the curriculum (David Taylor Partnership, 2006). The value of sport to the wider social agenda is reflected in the Department of Media, Culture and Sport (DCMS) Strategy Unit report, ‘Game Plan’ (2002), the Government’s blueprint for increasing active participation. In setting the scene the report outlines how only 32% of adults in England take the recommended 30 minutes of

exercise five times a week and that a mere 10% rise in this number would prevent around 6,000 premature deaths and bring economic benefits to the country worth around £2 billion annually.

Women's and girls' sports participation

A key issue outlined in 'Game Plan' (2002) was that women and girls are a target group requiring specific attention in terms of increasing their active physical participation. It is stated in the report that women are 19% less likely to take part in sport and physical activity than men. In a further survey of 3,000 young people aged 6–16, commissioned by Sport England, it is reported that even by the age of seven, girls are expressing negative attitudes towards sport and physical activity (MORI 2002).

The benefits of physical activity for women and girls are equally well promoted. The Women's Sport Foundation (WSF), a non governmental organisation committed to improving and promoting opportunities for women and girls in sport and physical activity, lists some of these:

- young girls who play sport have a more positive body image and higher self esteem.
- girls who participate in sport are less likely to have unplanned pregnancy, to smoke or use drugs.
- playing sport enhances an active lifestyle and encourages a healthy approach to diet. (Women's Sport Foundation 2006)

Women's and girls' football

Contrary to popular belief, football is not a new sport for women, as demonstrated by accounts of women's football in the late 1880s and early 1900s, for example by Newsham (1997) and Melling (1999). Whilst there are early records of competitive women's football dating back to 1895 it was during the First World War that women's football flourished as factory based women's teams played charity matches to support the war movement. Nowhere was this more prominent than in the north west of England when on Boxing Day 1920, 52,000 crammed into Everton FC's Goodison Park ground to watch Dick, Kerr's Ladies play St Helen's (Newsham, 1997). Despite such popularity the sport went into decline following the 1921 FA ruling that women's teams could not play on the grounds of clubs affiliated to the FA, who argued that the game was 'unsuitable for females' (Owen, 2005). Despite this ruling and the attempt to suppress women playing football, Dick, Kerr's Ladies, a team drawn from two factories in Preston,

continued to fulfil fixtures and even toured France but even they finally folded in the 1960s (Newsham, 1997).

It is also the FA that has been responsible for igniting and nurturing the revival of the women's game, since taking over from the Women's Football Association (WFA) as its governing body in 1993. The WFA had been formed in 1969, this in response to new growth after the success of the men's national side in the FIFA 1966 World Cup. It became evident that there was a need for a governing body for the women's game to both provide a development structure and to lobby to rescind the 1921 FA ban. Success came quickly to the WFA: in 1970 the FA overturned their ban. But success was ultimately the WFA's own enemy with the organisation outgrowing its infrastructure and resources almost from the start. Throughout the 1980s, political infighting contributed to the WFA's financial and organisational demise until the FA, responding to a UEFA campaign for the men's national football governing body to also be responsible for the women's game, assumed this responsibility in July 1993 (Lopez, 1997).

The women's game undoubtedly has benefited from the greater resources and expertise, but the lack of representation of women in football administration, specifically on the FA Council, has been highlighted as a cause for concern (Culture, Media and Sport Committee 2006).

However, in 2007 the FA reported 1.5 million girls playing football, 43 full time development officers for the women's game, league and cup competition structures and an established player pathway that can take a player from mini soccer through to representing the England women's national team (The Football Association, 2007). The growth of the game is reflected in the data given in Table 3.

Table 3 Growth of women and girls football from the season 1992-3 to 2004-5

Season	Women's		Girls'		Total Players
	Teams	Players	Teams	Players	
1992 - 93	400	9,000	80	800	9,800
1998 - 99	650	16,900	960	19,200	36,100
2004 - 05	1,030	20,400	8,600	112,400	132,800

Source: The Football Association (2006)

2005 UEFA Women's Championships

In 2003 UEFA awarded the UEFA Women's Championships 2005 to England with the north west of England selected by the FA to host the tournament in June 2005. Five venues across the region — Blackpool, Blackburn, Manchester, Preston and Warrington — were used. The competing nations were the hosts, England in addition to Denmark, Finland, France, Germany, Italy, Norway and Sweden, with Germany becoming the champions for the fourth time in their history.

In comparison to the CG2002, this was a much smaller event in terms of scale, number of competitors, spectator interest, media involvement and sponsorship. Women's Euro 2005, for example, lacked provision for improvement to physical infrastructure development which had been central to Manchester and the CG2002. However, from the experience of the legacy work associated with CG2002, it was recognised that there was an opportunity to drive a social legacy programme insomuch as the Women's Euro 2005 could address key social issues for women and girls within the northwest region. It was evident early on that hosting Women's Euro 2005 was planned to showcase women's football and little consideration had been given to how the Championships could be of benefit to other purposes. It is this very point that was at the centre of the philosophy behind the Women's Euro 2005 Legacy Programme.

The Euro 2005 Legacy Programme (Euro 2005 LP)

Programme administration

The basis of the programme was a joint funding initiative by Sport England and the FA. Initially it was planned to appoint a full time Legacy Programme manager but despite much interest the post was not filled and subsequently David Taylor Partnerships (DTP) was contracted to deliver the Euro 2005 LP and a Legacy Programme Management Team was formed. Although some background work had been done in the autumn of 2004, DTP did not take on the programme until January 2005, less than six months from the opening game of Women's Euro 2005. This certainly was less than ideal but on the positive game myself and a colleague on the management team,

Lesley Giddins, had fulfilled roles at the 2002 Commonwealth Games and were able to draw upon valuable experience in this sort of work.

The core funding from Sport England and the FA facilitated DTP to start the programme, develop a series of projects and a delivery structure and to seek further funds. Generating increased funding from both the public and private sector was essential to the success of Euro 2005 LP and was achieved through establishing links from the legacy programme to the wider agendas of agencies such as the Department of Health, GoNW, NWDA and tournament sponsors. A Steering Group was established to guide Euro 2005 LP and, even though its membership changed throughout its lifetime, the Steering Group essentially comprised representatives of GoNW, FA, NWDA, North West Regional Assembly, Sport England North West, representatives of the host venues and the subsequent local authorities. To ensure widespread representation of key agencies across the north west, eight regional teams were established either in the host venue towns of the Championships or another area in the north west that was not directly involved in the Championships. Subsequently, the regional teams were based in: Blackburn, Blackpool, Burnley, Cumbria, Manchester, Merseyside, Preston and Warrington.

The membership of each regional team was at its own discretion, but in the main the group would consist of representatives drawn from the local authority, local schools and colleges, the local health agency, the local FA officer and a football or rugby community contact. The regional teams met on a monthly basis where a representative from each regional team would liaise with colleagues from the other teams and share ideas and good practice. Each regional team developed its own programme of activities that were specific to their needs and their own locality in addition to being involved in the rollout of Euro 2005 LP.

Programme objectives and structure

As can be seen, the Euro 2005 LP was quite flexible in that there was a regional *and* local focus and as such the objectives were quite flexible to allow the programme to adapt to opportunity and avoid unnecessary restriction when applied at local levels. The general objectives of Euro 2005 LP were to:

- increase women's and girls participation in football and other sports;
- raise skills and educational attainment (through for example Volunteer and school links);

- develop health, fitness, business (including tourism), arts and cultural legacies;
- link with competing and other European countries.

To provide a structure for the delivery of the above objectives a number of key streams were established: Football and sports participation; Education; Volunteers; Health; Business and tourism; and Special projects. These streams were fundamental to the success of Euro 2005 LP and will be briefly discussed in the next subsection.

Overview of Euro 2005 LP's activities

Football and sports participation incorporated a range of activities and regional County FAs were involved in events that included Euro 2005 road shows, football development skills sessions, refereeing and club events. As well as this, the Girl Guides ran 'Off the Couch' activity days which encouraged girls to participate in sport, whilst a women's football tournament, 'One Culture', brought together ethnic minority women within the football environment. 'Whistle while you work' was a refereeing project linked to an international exchange between Sweden and Blackpool whilst 'Skills of Hope' was a trans-national football coaching and personal development programme.

A key project tied to Women's Euro 2005 involved cheerleading with the project developed in association with the United Kingdom Cheerleading Association (UKCA) who (at the time) were based at the Manchester Velodrome. The project was initially quite contentious as there was considerable debate at Steering Group meetings about whether or not to support this project. Some members did not consider cheerleading an appropriate activity to link to Women's Euro 2005, and of particular concern was what image would be projected by having cheerleaders involved. However, anecdotal evidence from schools and colleges indicated that significant numbers of girls with no interest in physical activity were attracted to cheerleading as a recreational pursuit. Further, the UKCA permit boys and girls to participate together and the UKCA code of conduct rendered the activity as appropriate to use as part of Women's Euro 2005. Consequently, the benefits of the cheerleading project were considered to be:

- the ability to dispel myths about cheerleading;
- the encouragement of participation in physical activity;

- the generation of new audiences for football where friends, parents and relatives went to the match to watch the cheerleading and stayed to watch the football match;
- the provision of an established exit route into continued participation with cheerleading groups through the national governing body of the sport, the UKCA.

There were three cheerleading demonstrations during the tournament. An initial event involving around 200 girls was staged as part of the pre match activities for the opening game between England and Finland. This was held in the Regional Athletics Stadium from where the group moved to the adjacent City of Manchester Stadium where they performed a short routine as part of the Opening ceremony for the main tournament. The success and popularity of both the performances led, on the behest of UEFA, to a further performance to act as a crowd motivator prior to the Final at Ewood Park Blackburn.

With regard to *education*, '3 Lions FC' packs were developed and separately funded by the FA as part of their FA Football Development Programme. 8,000 packs, aimed at Key Stage 2, were delivered to primary schools across the country in the months preceding the tournament and a CD-Rom, 'Football's Coming Home', was included in the packs. This was produced by the Euro 2005 LP as an educational tool with the message that the tournament was 'coming home' in that the north west of England was where women's football originated. The CD-Rom further promoted the tournament by including information about the countries of the competing teams, the players in the tournament and the history of women's football. However the CD-rom had longer term value as it also contained lifestyle information, with particular reference to sports participation, such as diet, smoking cessation, training, skin care, and choosing footwear and clothing. Details about other sporting events to be staged in the North West in 2005 and future major events such as the 2006 Open (golf) and the Tour of Britain (cycling) were also included. The CD-rom aimed to provide a medium of communication within the educational forum that would be more appealing to young people rather than traditional modes of communication like newsletters, magazines and flyers. Anecdotal evidence has indicated that the CD-rom was well received and it is currently used as an educational tool on the National Football Museum's outreach programme.

The *volunteers* programme for Women's Euro 2005 was developed in conjunction with the Manchester Event Volunteers (MEV). Following the CG2002, an event which successfully drew upon masses of volunteers, MEV had been established as the Post Games Volunteer Programme to harness the enthusiasm and commitment demonstrated by volunteers during the Games. A data base was established that enabled event organisers to contact potential volunteers through a monthly newsletter or targeted email distribution. It also maintained the model of delivery, established during CG2002, of using outreach workers to target disadvantaged individuals in the region, on the premise that such workers might benefit from the development of skills and confidence gained through volunteering and associated training. This association with MEV facilitated Women's Euro 2005 to put together a volunteer programme that utilised the existing skilled and trained volunteer workforce of over 2,000 people within MEV. As well as offering an established network of volunteers, MEV also worked with the FA to develop roles and responsibilities for volunteers and assisted each host venue to attract new volunteers. An initial programme of 250 volunteers was planned (approximately 50 at each venue) but some early difficulties in reaching a common understanding of the role of a volunteer programme at a major event caused initial problems. Once these were resolved, a successful programme of 95 volunteers was provided, 30 of whom were new to volunteering with the majority new to volunteering at football events. On-site training at the venues was provided for all the volunteers, and activities they were involved with included the fan parks (community entertainment areas adjacent to match venues), stewarding, anti-doping activities and the legacy programme. The volunteer programme was largely successful, and one volunteer took time to reply:

Just a little note to say thank you very much for letting me work as a volunteer on such an incredible sport. I had a brilliant time and learnt a lot. Also a thank you must go to the teams taking part as well. But it is really to say that this event has left me with such wonderful memories of joy and happiness that it will stay with me for a very long time. I will be always available for any further events that are being held in the North West should you require a volunteer (DTP, 2005: p.10).

The *health* stream proved to be a disappointment of the Euro 2005 LP as neither the Steering Group nor the regional teams were able to engage with health agencies in order to establish how Women's Euro 2005 LP could provide health benefits. The key reason for this centred on a conflict of interest between the health agencies and some of the main tournament sponsors whose brand names included fast food chains, fizzy drinks and alcohol. Health agencies felt that by involving themselves in the Euro 2005 LP they would be endorsing such products by association and despite the benefits of health related activities as part of tournament, they declined to become involved. This was an unanticipated setback but one that did not prove fatal as at local levels regional teams were able to include some health activities on their programmes. For example, a series of walks to the Bloomfield Road ground in Blackpool stadium was organised by the Blackpool PCT as part of the north west initiative, 'Healthy Stadia'. This initiative encourages sports venues to look at making the experience of going to a venue a healthy one and as well as walking to the venue with designated walking (and cycle paths) in the stadium's vicinity, the provision of healthier menus and food snacks and smoke and alcohol free zones was also included.

With regard to the *business and tourism* stream, the business element centred on a 'Women in Business' forum held at the City of Manchester stadium on the afternoon of the opening game of the tournament whereby. Approximately 200 women, including some from abroad, attended the women-only forum which was designed to allow women to come together and promote their business interests. Many of the delegates were attending a sports venue for the first time and Keynote Speakers included an editor from *The Sunday Times* newspaper, a prominent local business woman and a Paralympics sportswoman. The forum was organised in partnership with the North West Business Club (NWBC)² and built upon their previous role as the Business Club to the Commonwealth Games. The success of the forum has resulted in the NWBC using the model for future events have since hosted business breakfasts and lunches associated with other national and international sport events such as the Tour of Britain and the Melbourne Cup.

With regard to *tourism*, a regional group was established by the Euro 2005 LP Management Team to consider issues relating to tourism. This group included representatives from the NWDA, regional Tourist Boards, Blackburn Borough Council, Preston City Council and the FA with the dual

aim of to maximising the numbers of visitors to the tournament (both internationally and nationally) and also maximising the time visitors spent in the region once here. Attention was directed trying to develop the following:

- the use of the Women's Euro 2005 promotional DVD for tourism purposes, to be played in Tourist Information Centres (TICs);
- selling match tickets at TICs, a very successful policy at the 2002 Manchester 2002 Commonwealth Games;
- Promoting free activities to players and their families during the tournament;
- developing a group of 'Event ambassadors' in TICs across the region to promote Women's Euro 2005;
- building a language element into the Euro 2005 LP, particularly as part of the volunteer programme and the education stream;
- a travel writer's trip building on the work done since the staging of the CG2002.

Despite clear ideas on what to do, funding limitations and the absence of a lead strategic partner from the tourism industry hindered progress. The group consequently disbanded some time before the beginning of Women's Euro 2005 although a limited programme of activity which included street dressing and a presentation to regional Tourist Information officers took place.

Finally, *Special projects* were a series of one-off projects that cut across a number of the streams in the Euro 2005 LP and a number of these will now be highlighted.

'Passport 2005' linked participation in community activity (such as sporting activities, library based book clubs and volunteering) to discounted tickets for matches at Women's Euro 2005. Participants collected stamps, issued as reward for completing an activity, in their 'passport' which when full could be exchanged for a discounted ticket for a Euro 2005 match. The simplicity of the scheme and potential to be easily linked to existing activity resulted in Passport 2005 being hugely popular: indeed the initial run of 5,000 'passports' was quickly increased to 40,000. The regional teams were inundated with requests for 'passports' and whilst all were distributed an administrative breakdown meant that it was not possible to assess how many passports were turned into match tickets. Anecdotal evidence reported that the Passport 2005 scheme was a successful tool to encourage active participation in the community and raise awareness of

and attendance at in the tournament. Even though it was possible to obtain the heavily discounted tickets through group bookings, it was clear that children displayed commitment to attend via Passport 2005. In a sense, the scheme provided a greater sense of involvement with Women's Euro 2005.

The International Football Institute Conference 2005, 'Women, Football and Europe', was considered a special project in that it was the first ever academic conference dedicated solely to the study of women's football. I was part of the Organising Committee and was able to act as a link between the conference and the Women's Euro 2005 LP. Thus it was pleasing that the conference was endorsed by UEFA and had keynote speakers from both UEFA (Karen Espelund, Chair of UEFA Women's Football Committee), the FA (Kelly Simmons, Head of Football Development, and Sir Trevor Brooking, Director of Football Development) as well as distinguished academic speakers. The Conference Dinner was an important event as it was a celebration evening dedicated to the Dick, Kerr Ladies team with former team members in attendance. The production of post-conference volumes (of which this is one) adds to the legacy value not only of the conference but of the Women's Euro 2005 LP and the tournament itself.

A further special project was the 'Big Health Kick' which centred on homeless women and how to encourage them to adopt a healthier lifestyle. The project was operated in association with The Big Issue NW (the regional branch of the national organisation which campaigns on behalf of homeless and socially excluded people) and its sister group The Big Life Company (a group of social businesses and charities). It was funded through *Kelloggs* who acted as the sponsor of a Sportsmatch (a government fund that pound for pound matches investment from the private sector in community sport and recreational activity) award. There were two main centres for the activity, one in Manchester and the other in Liverpool. Women who signed up to the project were provided with details on personal hygiene, sexual health, and healthy eating, and were also offered an opportunity to try out a range of sports in their local area. The link, in particular, to the work of The Big Life company ensured the sustainability of the lifestyle work with the group of approximately 100 women who engaged with the project. In addition, the sporting activity, which was organised through the Manchester City and Everton 'Football in the Community' outreach schemes, saw participants both signing up to existing community sports activity and a new women's football project at Everton. The general impression given by the women on the scheme was they had a willingness

to be involved (in sport) but had no knowledge of where to start in terms of finding free or subsidised activities.

Perhaps the greatest project success involved the 'Euro Haka', a project that had evolved from a previous event at one of the host venues, the ground of Warrington Wolves Rugby League Club. Warrington Wolves had previously hosted the New Zealand national rugby league team and part of their pre-match ritual is 'The Haka', an ancient Maori dance that expresses the cultural and national identities of New Zealand. On this occasion local school children had developed their own form of Haka and performed this prior to the game. Using this as a model, it was decided to incorporate a similar project — *Euro Haka* — into Women's Euro 2005 to reflect the different cultures of the competing nations in the tournament. There was overwhelming support from a number of dance groups working in the region and, with the backing of a successful bid to the Arts Council, eight themed *Euro Hakas* were created by school children across the region. The perceived benefits included:

- generating participation in physical activity;
- appeal to both boys and girls;
- inspiring additional interest in the competing nations;
- creating a new audience of family and friends who came to watch the Haka performances but would not otherwise have necessarily gone to watch women's football;
- providing a new stimulus for interest in dance particularly amongst boys and signposting exit routes to dance groups around the region.

On the day of the opening game at the City of Manchester Stadium approximately 1,000 children came together for the first time to perform. This was part of a broader community sports event that also included the regional final of a football tournament for disabled children. The success of the *Euro Haka* project was such that UEFA arranged for a repeat show on the pitch prior to the Women's Euro 2005 Final. Typical of the feedback came from one of the dance tutors who worked the Liverpool group that brought together two primary schools in Knowsley: "Congratulations on the whole Haka event. It was an absolutely fantastic experience and everyone who took part in our group thoroughly enjoyed it, including the teachers, coaches and support workers" (DTP, 2005: p. 13). The *Euro Haka* project was such a positive event for the children and an overwhelming success, particularly as boys as well as girls participated.

Programme evaluation

At the time of this writing, an external evaluation of the Women's Euro 2005 LP had not been completed, but it has been possible to conduct an internal evaluation using the criteria identified by Andrew Smith of Westminster University that he considers are crucial to determining the success of legacy programmes associated with large scale events (ECOTEC undated). These '10 critical success factors' will be discussed in relation to Women's Euro 2005 LP.

10 Critical success factors

- 1: Ensure sustainability is a prime consideration from the initial planning stages of a Legacy programme onwards.*

The links at Steering Group and Regional team's levels with other regional and local agencies and initiatives were considered paramount in assisting the programme's activity to be sustainable. An overwhelming message that emerged however was that to be sustainable, social legacy must start early though a phrase such as 'maximising the benefits', which is not associated with the aftermath of the event, may be more appropriate. The Legacy Management Team found that trails of programmes and personnel linked to CG2002 had by 2004/5 already gone lukewarm. Unfortunately a similar pattern emerged following Women's Euro 2005 as within weeks of the tournament's conclusion support to maintain the work of Women's Euro 2005 LP was waning and there was little opportunity to direct any outstanding work or projects to suitable exit routes. Based on this evidence, there is no doubt that as soon as the event is over, the power of its 'hook' quickly diminishes.

Sustainable legacy however was identifiable where the activities that 'hooked' into the tournament could be easily signposted to pre-existing programmes and initiatives. Examples of this were the group of women from the Big Health Kick in Liverpool who continued their sports participation through Everton FC's established community programme. Also, the UKCA was requested to run increased numbers of Teacher's Cheerleading Courses to accommodate the surge in numbers wanting to attend cheerleading classes across the region following the Cheerleading event at Women's Euro 2005 LP.

Lastly, it was found that a legacy programme needs to link to current local, regional and national strategies in order to engage with other agencies

for immediate support, funding and also to provide sustainable exit routes. The link to the GoNW and the North West region's Neighbourhood Renewal Units (NRUs) was a good example of this. NRUs are responsible for the government's neighbourhood strategy. As such they deliver a range of community-based social and economic regeneration programmes and in the case of initiatives stimulated by Euro 2005 were able to provide match funding and an established network to efficiently distribute programmes such as Passport 2005. Children and young people who were engaged through the scheme could then be signposted on to other NRU based activities that already had ring fenced funding.

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

The stimulus for the legacy programme came from the FA (who formed the Local Organising Committee) and Sport England. However the late timing of the Women's Euro 2005 LP meant that planning by the LOC had commenced before the programme was fully developed. This undoubtedly was partly due to initial communication problems between the LOC and the Legacy Programme Management Team which in turn caused delays to the programme delivery and issues in accessing funding. In the recommendations that came from Sport England following the evaluation of their 2002 Manchester Commonwealth Games Legacy Programme, the importance of early communication with the LOC was also raised (Heddon, 2002). It was proposed that a permanent national sports development legacy team was required to be available to focus on any future major events and this certainly would be echoed by those involved with the Women's Euro 2005 LP.

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

The establishment of the network of regional teams looked to build community representation and ownership of the programme in each area. The make-up of each regional team was left to each group to invite representation to suit their needs and locality. Projects such as Passport 2005 were purposely kept flexible in how they could be used to allow groups to tailor its use in their area. The Steering Group invited representation from the regional teams at meetings to try to ensure the programme was accommodating individual needs. The main restriction in terms of ensuring

community representation was the very limited funding the Women's Euro 2005 LP was able to make available for individual teams to promote their own local activities. The bid to the Football Foundation for a grant to support grassroots community activity was rejected and this limited this area of activity even though there was much interest in it. This illustrated that it was important to secure funding for smaller scale community based projects which potentially did not have the same appeal to tournament sponsors as the higher profile schemes.

- 4: *Design the legacy programme to prioritise the needs and engagement of the most disadvantaged members of the target community.*

Women and girls are considered a 'disadvantaged' group through their under-representation in physical activity (DCMS/Strategy Unit, 2002) and thus a main objective of the Euro 2005 LP was to promote participation by women and girls. Subsequently many of the activities reflected this. In addition, the legacy programme's use of networks, such as the NRUs, ensured that disadvantaged groups across the north west region were involved. The high percentage of Asian communities in the catchments area of the East Lancashire based games (Preston and Blackburn) lent itself to working with women and girls from such communities. It is acknowledged that the Women's Euro 2005 LP could have done more to engage black and ethnic minority communities in areas around some of the tournament venues. However it must be noted that the follow-up work from the Women's Euro 2005 LP has involved physical activity programmes and projects with such communities. As an example, an Asian Women's football tournament was linked to the FIFA Women's World Cup qualifier between England and France at Ewood Park, Blackburn in March 2006.

- 5: *Embed legacy initiatives and the event itself within the wider regeneration programmes.*

The membership of the Steering Group for the Euro 2005 LP helped to ensure that the initiatives created were linked to wider regeneration work within the north west region. Indeed, it is felt that this is an essential prerequisite for the success of the programme in terms of generating funding and the sustainability of legacy work.

- 6: *Ensure that event-themed social and economic regeneration initiatives build upon and connect with any physical infrastructural legacy.*

This factor is inapplicable in the evaluation of the Women's Euro 2005 LP as there was no physical infrastructural legacy associated with the tournament.

- 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.*

There were some communication issues between the Legacy Programme management team and the LOC. The Women's Euro 2005 LP was established late in the overall programming of the tournament which did not allow time for the natural development of relationships and understanding of roles and responsibilities. The programme was thus not directly represented on the LOC and responsibility was given to the FA who had no history of creating wider social legacy work associated with a major sports event. The pressure of time and the need for the LOC to effectively deliver the event was undoubtedly a major issue for all parties in trying to develop wider partnerships. A longer lead-in period would have helped the LOC to appreciate the potential wider value of a legacy programme to the overall success of the tournament. It was felt by all parties that this understanding grew during the final months of build up to the tournament but by then was too late and that opportunities were missed, even though UEFA were impressed by a legacy project such as the *Euro Haka*. The experiences of this event do serve to reiterate the need for a legacy programme to be created early in the planning process and that there need to be clear lines of communication between the legacy programme and the event management process.

- 8: *Promote shared ownership and responsibility amongst all partners of the legacy programme.*

The work of the Steering Group and responsibility given to regional teams for local delivery of projects was intended to promote a sense of shared ownership and hence aid the sustainability of projects. Although this worked to some degree, there is no doubt that the legacy programme still relied heavily on the drive of the management team. This is similar to the observations made on the delivery of the Manchester Commonwealth Legacy Programme (ECOTEC undated) and the Sport England 2002 Wider Opportunities Programme (Heddon, 2002). In this case, the commonality between the programmes was the lack of people in partner agencies that

were seconded or given dedicated time to focus on the event and associated legacy. Such staff were therefore being required to add another commitment to their workload which naturally has limited sustainability, particularly once the event had finished.

- 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.*

An underlying principle of the legacy programme's potential to engage was that it was 'more than 15 days of elite football'. The six streams of the legacy programme allowed the programme to use the event as more than a catalyst for sports development. This was however still seen as a key legacy area, particularly to address the below average participation of women and girls in sport. It is acknowledged other sports opportunities were offered than football but this is because there was an understanding that an interest in football could be a stimulus to participate in other active pursuits — this was the case with the cheerleading and dance projects.

- 10: *As much as possible, try to ensure an even geographical diffusion of positive impacts amongst targeted areas.*

It was essential to those agencies represented on the Steering Group that the legacy programme was seen to be a North West event and that opportunities to engage in areas outside of the five cities or towns that hosted the tournament were exploited. The three regional teams established in Cumbria, Merseyside and Burnley looked to make the event more geographically inclusive as a 'north west' event. However there is no doubt that there were more logistical issues in engaging and delivering away from the areas that hosted the tournament venues. Merseyside did host an England warm up fixture for Euro 2005 which helped give some feeling of ownership of the tournament to that region but no tournament games were played there even though it has a large football interest. Maintaining interest in Cumbria, where travel times to a tournament venue could be up to three hours, created even more of a challenge. The efforts of the Cumbria regional team, headed up by Cumbria FA, have to be praised but the distance factor was always an issue, particularly in getting England players to travel to support legacy activities in the region. It was felt that an opportunity to demonstrate full regional engagement was missed and that to maximise the legacy opportunity in Cumbria would have required some high profile tournament focused activity to have been staged in the area.

Conclusions and recommendations

Women's Euro 2005, although not on the same scale of the CG2002, was an incredibly successful event, particularly for the exposure of women's football. Admissions for the 15 games totalled 117,384 (Sports Industry Research Centre, 2005) and this included a record crowd of 29,092 for an European international women's football match in the opening game between England and Finland at the City of Manchester Stadium. Following on from the success of the 2002CG, Women's Euro 2005 also served to further establish the north west of England as a venue for major sports events. The economic impact on the region was estimated at £2.68m but this is considered as just one of the range of potential benefits that can be gained from hosting a major sports event (Sports Industry Research Centre, 2005).

The Sport England and FA funded Euro 2005 Legacy Programme looked to maximise the wider social benefits of the tournament for the north west region. Using an underlying principle that the event is 'more than 15 days of elite football', a six stream programme was developed that acted as a catalyst for wider engagement in the tournament addressing relevant social issues such as equity, active participation and health. The programme was able to build upon the previous social legacy work developed around the CG2002, particularly as it was managed by personnel who had been actively involved in this event. In terms of future delivery of social legacy work in association with a major event, the experiences of the legacy programme have shown that:

- The impact of a major sports event has "a long sunrise and a short sunset" (Robinson, 2006: p. 26). The use of the word 'legacy' is perhaps therefore misleading, the potential to maximise the benefits of staging an event in its preceding time frame with a limited life span post the event.
- To be sustainable, the work of the legacy programme must relate to and build on current national, regional and local regeneration strategies.
- In order to gain maximum community involvement, the legacy programme needs access to a funding stream to stimulate local grass roots activity as well as the more geographically widespread and high profile projects that can be linked to national and regional funding streams.
- Although the key to encouraging participation is seen to be the 'hook' of the event, to be sustainable any linked initiatives must have clear exit routes to established development programmes.

The Women's Euro 2005 Legacy programme is one of a number of examples of social regeneration programmes linked to major sporting events and as such has gained international recognition and interest from other international sporting federations as a means of stimulating wider economic and social benefits to a country, region or city looking to host a major sporting event (TSE Consulting, 2006). Its success purely as a means of developing the profile and increased participation in women and girls football will be assessed both regionally and nationally in future years when participation rates in girls and women's football can be reflectively judged.

Notes

- 1 Match funding is the amount organisations give towards the eligible costs of a project, support scheme or grant. It can either come from the private or public sector. Funding can either be 'actual', which are cash payments or 'in kind' which are unpaid contributions, such as staff time, loan of equipment or use of land.
- 2 The North West Business Club was originally formed to maximise business opportunities for regional companies to engage with the Commonwealth Games 2002 and to forge new links particularly with organisations based in competing countries.

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