STATEMENT OF PRINCIPLES FOR GENERATING LEGACY
THE GOLD COAST LEGACY ADVISORY COMMITTEE REPORT
CITY OF GOLD COAST 2013
This report was commissioned by the Gold Coast Legacy Advisory Committee and is intended as a broad policy document. It acknowledges the contribution of Regional Development Australia (RDA) Gold Coast, Griffith University, Bond University and the City of Gold Coast. The Committee will apply the principles outlined herein to recommend projects and initiatives that will maximise the GC2018 legacy potential for the Gold Coast.
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1.0 THE SCOPE OF WORK

1.1 Project brief
1.2 Project assumptions
1.3 Project methodology
1.4 Principle consultant
In May of 2013, the City of Gold Coast formed its Legacy Advisory Committee. Amongst the goals of the committee are to clearly identify specific legacy opportunities for the Gold Coast, and to embed them in all GC2018 strategic planning.

The formation of the Legacy Advisory Committee was an acknowledgement that the most successful legacies from past Commonwealth Games’ have been produced by cities that were steadfast and clear in their legacy aims. The cities of Melbourne, Manchester (and Glasgow with their early legacy planning) stand out. The common ground in the successful Manchester and Melbourne models was their willingness to absorb and maximize all that had gone before them, formal and informal, in legacy benchmarking.

To produce a lasting legacy for the Gold Coast 2018 Commonwealth Games™ (GC2018), it is important to be able to examine best practices in legacy provision. A strong understanding of the best and worst in the event legacy field will allow the Gold Coast to build their own legacy strategies.

The ‘strategic legacy position’ of GC2018 is yet to be determined. However, establishing the Gold Coast legacy position will prove difficult without a very clear understanding of past mistakes, and best practices in legacy provision. Therefore, the execution of the brief required the consultant to:

- Identify and analyse the available literature.
- Provide recommendations for action by the Gold Coast Legacy Advisory Committee.

The summary report is designed to be informative but concise. It is intended as a working document; a functional, and practical summary of the field of event legacy. Its goal is to provide an informed starting point for the work of the Gold Coast Legacy Advisory Committee, and the report focuses on legacies for the Gold Coast rather than the broader environs.

In order to provide a working document from this research, the information was organized into four parts:

**The executive summary/ statement of principles:** A set of legacy recommendations and guiding principles for the Gold Coast Legacy Advisory Committee.

**The Literature:** A preliminary literature review of academic and practitioner material in the field of event legacy delivery, organized in terms of its relevance to the Gold Coast 2018 Commonwealth Games™.

**The Pitfalls:** A summary of past mistakes and potential pitfalls in event legacy delivery, as they relate to GC2018.

**The Lessons and best practices:** A summary of best practices in event legacy, and their relevance to GC2018.

Each section includes numbered footnotes that refer to references in section 6.0, and an electronic ‘Legacy Library’ will be compiled alongside this report for further reading and as support for the recommendations / principles proposed.
At the time of compiling this report, the City of Gold Coast were still working with the Queensland State Government to determine the key themes for their own Legacy Plan. Their work was focused on three themes:

a. The economy; to include business development, economic opportunities, tourism, and investment attraction.

b. Activity and healthy; to include such areas as increasing sport participation, and healthy outcomes.

c. Community; including the delivery of city pride, active citizenship, community engagement, community cohesiveness, social capital, and social inclusion.

While these themes are currently broad, it is expected that they will be further developed by the City of Gold Coast in the coming months, and therefore the final legacy categories were not available at the time of this report.

For that reason the literature review begins by using these three initial themes, under three revised headings ‘Economic legacy, Sport legacy, and Social legacy’. To research the many components of legacy under these three headings, this report acknowledges and refers to the work of a number of leading academics [1-9].

The research was organized around the concepts of ‘search, retrieval and analysis’, aided by the application of NVivo qualitative data analysis software. Data was sourced from online material, document searches, and selected interviews. Documents included 59 academic articles and 42 practitioner/government reports, totalling over 5,600 pages of material. The analysis also included extracts from 57 interviews with Mayors, Council CEOs, Commonwealth Games organisers, and community leaders, in the cities of Manchester and Melbourne.

The limitations of this report include the dynamic nature of data, and the short four-week project period.
THE SCOPE OF WORK

1.4

PRINCIPLE CONSULTANT

Nick Pye

A native of the UK, Nick Pye is a graduate from the University of London. He also holds an MBA from Bond University, and he is currently completing a PhD at Griffith University, Gold Coast, which explores the social contexts of ‘sport cities’.

A varied career path has included management posts in the Sports, Leisure and Hospitality industries, in the Caribbean, Fiji, Malaysia, New Zealand, Australia, and Europe. Public policy exposure includes seven years as the Chair of the Gold Coast City Council Sports Business Taskforce, and membership of the Gold Coast Regional Economic Development Advisory Board. Nick also lectures internationally, and is an experienced conference speaker.

Most recently Nick held the position of Managing Director of the Runaway Bay Sports Super Centre, arguably the ‘World’s foremost private sporting facility’. The $30 million Centre opened in September 2000 as host to 20 international Olympic teams. Nick is currently Principal of Teamz International Sports Consultancy.

Alana Thomson

A contributing researcher on this project, Alana Thomson works and researches in the leisure, sport, and events industries. Current roles include work with the Queensland Outdoor Recreation Federation (QORF) and research with the Australian Research Council (ARC) through Griffith University.

Alana is currently completing a PhD with the University of Technology, Sydney (UTS), which explores organisational interactions and their impacts on event legacies. An experienced conference speaker, with an interest in policy development, Alana has a number of academic publications in the field of sport legacy research.
2.0
EXECUTIVE SUMMARY
STATEMENT OF PRINCIPLES
This report has looked carefully at previous legacy research, and has reviewed independent and peer-reviewed documents. The report supports other research in concluding that the evidence of event legacy is limited, and what material is available varies greatly in methodologies used, and in the quality of output.

In addition, most of the research focuses on the area of economic legacy, and there is less research into the components of social legacy. While the legacies of many past events are well researched, most are not. Therefore, when comparisons are made between the legacies of different events, the global climate at the time of the event can affect both legacy planning, and legacy outcomes. Because of this, meaningful conclusions need to be tempered. Some of the events researched claimed to have social legacy objectives, but the majority focused only on economic and infrastructural benefits. This aside, a number of broad assumptions can be made.

Firstly there is a consensus in the research material that the hosting of major events is not a complete solution to the economic and social problems of cities or regions, although it can assist. There is also debate around the different areas of legacy delivery. For example, evidence is mixed with regard to health and sport participation legacies, but there is much more agreement in terms of the employment legacy, despite differing views on its sustainability.

The sense of civic pride that major events can bring is well researched, and some of the material attempts to show an empirical relationship between a positive community and the generation of economic momentum. Networking legacies are widely agreed to be important, as are the development of pre and post economic partnerships. A substantial body of research also explores the problems of ‘white elephants’ in infrastructure legacy, raising the need for longer-term planning, and warning of the dangers of a short-term legacy focus.

The research shows that the hosting of major events does not guarantee a positive legacy. The data is also universal in its warning that positive legacy does not occur by chance. Past events illustrate that the best examples of positive legacy occur when legacy planning is embedded and prioritized in all parts of the planning framework.

This report provides 12 ‘statements of principle’ to guide the GC2018 legacies, while acknowledging the specific contribution of a number of previous legacy reports [10-12]:

ATTACHMENT 2.1
**LEGACY PRINCIPLE 1**

Implement a strong legacy theme that is compatible with city brand values, and encourages stakeholder involvement.

(Key issues 3.5.1, 3.5.2)

A strong legacy theme has the advantage that it can exist independently of the event itself. This seems unusual when it is tied so closely to the event, but the advantage of an independent theme is that it can continue well beyond GC2018. Tying it to longer-term branding is also compatible with legacy aims of a ‘Games-afterlife’. We recommend a simple, clear legacy theme, which is strong enough to be retained in the post-GC2018 period.

**LEGACY PRINCIPLE 2**

Make sustainability a prime consideration in all GC2018 legacy planning and allocate post 2018 funding to areas where sustainability can be achieved.

(Key issues 3.4.1, 3.4.2, 3.5.3)

Sustainability is reliant on consistent funding, and a continuous level of stakeholder/community support, particularly at the early planning stages. Therefore, we recommend that strategies are put in place to enable sustainability to act as the ‘gate-keeper’ through which all GC2018 legacy planning decisions pass.

**LEGACY PRINCIPLE 3**

Provide widespread community representation and consultation through all phases of legacy planning and implementation, and seek the delivery of benefits for those most in need.

(Key issues 3.5.2, 3.5.3, 3.6.3)

Community consultation and representation programs are time-consuming and often costly, and the organisational complexity of event planning often means that community engagement can be sidelined. Yet community representation in legacy planning can provide the Gold Coast with two specific benefits. First, it can address social exclusion and provide meaningful public engagement with those who are hardest to reach. Second, it can reduce the likelihood of a community disconnect that can occur if the legacy promise is seen to outweigh the legacy delivery. We recommend the introduction of programs to ensure that community representation and consultation are prioritised, meaningful, and ongoing.

**LEGACY PRINCIPLE 4**

Ensure a legacy mindset is embedded in all GC2018 strategic planning and that strategies are integrated with existing public policy.

(Key issues 3.4.3, 3.5.1, 3.5.3)

Often the legacy is the primary justification for the holding of a mega event. Despite this, many cities have concentrated the majority of their effort on the logistics of the event itself, to the detriment of a sustainable legacy. Therefore we recommend that legacy is embedded in all strategic planning, and where possible integrated with existing policy.

**LEGACY PRINCIPLE 5**

Connect with city resources and stakeholders, and build a shared commitment to legacy through targeted partnerships.

(Key issues 3.5.1)

If legacy planning aspires towards long-term benefits, it should be a shared, collective commitment. Consequently it should engage a range of stakeholders. The commitment to legacy should extend well beyond the ‘Legacy Advisory Committee’, and The Gold Coast 2018 Commonwealth Games™ Corporation (GOLDOC), and there is a belief in the literature that the more organisations that have responsibility for legacy, the more likelihood of a long-term sustainable outcome. We therefore recommend that GC2018 seeks to build a shared commitment to legacy, through targeted partnerships.
Implement an ‘event themed’ legacy program that encourages the inclusion of non-sporting and cultural initiatives.

(Key issues 3.5.1, 3.6.2)

A relatively recent legacy event concept is the idea of ‘event-themed’ rather than ‘event-led’ legacy, proposed by Andrew Smith in 2007 [13]. If legacy programs are too ‘event-led’, then they may falter when the event ends. ‘Event-themed’ legacy allows a series of ground level legacy initiatives which may be run independently of the event itself. Rather than being a threat to the GC2018 organisation, these independent ‘bottom-up’ initiatives may contribute favourably to the long-term GC2018 legacy. We recommend that this approach is considered during the legacy planning process.

Ensure consistency in legacy planning through continuity of resources (funding and key personnel).

(Key issues 3.4.1, 3.5.1)

Planning consistency is clearly important for a concept like legacy, that combines long-term strategies with something the research calls ‘forward-consciousness’ [13]. Funding has already been identified as an area that needs continuity, but the research also places value in ‘continuity of personnel’. We therefore recommend that the Gold Coast should look to engage people who can provide that consistency.

Balance sustainable social legacies with economic and infrastructure legacies and seek to distribute benefits evenly.

(Key issues 3.4.3, 3.6.3)

Legacy challenges can occur when a community believes that facilities should only receive public subsidies when benefits to the whole community are perceived to accrue. The connection of new infrastructure, and new economic opportunities into areas like health, sporting, employment and education, can help provide an even community distribution of legacy benefits. We therefore recommend that as legacy concepts are identified, they should also be assessed in terms of their social impact.

Plan for a sporting legacy which ties post-GC2018 funding to the delivery of sustainable sporting improvements at the community and elite levels.

(Key issues 3.4.1)

The Gold Coast 2018 Commonwealth Games™ is a sporting event. Therefore, after the GC2018, sporting legacies are naturally likely to follow. This research has identified potential sporting legacies at the micro (individual), meso (group) and macro (system) levels, and we recommend that the Gold Coast Advisory Committee further explore the range of sporting legacies available.
Implement programs that deliver ‘industry readiness’, ensuring that Gold Coast businesses are able to take full advantage of potential economic legacy opportunities.

(Key issues 3.5.2, 3.5.3)

A condition of economic growth is ‘economic readiness’. Past events have used a range of initiatives to prepare a city/region for the potential economic legacies that a Commonwealth Games can bring. This report recommends further research in this area, followed by a series of economic support initiatives so that local Gold Coast businesses can take advantage of the opportunities ahead.

Include effective legacy evaluation measures for all legacy work pre and post GC2018.

(Key issues 3.5.2, section 5.3)

Once legacy strategies are identified, it is important to carefully assess whether progress is being made, and whether outcomes are being achieved. A series of quantifiable legacy measures need to be identified, as well as a set of key indicators. These indicators should be refined and updated as GC2018 approaches. We recommend a close association with the university sector to investigate benchmarking in this area, and to develop frameworks which are appropriate for GC2018.

Apply lessons learned from past events to build a strong awareness of legacy successes and pitfalls.

(Key issues 3.5.2, 3.5.3, 3.6.1, 3.6.3, sections 5.1, 5.2, 5.3, 5.4)

While the legacy planning from past events varies greatly, there are strong lessons to be learnt. This said, the benchmarking from different Games should be seen in the city and country contexts in which they took place. However, there is clearly merit in building a stronger knowledge of the legacy successes and pitfalls from past Games. These include, but are not limited to:

- Tourism legacy examples from Sydney and Barcelona;
- Economic legacies such as the Sydney 2000 Business Club of Australia (BCA);
- Volunteering legacies, such as the ‘WEV’ Manchester model, the Glasgow ‘EventScotland’ model, and the London 2012 ‘People Making Waves’;
- Community engagement projects such as those in Manchester 2002 where 7 project groups and 24 projects were launched, the wide program offerings in Glasgow 2014 under the headings Flourishing, Active, Connected, and Sustainable; and programs such as Melbourne’s ‘Equal First Legacy Plan’.

We recommend that more detailed research be conducted into the successes and failures of specific legacy initiatives from past Games, so that the Gold Coast can better use the information in the design of its own GC2018 strategies.
3.0 LITERATURE REVIEW

3.1 Legacy definitions
3.2 Legacy categories
3.3 Legacy measurements
3.4 Sporting legacy
3.5 Economic legacy
3.6 Social legacy
The emergence of event legacy has grown as a solution to potential tensions between event promises and municipal-financial realities [11]. Legacy and an ‘event afterlife’ have been used widely to justify the significant investments needed to host events such as the Commonwealth Games. Yet Commonwealth Games legacy requirements have not always been clearly articulated, and instead have built over time, generally following the Olympic example. In Olympic terms, legacy first emerged in 1996 when environmental sustainability was included in the bid process. In 2003 the IOC (International Olympic Committee) amended its 14th mission statement to include legacy, and a more complex set of indicators is now used called the Olympics Global Impact (OGI). Interestingly, London 2012 is the first city to undertake an OGI.

Legacy is therefore a relatively new concept. Its definitions are evolving, and its components are becoming more complex. Meaningful comparisons between different event legacies need to be considered accordingly.

While there is no simple definition of legacy, two definitions in particular may provide a simple understanding of what is a complex concept, the first from Getz in 1991 [14], the second from Gratton and Preuss in 2008 [7]:

- "The physical, financial, psychological, or social benefits that are permanently bestowed on a community or region by virtue of hosting an event. The term can also be used to describe negative impact, such as debt, displacement of people, pollution, and so on." (p. 340)[14].

- "Legacy is planned and unplanned, positive and negative, intangible and tangible structures, created through a sport event that remain after the event." (p. 1924)[7].

ATTACHMENT 2.1
Many attempts have been made to provide workable categories of event legacy. A greater understanding of these categories may provide a foundation for ‘Gold Coast Legacy Policy’.

Cashman (2003) collected a variety of evidence about legacies and categorised them in six fields: Sport; Economics; Infrastructure; Information and Education; Public life, Politics and Culture; and Symbols, Memory and History [6].

Another classification of legacies was provided by Chappelet (2006). He identified five categories; Sporting legacy; Economic legacy; Infrastructural legacy; Urban legacy; and Social legacy [3]. Further categories have been provided by many researchers, including Preuss [8], Veal Toohey and Frawley [9], and others.

While most events categorise their legacy ambition under the five or six headings provided by the likes of Gratton, Preuss, Chappelet [3, 6, 8] and Cashman, it is worth noting that under those broad headings lie a gamut of legacy opportunities. These may include, but are not limited to the following legacy areas:

- Urban planning, urban regeneration, tourism, popular memory, improved public welfare, international reputation, political legitimacy, business growth, corporate relocation, inward investment, city marketing/branding, community cohesion,
- social capital enhancements, network legacy, inter-regional cooperation, cultural identity, educational improvements, emotional legacies, knowledge and skill development, health, and sport participation.

Legacy may also include uncontrollable aspects; construction debt, tourist declines, pollution, energy consumption, traffic congestion, prostitution, social disruption, crime, rental increases, social displacement, homelessness, and reputation [6, 8, 13, 15-17].

In practical terms, different Commonwealth Games cities have attempted to use the research to draw symbolic headings for their own legacy areas. For example Glasgow have categorized their legacy plan under four broad headings; ‘Flourishing, Active, Connected and Sustainable’. This emerged from the goal to deliver ‘a greener Glasgow, a prosperous Glasgow, an accessible Glasgow, an active Glasgow, an international Glasgow, and an inclusive Glasgow’ [18].

While acknowledging the research, and in order to present the material coherently, this report adheres to the categories ‘Economic legacy, Sport legacy, and Social legacy’, identified and expanded in sections 3.4, 3.5 and 3.6.

ATTACHMENT 2.1

There were probably three parts to the legacy. There was the upgrade of the infrastructure, there was legacy to the state’s sporting associations... and then there was legacy to the wider community.

Campbell Rose Ex-Chief Executive Melbourne Commonwealth Games 2006 Ex-CEO Melbourne Major Events Co
3.3 LEGACY MEASUREMENT

Despite the importance of applying quantifiable measures to the concept of legacy, it is not easily measured. There are a number of reasons [8,19].

First, there is a challenge with separation of what is legacy and what is not. Over time it is very difficult to separate any long-term legacy effects from the general development of the city. For this reason, legacy measures have often been confused with measures of economic impact. However, it is important to distinguish between them; economic impacts are short-term measures, legacies are not.

Second, there is a difficulty in measuring net rather than gross legacy. For example, if the Gold Coast had chosen not to invest in GC2018, there is a strong likelihood that it would have invested in alternative projects. These would doubtless have resulted in alternative legacies. Those opportunity costs have to be considered in legacy measurement.

Third, legacy measurement requires a judgement of its value. The challenge is that legacy can be positive and negative, depending on the measurement perspective taken. Research suggests that if legacy measurement uses a cost-benefit model, it needs to be based strongly on multiple perspectives [8].

These problems aside, there have been some recent attempts at quantifying legacy, and recent examples from London and Glasgow should be considered [18-20]. In addition to implementing a legacy measurement model, Glasgow has four legacy reports planned, a 2014 pre-Games legacy report, a 2015 post-Games legacy report, a 2017 interim legacy report, and a final 2019 legacy report [19]. These initiatives are expected to provide one of the most comprehensive assessments of event legacy to date.
3.4 THE SPORTING LEGACY

In an attempt to provide a meaningful sporting legacy framework for the Gold Coast, a review of documents from previous events was carried out to better understand sporting legacy concepts. The research showed three distinct, but interrelated, levels where sporting legacies might be achieved. They included micro level sporting legacies (individual), meso level sporting legacies (group), and macro level sporting legacies (which refer to systemised legacies). Table 1 below explains further:

<table>
<thead>
<tr>
<th>SPORTING LEGACIES</th>
<th>EXPLANATION</th>
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<tr>
<td><strong>MICRO LEVEL (INDIVIDUAL)</strong></td>
<td></td>
</tr>
<tr>
<td>Development of current and future elite athletes</td>
<td>Expectation that:</td>
</tr>
<tr>
<td></td>
<td>■ Investment in elite performance programs will secure successful performances and capitalise on hometown advantages [21].</td>
</tr>
<tr>
<td></td>
<td>■ Investment in talent development programs will contribute to the next generation of champions [21].</td>
</tr>
<tr>
<td>Development of mass participation</td>
<td>■ Expectation (often unrealistic) that investments in sport facilities to host sport events will ‘trickle-down’ and inspire increased participation in sport and physical activity by the broader community [9].</td>
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<tr>
<td><strong>MESO LEVEL (GROUP)</strong></td>
<td></td>
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<tr>
<td>Development of sport organisations</td>
<td>Expectation that hosting sport events can act as a catalyst to realising:</td>
</tr>
<tr>
<td></td>
<td>■ Improved funding structures for sports organisations.</td>
</tr>
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<td></td>
<td>■ Increased development of human resources of sports organisations (including administrators, officials and volunteers) [18, 21].</td>
</tr>
<tr>
<td></td>
<td>■ Procurement of sports equipment [21]. and</td>
</tr>
<tr>
<td></td>
<td>■ Enhanced skills in the aesthetic presentation of sport [21].</td>
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<tr>
<td><strong>MACRO LEVEL (SYSTEM)</strong></td>
<td></td>
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<tr>
<td>Development of sport systems</td>
<td>Expectation that hosting sport events can act as a catalyst to realising:</td>
</tr>
<tr>
<td></td>
<td>■ New and upgraded sports facilities [21-22].</td>
</tr>
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<td></td>
<td>■ Improved networks between sports and the public sector [20].</td>
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<td></td>
<td>■ Improved pathways through sport and links between sports [20].</td>
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<td></td>
<td>■ Improved policy for sport by way of new and innovative development approaches and program delivery to encourage participation in sport [12, 20].</td>
</tr>
<tr>
<td></td>
<td>■ Improved information and technology in the field of sport [19]. and</td>
</tr>
<tr>
<td></td>
<td>■ The launch of ‘sport city’ or ‘sport hub’ branding [23].</td>
</tr>
</tbody>
</table>

The following section highlights the main points of debate in the available literature, in relation to the sporting legacies identified at the Micro, Meso and Macro level in Table 1.
3.4.1. Micro Level – Individual performance and mass participation legacies

The micro level, as table 1 shows, refers to the generation of future elite athletes, and the development of mass participation in sport. This legacy is born out of a belief that people who participate in sport are often healthier (both physically and mentally), more socially connected and more active than non-participants [24-25]. For these reasons, governments at all levels have focused policy at increasing sport participation in an effort to derive benefits, particularly from the cost savings associated with active populations [26].

Large-scale sport events and the media attention they generate are increasingly perceived by governments as potential contributors to community increases in participation [9]. However, the evidence of a correlation between the hosting of mega sports events, and long-term participation (often referred to as the ‘trickle-down-effect’) is inconclusive [19, 27]. This is not to say that it cannot, and has not, happened [19]. Research suggests that the lack of a relationship between elite sport performance and mass participation increases is largely due to a lack of understanding of the complexity of factors impacting on individual sport participation behaviour [28].

One branch of research suggested that large-scale sports events may have the potential to lead to sport participation legacies in two ways [28]. Firstly, through a ‘demonstration effect’ where people who are already participating in sport are inspired by elite athletes to try different types of sport or physical activities. Secondly the same outcome is produced as part of a ‘festival effect’, where the festival feel generated around a large-scale sports event creates a strong desire to increase active participation.

More recent 2012 research concurred with the potential for participation increases outlined above, and identified the mechanisms by which the ‘trickle-down-effect’ could potentially operate, including the concept of ‘direct and indirect processes’ [9]. The former occurring when elite performance inspires community participation. The latter where this increase in participants contributes to a larger talent pool of potential elite athletes.

Our understanding of the potential links between large-scale sports events and increases in sport participation is incomplete. Both the ‘direct and indirect processes’ and the ‘demonstration effect’ have been debated widely. For example, the unattainable nature of elite performance may also produce a discouragement to participate [29]. As such, the ‘festival effect’ may offer the greatest potential to secure sporting legacies, where civic pride and community cohesion are utilised for the launching of participation programs. However, research sounds out two warnings; firstly that this relies strongly on adequate planning and resources; secondly that longer-term and sustainable results will not happen without an inclusion of these plans in all event processes [28, 30]. In addition, planning for sporting legacies needs to be complemented by robust monitoring and evaluation frameworks [28, 30].

KEY ISSUES – MICRO LEVEL

Community engagement in a mega event can create what is termed the ‘festival effect’, and this can lead in turn to short-term increases in sport participation at the community level. Making this engagement sustainable, relies on adequate planning, the allocation of post–GC2018 funding, and the implementation of relevant support resources.
The 10 days of sport are great but what’s important is what happens on the 11th day

Sean McGonigle Director of Regeneration New East Manchester Assistant Chief Executive Neighbourhood Strategy and Delivery MCC

3.4.2 Meso Level – Group level legacies

Meso level sports legacies tend to occur at a group level, and they refer to improvements in sports funding, governance, facilities, skills and the introduction of effective volunteering models. Along with the assumptions of increased participation rates, there have also been expectations by host cities that sports organisations involved with the delivery of these events will automatically experience capacity benefits through their involvement with an event [9]. However, such an expectation is underpinned by the assumption that sports organisations are well placed to learn and implement the knowledge gained. This is not always the case.

The literature argues that such assumptions are flawed, and that many sports organisations lack the capacity to effectively engage with the learning opportunities that large events provide [31]. A report from the Manchester 2002 Commonwealth Games [21] highlighted this issue, claiming that this was due not only to the lack of skills in sports organisations, but also to the lack of allocation of adequate post-event budgets [32].

It is clear that a ‘sustainable sport participation legacy’ is contingent on the capacity of sports organisations to manage that growth. While this notion is central to the achievement of legacies at the meso level, there is limited detailed research available in this area. The field requires a greater understating of the role of sports organisations in legacy delivery, and a greater appreciation of the kind of support sports organisations need to effectively secure it.

KEY ISSUES – GROUP LEVEL LEGACIES

Increases in the capacities, and expertise of local sports organisations will increase the likelihood of positive legacies at the meso or group level. Budget allocations to sport organisations should be driven by sustainability, and should be tied to the creation of improved administration and governance models.

ATTACHMENT 2.1
3.4.3 Macro Level – System and policy level legacies

The final area of sporting legacy occurs at the macro level. This typically involves areas such as improvements to sport policy, new and improved infrastructure, networks, and programming. The main focus of the research at a macro level is with the provision of new and upgraded facilities, and this physical infrastructure is often promoted as a significant sporting legacy. However, the literature challenges this oft-cited legacy, highlighting a lack of community engagement in design, the lack of integration of facilities in urban strategies, and a lack of adequate planning for post-event use [33].

These three factors are argued as the leading issues in the development of under-utilised ‘white elephant’ facilities. These are the dangers at the macro level, and it is the infrastructure investment that provides the greatest potential for the generation of negative legacies. There is a strong need to recognise that sports facilities are just one component in a complex system impacting on the provision of sporting opportunities.

In recognising the risk of a negative legacy, the literature calls not only for accurate post-event forecast for all new infrastructure, but also for a series of integrated and long-term planning frameworks at the sport policy level to support them [31, 34]. The policies and frameworks at the system level of sport must be structured to be conducive to sporting legacies [31, 35-36]. While there is often an assumption that large-scale sport events bring issues of sport development into the spotlight and thus have the potential to create impetus for improvements in sport development policy [37], empirical research does not support this premise. In the Australian setting, large-scale sports events have contributed more to securing ongoing support for elite sport performance than they have at the community level [34]. Instead, what is needed is the development of policies that integrate the hosting of large-scale sport events as one element in a broader framework [31, 36]. The literature would suggest that the Gold Coast long-term legacy is reliant on the development of integrated policy frameworks and long-term investment strategies which stretch well beyond the hosting of GC2018.

**KEY ISSUES – MACRO LEVEL**

Macro level sports legacies are dependent on the integration of all policy frameworks, particularly the integration of legacy planning. Early community engagement is required for all new and improved sporting (and non-sporting) infrastructure, as well as the urban integration of all facilities.
The review of documents from previous events highlighted three broad categories of economic legacy. They included urban regeneration, tourism legacies, and trade and investment. Table 2 provides detail of the various aspects contributing to these themes:

<table>
<thead>
<tr>
<th>ECONOMIC LEGACIES</th>
<th>ASPECTS CONTRIBUTING TO THE THEMES OF ECONOMIC LEGACY</th>
</tr>
</thead>
</table>
| Urban regeneration | • Investments in new or upgraded non-sport infrastructure (e.g. transport, telecommunications, etc) [11-12, 19-21, 38].  
• New housing developments [11, 21-22, 38].  
• Increased environmental sustainability city-wide [1].  
• Increased access to public open/green space and enhanced urban aesthetics [38].  
• Improved accessibility for diverse social groups in and around cities [21-22].  
• Opportunities to re-image cities and place market to attract increased business investment and tourism visitation (e.g. ‘event-city’, ‘Sport-city’, ‘City of Culture’) [18, 21]. |
| Tourism legacies  | • Encouragement of innovation and development in tourism products and services [18, 20, 22, 39].  
• Increased tourism visitation to the host city and surrounding regions immediately before, during and immediately after the staging of an event [22, 38].  
• Enhanced expertise in event strategies (including infrastructure and knowledge capacities; enhanced event policy and creation of event strategies and portfolios of events) [21, 39]. |
| Trade and investment | • Stimulation of local trade opportunities (including streamlined procurement systems, development of business capacity and pre-Games training camps) [18, 38].  
• Enhanced partnerships across sectors and between levels of government [21, 30].  
• Attraction investment opportunities (including profiling of local business; facilitated business networking opportunities; and the creation of special interest hubs) [21, 38-39].  
• Increased employment opportunities through hosting the event and related industries (including the development of host city workforce) [10-11, 21-22, 38, 40]. |

The following section highlights the main points of debate in the available literature, in relation to the economic legacy themes identified in Table 2.
3.5.1 Urban regeneration

Urban regeneration incorporates both tangible, and intangible enhancements that generally take place in accordance with the hosting of a large-scale sports event [15]. This said, large-scale sports events have been shown to have a more positive urban regeneration legacy when they are embedded within broader regeneration plans for the host city [15]. Thus, an important distinction is made between:

a. Event-themed regeneration. Considered to be a more effective and a more inclusive form of city-wide regeneration, where large-scale sports events are considered as a catalyst to drive forward regeneration objectives [13, 41]. In doing so, they gradually become embedded into the existing policy framework of a host city, and longer-term legacies do not rely simply on the direct impacts of an event [15].

b. Event-led regeneration, a more internal, controlled form of urban regeneration where the hosting of a large-scale sports event directly drives a series of subsequent urban developments. In some cases the developments may not necessarily be in line with, or connected to, the desired vision for the host city.

The literature shows that the key to event regeneration is comprehensive and integrated forward-planning. This is reliant on ‘continuity of planning personnel’, a ‘chronology of funding arrangements’ which spread evenly well beyond GC2018, and a ‘forward consciousness’ [13]. The extent of forward-planning determines whether host cities will experience a mere change in urban landscapes (event-led), or fundamental transformations (event-themed), as a result of hosting events [13]. As an example, a 2009 report on London 2012 suggested that their ‘event-led’ governance frameworks were incapable of delivering the transformative changes required. It also proposed that legacy should be more embedded, and that key strategy areas should be more effectively aligned with the Legacy Masterplan [11].

The Manchester 2002 Commonwealth Games is widely acknowledged as a best-practice example of event-themed urban regeneration for a host city [13, 21, 42]. Manchester stands out not only due to the clear understanding by city leaders of the potential for the Games to contribute to existing urban regeneration goals, but also because of the use of event themes to extend the reach of the regeneration program. A comprehensive set of regeneration-focused programs accompanied the Games, some of which existed already and were re-branded, and some that were developed to support specific goals of connecting the Games to the community. Importantly, these plans were not just focused on the development of infrastructure in the lead up to the Games; instead long-term planning for the post-Games use of facilities was in place from the inception of the event [13]. This differs to the example of Sydney, and more recently, London [11, 13] where a narrow focus on event infrastructure has meant that governments have had to invest further resources in physical modifications and marketing to attract private enterprise and public use of event precincts over the longer-term [13].
I think the Comm. Games were about the final piece of the puzzle of consolidating all the infrastructure

John Haraden CEO Melbourne 2006 Commonwealth Games Corporation.

There is also a need to understand that urban regeneration initiatives are more likely to be meaningful, effective and transformative when they include a social connection [13]. While section 3.6 specifically discusses social legacies, it should be noted here that strategies such as volunteer programs and community engagement initiatives work well beside the physical aspects of urban regeneration [13, 21, 43]. It is also important to recognise that urban regeneration strategies connected to events do not automatically lead to positive social and community outcomes. In some cases event-led urban regeneration strategies can lead to a disaffected or a displaced community. The literature warns of the likelihood of a lasting negative legacy if community consultation is omitted, and people are marginalised [13, 42]. This is discussed further in section 3.6.

In addition to the types of regeneration frameworks outlined above, governance structures are considered another large determinant in the success of long-term legacy [42]. The most successful host cities are shown to be those with governance structures that deliver in three key areas; policy integration, stakeholder consultations and partnerships.

- Policy integration refers to the likelihood of integrating Games strategies into existing public policy in a way that delivers value to both.
- Stakeholder consultation refers to the ability of an event not only to include, but to effectively engage stakeholders for the duration of the pre and post Game periods, thus delivering consistency, and long-term support for Games themed initiatives [13, 41].
- Partnerships refer to the ability to successfully harness city resources, and to keep them focused on common Games goals. Manchester pioneered the inclusion of entrepreneurial urbanism, a form of controlled partnerships, where community needs were effectively combined with economic needs.

The literature argues that the emergence of public private partnerships in sporting infrastructure development has moved from public subsidy driven development through to full public private partnerships. However, some believe that facilities should only be subsidized where benefits to the whole community are perceived to accrue [44]. In addition, the engagement of private partnerships in event legacy is seen by some as a possible inhibitor to community involvement. The perceived differences originate from a private sector relying more on economic rationalism [45], and a public sector more concerned with community engagement. In short, the literature argues that when private-public partnerships are hastily assembled, the community use of facilities outside of events may not be wholly consistent with the capitalist ideology that created them [46].

For example, it was widely reported that during the Sydney Olympics local people in areas like Ryde and Waverley experienced reduced access and reduced control of community facilities. Further afield there are examples where, despite good intentions, due attention to community was not given. The Amsterdam Arena [47], Atlanta [48], and Sydney’s Homebush stadium [49] are all examples where public support turned to opposition.
The two Commonwealth Games cities most engaged with urban renewal and regeneration are Manchester and Glasgow, both of which aimed to regenerate the eastern parts of their respective cities. The Manchester Games achieved its regeneration goals by engaging strong community support and ‘buy-in’. In addition, Glasgow is showing some early results with regard to community empowerment at the local level [19].

However, a danger to event legacies is the fast-tracking of Games infrastructure. This practice, can detrimentally affect the extent and quality of community engagement [42, 49]. Despite its lofty regeneration aims, London 2012 was criticised early on for the lack of a democratic process and its limited community engagement [11].

A balance between the broader urban regeneration aims and local stakeholder interests is paramount in the generation of an effective urban regeneration legacy. Where politicised agendas or top-down approaches dominate, local people may struggle to find their own sense of meaning and connectedness as changes occur in their neighbourhoods [13, 15].

**KEY ISSUES – URBAN REGENERATION**

- Using the concept of ‘event themed’ regeneration will increase the likelihood of positive legacies from GC2018, particularly if:
  - GC2018 strategies are integrated into existing public policies.
  - Effective long-term partnerships are forged.
  - Stakeholders are engaged for the duration of the pre and post-GC2018 periods.
  - There is continuity in funding, and in ‘legacy planning’ personnel.

### 3.5.2 Tourism

The potential tourism visitation to a host city is often one of the key economic justifications for hosting a large-scale sports event. Surprisingly it has been claimed that the first academic paper on the subject of event legacy appeared as recently as 1992 [8].

There is a large amount of conflicting information associated with tourism legacies from large sporting events. Some cities, such as Seoul and Barcelona are examples of post-event increases. Others like Sydney, Los Angeles and Atlanta, showed initial tourist decreases [15, 50-53]. Figures are often distorted, and this is not helped by events often being staged in areas that are already established tourist destinations [53]. In addition the Olympics in Atlanta, Sydney and Beijing also experienced decreases in their meetings, incentives, conventions, and exhibitions (MICE) income during the periods surrounding the Games. Sydney experienced a 40% drop in convention participants during the Olympic year, and Beijing MICE business suffered partly due to pre-Games visa restrictions [53].

It is well documented that investments in tourism-related infrastructure, such as airports and localised urban transport, enhances tourism capacity over the long-term [53]. However, the projections are often reliant on the use of a variety of economic models. These have produced inconsistent findings, and overstated or exaggerated projections [50, 52, 54-55]. In real terms the projected tourism arrivals have on the whole not lived up to the pre-event promise.
The main problems occur in the lack of robustness in the data collection. Many economic impact estimates or evaluations have failed to incorporate concepts such as time switching and crowding out effects, thus representing inaccurate net effects. Time switching occurs when tourists switch the timing of a pre-planned trip to coincide with an event [8, 53], meaning these tourists would have spent money in the host city economy regardless of the event being staged. Crowding out effects are where tourists who would normally have visited a host city actively avoid the destination due to perceptions that the city will be crowded and unmanageable during the event period [8, 53].

Not surprisingly, based on these dynamics the literature sees a critical need for strategic legacy planning to be in place to maximise positive tourism effects and minimise the negatives. Subsequently, there has been a growth of academic research relating to how this might be achieved [52, 56]. One model [52] identifies opportunities to leverage event media and trade in the pre-event phase. Event media, and the engagement with national tourism bodies represent an ongoing tourism opportunity, and it is also central to the development of a longer-term tourism legacy [8]. For example VisitScotland has received an additional £1.5 million in 2012-13 for pre-Games visitor attraction [19]. There is also a body of research that supports the benefits of programs that ensure as much tourism expenditure as possible remains in the local economy (e.g. using local suppliers, produce, etc).

While the research shows that leveraging tourist activities around an event leads to short-term gains [17, 56-59], there is less evidence to demonstrate real economic gains in the long-term [55]. While the research acknowledges that large-scale sports events provide valuable opportunities for destination marketing [55-56], it also argues that few host cities have effectively capitalised on the opportunity by converting increased awareness into actual visitation. The Australian Tourism Commission’s strategy to leverage the attention of the international audience for the Sydney 2000 Olympic Games is still viewed favourably [53]. However, in terms of conversion, Sydney 2000 also highlighted that tourism growth cannot overcome external forces such as the SARS epidemic and the World Trade Centre attacks. The result was a significant tourism hiatus in international tourism numbers for Australia after the 2000 Olympic Games [38, 53].

In order to establish guidelines for the creation of a long-term and sustainable Gold Coast tourism legacy, it is important to better understand the successful initiatives of past events.

The generation of emotions: In 2007 Preuss produced one of the most cited interpretations of legacy, when he identified six types of event-structure that are usually preserved after a mega event [8] (referred to in section 3.2). Four of the six, the infrastructure, know how, networks and culture tend to develop naturally as the event preparation occurs. The event structures that do not occur naturally are emotions and image. More importantly they are both crucial parts of any prospective tourism legacy, and they are driven by the momentum that an event develops during the preparation stages. That momentum is heavily dependent on an effective communication strategy, one that maximises the positive wave generated by new physical tourist attractions, better public transportation, new and upgraded hotels, and a renewed cultural identity [8]. All parts of the city need to be included in GC2018 preparations, to avoid marginalising any one
group. London and Manchester effectively built emotional legacies against a backdrop of potential challenges, with high crime levels and instances of ASB (anti-social behaviour) [11].

**Leveraging an effective city image:** Barcelona and Sydney used the Olympics to enhance an image, while Manchester used the Commonwealth Games to replace an image of industrial decline. London and Manchester also had issues of multiple deprivation to contend with, and needed a transformative approach to image generation [60]. Seoul and Beijing used their Olympics to gain international recognition and to enhance their economic status and regional position [11]. Then there are several cities, like Indianapolis, where events have been used not to improve a bad image, but to create an image where no recognisable image existed. Sporting events have been shown to be good vehicles for effective city imaging, although the dangers associated with this are illustrated by the experiences of cities such as Montreal and Munich where negative legacies resulted. The research indicates that a clear and well articulated image strategy is a perquisite for a sustainable image legacy.

**Leveraging effective city imaging using sport:** Both Melbourne and Manchester have used sport as a key part of their ‘post-Games’ city image, using it to extend their Commonwealth Games legacies. For six concurrent years Melbourne has held the title of Sport Business International’s ‘world’s best sports city’, an award based on events, public engagement and infrastructure [61]. On the back of a successful 2012 Olympics, London was the most recent winner, displacing Melbourne which had won on the last three occasions. Manchester has used the 2002 Commonwealth Games to launch the aptly named ‘SportCity’, arguably one of the finest sports hubs in Europe. However, the research warns of dangers in these approaches. Despite the popularity of using the terms ‘sport city’ or ‘event city’ as a means of achieving a longer-term legacy, there is evidence that the universal reproduction of sport as a part of city re-imaging or branding is becoming less effective. It may also contribute to the process of urban homogenization, while blurring local distinctiveness [55, 62]. The research argues that the more popular something is, the less effective it can become, and there is a tendency for cities that use sport in their branding, to become ‘internationally ordinary’ [55]. This aside, the criteria used to gain entry as a ‘sport or event city’, includes areas in which the Gold Coast is well represented, such as the amount of sports facilities; public access; sports initiatives, past projects or events; upcoming projects or events; measures to promote health and integration through sport; public participation rates; and the relationship between sports governing bodies and political powers at the local, regional and national level. Others have made the transition effectively, and this may be a consideration for the Gold Coast.

**The generation of a post-GC2018 ‘event legacy’:** Other host cities have attempted to develop a comprehensive portfolio of events post-Games, to lengthen the visitation legacy [63]. Manchester is a good example, and in an interview in September 2012, Richard Leese, Head of Manchester City Council estimated that they have received 4-6 high profile events annually since 2002. Melbourne also aggressively pursued an event strategy, using the Games to establish their credentials in this field. A 2012 Victorian Major Events Company (VMEC) Report estimated that sport contributes 80% of Melbourne’s event portfolio. The cautionary note here is that there are a finite number of
appropriate events, and more and more cities wanting to brand themselves as ‘event capitals’. This has placed the power of negotiations with event organising bodies which can now demand significant investments from potential host cities [55, 64-65].

**The investment in soft skills**: In Glasgow, a program entitled ‘Service with Style’ was recently launched [66]. This tourism initiative identified the need to improve tourism skills in key areas, and it included the launch of programs for key positions such as tourism managers, chefs, and customer service staff, alongside a comprehensive set of training and recognition initiatives [66]. Glasgow has also implemented incentives to employers to engage with their skills based programs, and over 2000 event-related apprenticeships are already underway. Manchester’s volunteering legacy also served as an employment pathway, and the organisation it launched, Manchester Event Volunteers (MEV) is considered a benchmark in this area.

Whatever components of the tourist sector are identified as potential areas of legacy growth, the research shows that a post-event tourist legacy does not occur automatically, and it is wholly reliant on careful planning, a stable economic climate, and the integration of policy into longer-term frameworks.

**3.5.3 Trade and investment**

The research shows a general expectation that the hosting of a large-scale event will stimulate trade and investment for a city. However, the research argues that trade and Investment effects are predominantly short-term [67]. There is also a general perception that the successful hosting of large-scale sports events can enhance the host nation’s reputation, and the resulting positive image can contribute to export growth [68]. While research has found relationships between the hosting of an event and trade, this relationship is not considered to be causal [68]. Instead, the host nations appear to benefit from an image that signals an intent for trade liberalisation and increased openness. In broad terms, the increases in trade are generated through two things, developments in international trade, and the refinement of trade practices that generally occur around the hosting of an event [68]. To capitalise on trade and Investment opportunities, the most successful cities are those that integrate them into existing economic development strategies.

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**KEY ISSUES – TOURISM**

Post-event tourism legacies are never guaranteed. External factors have a strong influence. However, the chance of a positive tourism legacy is improved by four key strategies:

- When tourism legacy goals are integrated with wider strategic planning.
- Where tourism strategies are focused on ‘legacy’ rather than ‘economic impact’, and effective measurement models are used.
- Where cities have clearly articulated their image and identity, and maximised pre-event media, and national tourism body support to promote it.
- Where cities have not just improved their infrastructure, but integrated it, alongside active programs to up-skill their workforce.

The Games left a massive legacy of people thinking that Manchester was a city to be taken very seriously, an innovative city, far thinking.

Francis Done Chair Youth Justice Board for England and Wales
Former CEO Manchester 2002
One of the most successful models used for investment attraction, is the hosting of business networking events, commonly termed Business Clubs [17, 58]. In Australia these have been implemented successfully during the Sydney Olympics, the 2003 Rugby World Cup and the Melbourne Commonwealth Games. Similar models were used in Manchester 2002 and Beijing 2008, and a Business Club is also being implemented for Glasgow 2014. The business programs have included the registration of organisations, and their engagement in various export-ready programs, business networking functions and business matching initiatives [11, 17-18, 20, 38, 58, 69-70]. The Melbourne 2006 Commonwealth Games provides an example of a comprehensive program of events to profile local business to an international audience. Their ‘Commonwealth Games Business Benefits Program’ linked businesses with Games supply opportunities, included 25 international business events, a series of workshops, over 30 network and business matching events, and launched a comprehensive program of events during the Games to showcase key Melbourne industries.

In addition available evaluations of Business Club programs in Australia have demonstrated positive returns for participating businesses. However, research undertaken around the Sydney 2000 Olympic Games highlights the importance of businesses being equipped to identify these events as opportunities [57, 71]. In addition, there is a need for organisations to understand that the event is a time to build relationships. Business comes later, and the level of success of each business is related to the quality of their networking foundations [17, 58-59].

Increased employment opportunities are often referred to as a legacy from large-scale sports events [67]. However, research has shown that projected employment increases are often flawed [67], not necessarily long-term and instead reflect a temporary boost only [10]. It is argued that for many businesses, the short-term duration of a large-scale sports event does not necessarily justify the hiring of new employees. Instead many businesses are likely to ask existing employees to work extra hours before hiring additional staff to cope with the temporary increases in demand [67]. Where new positions are created, they mostly occur before or during the event, but the research shows limited opportunities in the tourism and service industries, postevent [11, 55, 72]. Therefore the extent to which large-scale sports events contribute to the growth of permanent, fulltime jobs and sustainable employment effects is questionable [67]. In addition, these positions are typically characterised as casual or parttime positions which require a low level of skill [72]. This aside, while it is impossible to control broader economic influences, three strategies appear to have a direct influence on sustainable employment legacies:

- Creating long-term employment strategies and committing to them.
- Creating a coordinated responsibility for employment growth between relevant stakeholders.
- Implementing effective training and employment programs to build local skills in key areas of need [10, 73].
Although the Glasgow 2014 Commonwealth Games is still approximately 12-months away, meaning that post-event conclusions are not yet possible, the comprehensive frameworks that are in place are worth mentioning here. Importantly, Glasgow has chosen to focus on an employability legacy, as opposed to an employment legacy [73]. This focus reflects an understanding of factors that can be strategically managed (skill levels) and those that cannot (external economic factors).

In partnership with existing networks of employment and related agencies, Glasgow has developed and implemented a range of apprenticeship and volunteer training opportunities specifically designed to upskill the local population [20]. They are directed at particular target groups, and the disadvantaged and long-term unemployed are specifically included.

In addition to the strategies for an employability legacy, Glasgow has also attempted to stimulate the demand for local labour through the development of procurement policies and strategies. With limited literature available that investigates the benefit of such programs, it is difficult to draw conclusions on the merit of such initiatives. However, the Glasgow Organising Committee established a procurement portal to streamline procurement processes and encourage local businesses to bid for business. As part of this, there is a requirement that successful bidders offer community benefits through the use of local materials, and training/employment opportunities to locals. More recently, Glasgow City Council has taken over responsibility for this portal, harnessing the initiative for city-wide procurement opportunities to make the process more accessible and streamlined for both government departments and businesses alike [74]. The portal is now accompanied by a series of workshops to familiarise businesses with the online procurement process. This approach seems to be addressing criticisms of a lack of a long-term vision into procurement opportunities. During the London 2012 Olympic Games, governments have attracted criticism for a lack of long-term consideration for ongoing procurement policies as part of the urban regeneration of East London [10].

**KEY ISSUES – TRADE AND INVESTMENTS**

Trade legacies are often short-term. Longer-term trade legacies are more likely when trade practices are streamlined, and supporting programs are implemented to ensure “trade readiness” amongst local businesses. The research shows three notable strategies that have worked:

The integration of trade improvement programs into existing economic strategies at the city and regional levels, including areas such as procurement.

The adaptation of the Business Club Australia (BCA) model.

Providing sustainable employment strategies that have a long-term focus, effectively engage stakeholders, and provide skill acquisition for those who need it most.
3.6 THE SOCIAL LEGACY

Successful legacy can best be understood in terms of identifying the ingredients of social transformation arising from the Games

(London’s Olympic Legacy 2009)

A review of a number of post-event reports highlighted three main categories of social legacy. They included improved community engagement, increased interest in arts & culture, and enhanced community cohesion. Table 3 provides detail of the various aspects contributing to these themes:

Table 3: Social legacies

<table>
<thead>
<tr>
<th>SOCIAL LEGACIES</th>
<th>ASPECTS CONTRIBUTING TO THE THEMES OF SOCIAL LEGACY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improved community engagement</td>
<td>■ Volunteer legacies enabled through event volunteer programs and ‘Host City Ambassador’ initiatives [11].</td>
</tr>
<tr>
<td></td>
<td>■ School curriculum and youth ambassador programs [5, 11, 18, 21, 40].</td>
</tr>
<tr>
<td></td>
<td>■ Other initiatives targeting groups which are typically excluded or marginalised from mainstream communities [12, 21].</td>
</tr>
<tr>
<td></td>
<td>■ Community events and festivals [39-40].</td>
</tr>
<tr>
<td>Increased interest in arts &amp; culture</td>
<td>■ Arts and culture festival programs accompany large-scale sports events, contributing to improved access to arts and culture, enhancements in local arts and cultural products, and an increased awareness and interest [12, 19].</td>
</tr>
<tr>
<td></td>
<td>■ Cultural production and cultural preservation.</td>
</tr>
<tr>
<td>Enhanced community cohesion</td>
<td>■ Opportunities for cultural awareness and exchange [22, 42].</td>
</tr>
<tr>
<td></td>
<td>■ Capacity Building for Community Organisations [12, 20].</td>
</tr>
</tbody>
</table>

The following section highlights the main points of debate in the available literature, in relation to the social legacies included in Table 3.

3.6.1 Improved community engagement

Large-scale sports events offer the potential to encourage community engagement across a series of event-related initiatives. However, as with sporting and economic legacies, community engagement does not occur automatically, and must be planned for [30, 53]. Many initiatives established around previous large-scale sports events have aimed to engage local and regional communities, engage diverse groups, break down cultural and physical barriers, and contribute to civic pride and regional identity [21, 40]. However, for many the legacies were short-lived, either due to flawed strategies, or to an emphasis on economic rather than social legacies.

One of the oft cited legacies of large-scale sport events is the volunteer legacy [75]. Event volunteers are often acknowledged in post-event reports for ‘making’ the event by providing a friendly and enthusiastic public face. In Sydney 62,000 volunteers were engaged [13], in Manchester over 15,000 joined [76]. Despite the size difference between the two events, the Manchester 2002 Commonwealth Games is generally considered a benchmark in terms of creating effective and sustainable volunteer legacies [76]. In the case of Manchester, a Pre-Volunteer Program (PVP) was developed and implemented as an integral part of the city’s overall regeneration strategy with the aim of ensuring
that people from disadvantaged communities had the opportunity to up-skill and be included. This contributed to their ongoing employability. Targeted groups included the long-term unemployed, members of culturally and linguistically diverse communities, people with disabilities, and young people [77]. The PVP is widely recognised as being effective in engaging those parts of the community that would otherwise have little interaction with such an event. In total, 862 people who participated in the PVP joined the Games volunteer workforce [11-12, 40]. Three lessons emerged from Manchester’s PVP program; the importance of integrating formalised and recognised qualifications; the importance of starting the process early to allow for bureaucratic procedures; and the need for post-event resourcing to assist PVP volunteers into post-event employment [40, 77].

Often volunteer legacies have been hampered by the narrow focus on the role of event delivery, with limited consideration for post-event volunteering [75]. The case of the Sydney 2000 Olympics highlighted the critical need for forward thinking relating to event volunteers, because privacy laws ensured that the volunteer database was of limited use after the Games. The Manchester case, again provides a more positive example of ongoing volunteer management through the creation of Manchester Event Volunteers (MEV) [75, 77], an organisation established after the 2002 Commonwealth Games to cater for the increased interest in volunteering [75] (See section 3.5.2). It is noted here that in Australia, since 2000, there has been a strong growth in volunteer management organisations, thus rather than duplicating efforts, it would be worthwhile to investigate partnering with organisations such as Volunteering Australia, or Volunteering Gold Coast, to create synergies and maximise effectiveness of volunteer programs.

In addition, other volunteer legacy research has uncovered several unanticipated outcomes. In some cases the research has shown that large-scale event volunteering programs have raised peoples’ expectations of volunteering [75]. Often the event volunteer experience at larger events is above and beyond the volunteer experience that most community organisations could effectively offer. Potential challenges may exist when transferring the interest of event volunteers to local community volunteer opportunities [75]. Overall, the ‘volunteering legacy’ offers significant opportunities for the Gold Coast. An online match-making service in Glasgow called ‘EventTeam Scotland’, and the London inspired ‘People Making Waves’ are programs that should be considered. In addition the Youth Legacy Ambassadors (YLA) program which gets young people to champion Games legacy programs is also worthy of further research [19].
Community and school education programs have been another popular strategy for social engagement, and they have successfully raised awareness and understanding of different cultures [6, 22, 42]. Arthur Sandford, CEO of Manchester City Council, lamented in a September 2012 interview:

“One thing I think we all would have wished for is that we could have improved education in the city more than we were able to do… that’s what the real legacy is, isn’t it, you educate people”.

Curriculum-based resources have accompanied most Olympic and Commonwealth Games since the 1990s, and increasingly feature online technologies and resources enabling a range of cultural exchanges. The Commonwealth Curriculum Pack at the 2002 Commonwealth Games is an example of this [12].

In the case of the Sydney 2000 Paralympic Games, education initiatives included allocations of tickets and travel subsidies, so school children had the opportunity to experience the Games. This contributed to the overall excitement that the Sydney Paralympics is often remembered for [5]. However, there has been limited evaluation of the effectiveness of education resources in contributing to students’ awareness and the development of positive attitudes towards culture and diversity [5]. However, anecdotally such programs are considered to have a positive effect in raising community awareness [30]. The significant investment required to get educational initiatives from concept to implementation means there is a heightened importance for re-investment after an event to make sure the resource remains relevant post-Games [12]. Clearly, longer-term continuation strategies are important.

KEY ISSUES – IMPROVED COMMUNITY ENGAGEMENT

Community engagement legacies do not occur automatically. They must be pre-planned, and must have a post-event focus. Two areas stand out as vehicles for the delivery of effective community engagement:

- Volunteering. Three benchmark programs may provide working models for GC2018: the 2002 Manchester Event Volunteers (MEV), the 2014 ‘EventTeam Scotland’, and ‘People making waves’, the 2012 London Games program. Each acknowledged the role of volunteering as a tool with which to engage the socially alienated.

- Education. GC2018 provides an unprecedented opportunity to build an educational legacy, both at the school and community levels.

3.6.2 Increased interest in arts and culture

Cultural programs have been tied to large-scale sport events since the conception of the modern Olympic Games. Since then they have increasingly incorporated additional cultural programs as a means of strengthening community engagement with events, creating local identity, and providing a wider platform for participation and cultural expression beyond just sport [20]. The Commonwealth Games offers opportunities in this area, due to the cultural variety of the Commonwealth, and this can contribute powerfully to social and community development [42]. The Manchester 2002 Commonwealth Games program ‘Let’s Celebrate’, was a good example of the promotion of long-term objectives of social cohesion and cultural diversity [12], particularly to a city that, at the time of the 2002 Games, had suffered from relative social neglect.
Previous events have staged elaborate arts and cultural festivals that begin well in advance of a large-scale sport event, and continue long after. In the case of the Olympic Games Cultural Olympiad, the festival may last up to 4-years. In addition to arts exhibits and cultural displays, such programs have invested in the capacity building of local community groups and independent artists to secure long-term and sustainable arts and cultural developments [12]. These cultural products, as well as artistic installations and post-event exhibitions (including photos, memorabilia and knowledge transfer initiatives) have the potential to contribute symbolically to the unique identity of a host city, providing a tangible and visual legacy for host communities long after an event has finished, and for these reasons, it is important to consider arts and culture as another important element of any Commonwealth Games [5, 8, 12].

Despite the general agreement in the value of cultural programs around events, there are some difficulties with regard to delivery and legacy measurement. The Manchester Commonwealth Games highlighted the difficulty in measuring the effectiveness of cultural programs[12]. It has been reported that there were also issues in Manchester with communication across initiatives, event duplication and funding distribution [12]. In addition, bureaucratic structures meant that time was spent reporting and accounting for funding distribution, instead of working with community organisations to help them develop clear action plans [12, 39]. Once again, strategies need to be well planned, socially aware, and inclusive.

In addition to the operational challenges, the research shows that arts and cultural festivals associated with large-scale sport events are frequently considered secondary to the spectacle of sport, and as a result may attract limited attention and public awareness [78]. Due to this potential disconnect between sport and the arts, cultural festivals can face challenges of remaining relevant and connected. This is unfortunate considering the powerful potential for such initiatives to contribute to broader social objectives [12, 78-79].

### 3.6.3 Enhanced community cohesion

The legacy of enhanced community cohesion from mega events, is a large part of the research literature [12, 18]. However, the achievement of community benefits and civic pride is hard to measure. As a result, strategies to achieve community benefits are often ‘city specific’, and for this reason the lessons are difficult to transfer.

Research that has investigated the utility of sport and events to engender inter-cultural exchanges and social cohesion, has demonstrated that such outcomes do not just occur around or through events, but must be carefully facilitated through comprehensive programs of exchanges [80] The Melbourne 2006 Games provides an example. The Melbourne state government Office of Commonwealth Games Coordination implemented a positive initiative called Adopt-A-Second Team, spread across 79 different municipalities within...
Greater Melbourne. This was part of a broader policy mandate to ensure the Games were remembered as a celebration of diversity [41, 81]. The diversity that the Commonwealth Games offers also provides other benefits [41, 82]. Particularly in the Australian setting, strategies to engage Aboriginal and Torres Strait Islander communities should be considered to encourage enhanced community cohesion. Large-scale sports events in Australia have had mixed interactions with our indigenous communities and cultures [16], with Aboriginal communities protesting ‘human rights’ during the Brisbane 1982 Commonwealth Games, and ‘reconciliation’ around the Sydney 2000 Olympics [11].

Community cohesion is often damaged by the change an event may have on its most needy. Even Barcelona’s Olympic regeneration involved the eviction of hundreds of small businesses from traditionally low rent areas [13]. Atlanta’s 1996 Olympics was also typified by the removal of over 70 businesses from the Centennial Park construction, and Toronto’s controversial bid for the 2008 Olympics had the local council withholding their support until assurances were given that evictions and displacement were not being considered [13, 16]. More recently London 2012 involved the relocation of large parts of East London. In addition to the business relocation issue, there is also evidence of forced community evictions, and a move towards gentrification, an outcome of rental price rises in and around new sporting venues. The issue of displacement is consistent with a recent trend to replace what was there before, rather than adding to current facilities [21].

When a leverage model for a large sporting event uses a model of public/private sector partnerships, it may have a tendency to generate legacies that are favourable to private sector or commercial interests but which reinforce existing patterns of social disadvantage [41]. The Atlanta 1996 Olympics were a good example of this [38].

Social displacement, whether forced or not, is a potential source of community alienation, and an acknowledgement of these issues is becoming a prerequisite for cities who seek a community legacy from sporting events [83].

In short, a long-term community legacy needs to ensure that the community comes first. Community cohesion needs to encompass the diversity of the local population, and opportunities must be created to showcase, educate, protect and engage locals during the planning phase.

KEY ISSUES – ENHANCED COMMUNITY COHESION

Community cohesion relies on community engagement, and that engagement needs careful management. Cohesive messages such as the often used ‘celebration of diversity’ must not be undermined by stories of social displacement, gentrification of GC2018 precincts after the event, or by an imbalance in the public/private sector relationship during GC2018 planning.
4.0
THE PITFALLS IN EVENT LEGACY DELIVERY
Cities often bid to host mega events without fully understanding how complex event legacy is. There is also some evidence showing a lack of acknowledgement that not all legacies can be planned, and not all legacies are positive [8]. The research is inconclusive in terms of identifying clear pitfalls, and this has much to do with the fact that legacy is a relatively new concept in event planning. In addition, the global and national contexts of past events make generalisations difficult.

This said, there are a range of post-Games reports available that critically assess legacy planning. Consequently the following pitfalls should be avoided if the Gold Coast 2018 Commonwealth Games™ is to achieve a successful post-GC2018 legacy:

- Planning for infrastructure without clear strategies for post-event usage [84].
- Failing to see the event as a longer-term strategy aimed at regional/city regeneration and economic development [11].
- Creating a ‘Legacy Board’ without a clear articulation of its role [18].
- Failing to fully embed legacy in all GC2018 planning processes [12, 19].
- Failing to provide adequate measurement indicators for legacy projects [20, 69-70].
- Failure to provide compatibility between social, economic and environmental legacies, relying too much on ‘trickle down’ benefits [13].
- Loosely targeting development across a city, instead of targeting specific locations for extensive regeneration [11].
- Failure to form strategic partnerships and to gain commitment from stakeholders [11].

Overall, the body of robust evidence on legacy from major sporting events is limited…more attention was given to economic and infrastructural impacts whereas social outcomes were only rarely assessed (An Evaluation of the 2014 Games Legacy 2012)
5.0

BEST PRACTICES IN EVENT LEGACY DELIVERY

5.1 Lessons from Manchester 2002
5.2 Lessons from Melbourne 2006
5.3 Early lessons from Glasgow 2014
5.4 Olympic legacy lessons
5.1 LESSONS FROM MANCHESTER 2002

We’ve created a long-term legacy program which 10 years or so after the Commonwealth Games is still developing, and creating even more value than perhaps any of us imagined, so clearly we got the essential ingredients right.

Sir Howard Bernstein CEO Manchester City Council

The key reason Manchester hosted the 2002 Commonwealth Games was the need for a flagship project for the regeneration of East Manchester [33]. The Games also suited a shift to a more entrepreneurial approach to urban development, and this was consistent with the goal of re-imaging Manchester as a European city. It also allowed Manchester to secure national funding, which included a stream of funded partnerships, regeneration funds and lottery funds. The funds were specifically directed at regeneration, £570 million of the £650 million public investment was concentrated in the area of East Manchester [11]. The Games stadium is one of the few mega event stadiums to actually increase in size after the Games, going from a 38,000 seat stadium to a 48,000 seat stadium to accommodate the Manchester City Football Club, with a lease agreement that ensures funds are reinvested in the community. A further expansion of the stadium is underway.

The Games is estimated to have produced 6,300 full-time jobs, comparable to the Sydney and Barcelona Olympics [40, 80]. It also produced an extra 300,000 visitors a year, spending an extra £18 million in the revitalised city.

The legacy program was focused on economic goals, claiming that economic growth delivered lasting social growth, and an ambitious legacy strategy was designed around the sporting event, rather than the event being the primary focus. While the legacy took time to get traction, closer to the Games all delivery mechanisms were conscious of legacy.

Manchester had some unnecessary duplication of roles early on in their pre-Games phase. Initiatives like volunteering, tourism, regional growth, employment, and training suffered because of a lack of coordination between various agencies [12-13]. Eventually the Legacy Board was brought under the wing of Manchester 2002. Post-Games, the Manchester Organising Committee conceded that the most effective structure for the Board was small in size, but embedded within the host city. They further concluded that it needed to be equipped with key players and a strong chair, ensuring it is not tasked with implementing anything, keeping it away from Games operations. In the view of past Legacy Board members, the Legacy Board should sit outside the general day-to-day decisions, but it should constantly raise the question ‘how do we achieve the maximum legacy from the Games?’

A series of Games themed programs are worthy of further research. They include the Commonwealth Curriculum Pack aimed at reflecting Games excitement into learning outcomes; the pre-volunteer program which fed people from disadvantaged groups into the Games planning process; the ‘Let’s Celebrate’ cultural program; the ‘Passport 2K’ activity innovations for young people; the ‘Prosperity North-West’ program which linked local businesses with trade opportunities; and the ‘Games Xchange’ which sought to build on tourism and economic opportunities by building an archival legacy.
Lessons learnt from Manchester [11-12, 21, 41]:

- How to get national funding. Manchester was very skilled in generating national funding.
- How to structure a volunteer legacy (MEV), particularly one that recruits from the lowest socio-economic groups and provides skills training to sustain them after the Games.
- How to generate city pride.
- How to use the Games to connect with global networks.
- How to build successful ‘public-private partnerships’ while maintaining an effective social legacy.
- How to structure a legacy committee.

Things to avoid from Manchester [11-12, 21, 41]:

- The Manchester Games has been criticised for lacking community participation.
- The Manchester Games didn’t integrate socio-economic legacies with physical legacies.
- Their legacy board was unsure of its exact role, and it could have been more effective with a more specific agenda.
- Their legacy board was only launched 3-years prior.

The leadership of the (Manchester City) council was always absolutely clear the Games were a means to an end.

Tom Russell First CEO New East Manchester, Head of 2012 Olympic Legacy
Melbourne has a long history of using events to achieve strategic objectives, from the World Expo in 1880 to the Olympic Games of 1956. The Commonwealth Games was no different. An event orientated policy began in the city in the mid-80s with additional capacities added to Flemington, lights added to the Melbourne Cricket Ground (MCC), and the introduction of the Flinders Park facility [41]. The facilities complemented the city’s existing image as an ‘events-city’, and the 2006 Commonwealth Games allowed Melbourne to consolidate this position globally. It also allowed the city to regenerate the various waterfronts, introduce the city’s cultural side, and improve housing and transport [41].

The Games is reported to have cost A$1.1 billion to run, and associated infrastructure development and regeneration costs were in the vicinity of A$1.524 billion [69]. It is also estimated that 87% of spending on major projects went to local companies [69].

The city also saw the Games as a vehicle to drive one of the urban planning objectives of achieving a greater urban density, and there is evidence that Games strategies were integrated well with existing public policy.

A series of social programmes supported the Games, and longer-term social legacies were targeted and pursued. Efforts were made to generate employment opportunities, build volunteer models, address diversity through inclusiveness, and provide fair access to the Games itself. Some programs were successful, others less so. The 2006 Commonwealth Games is seen as an example where legacy was focused more on socio-economic projects, and this was made possible because the majority of sporting facilities were already in place.

However, while the Games did help to regenerate the city, outer lying areas were largely excluded.

Lessons learnt from Melbourne [11, 41]:

- How to use the Games for city positioning.
- How to build an events strategy.
- How to produce a Games with a smaller budget than the one that preceded it.
- How to integrate migrants and ethnicities (‘Equal First Legacy Plan’).
- How to integrate culture into the Games.

Things to avoid from Melbourne [11, 41]:

- Their Games lacked geographical diffusion (city centre orientated).
- The business partnerships were rolled out too late.
Glasgow’s legacy strategy is set around four themes [20];

Flourishing: using the Games to contribute to the growth of the Scottish economy;
Active: using the Games to help Scots be more physically active;
Connected: using the Games to strengthen connections at home and internationally through culture and learning; and
Sustainable: using the Games to demonstrate environmental responsibility and help communities live more sustainably.

In addition, Glasgow has identified 6 legacy themes which broadly fit with the four national themes above. These are; Prosperous, Active, Inclusive, Accessible, Green and International[20]. Glasgow has also undertaken leading work into legacy measurement through the work of their Games Legacy Evaluation Working Group (GLEWG), which, while too early to assess, seems extensive [19]. However, early reports suggest that there was some initial confusion with legacy structures, with a lack of clarity with regard to the role of the Legacy Board, and some confusion identifying when projects were ‘legacy connected’ [18]. Positive assessments have been made with regard to embedding legacy in the Games activities, and there is some evidence of strong partnerships between Council, Government agencies, and local business [18].

Legacy outcomes are too early to assess for Glasgow [30], despite some good programmes already in place (see section 3.5.3). Further monitoring of their legacy planning is recommended (see legacy principles 11 and 12, section 2.0).

This will be the biggest multi-sports event that Scotland has ever hosted

(An Evaluation of the 2014 Games Legacy, 2012)
The Olympic regeneration (in Barcelona) managed to help a wide section of the population because public space was improved and housing was upgraded. The Regeneration Legacy RICS 2011

In terms of Olympic examples, four are notable from a Gold Coast perspective, Barcelona, Atlanta, Athens, and Sydney. Two are detailed below:

**Barcelona:**
Used the 1992 Olympics as a catalyst for urban renewal, and leveraged Spain’s entry to the European Community, providing a gateway to the Spanish market [10-11, 41].

“The Barcelona Games were in a class of their own. Their vision to put sport at the heart of an ambitious transformation that changed the fortunes of the city and its people was inspired. Our task now is to take the best of Barcelona and build upon it’.

(Lord Coe, Chair of the London Organising Committee for the Olympic Games Source: ‘Barcelona’s Regeneration a Beacon for London and Britain’, November 17th, 2006)

The timing of the Games meant that their regeneration legacy was supported by inward investment [85], and the wide scale of regeneration (which included coastal recovery, transport, housing, telecommunications, city centre improvements, as well as sports and cultural improvements) was buoyed by two additional phases of development post-Games [10, 38]. In terms of spend, the infrastructure investment was three times the amount spent on the Games itself, and because of the continued legacy momentum that this created, the Barcelona model has been used in the Sydney, Athens and London Games [11, 38]. The three challenges Barcelona experienced, were in regard to the rise in housing costs, the consequent post-Games overcrowding of the city centre, and the displacement of poorer communities [11].

**Lessons learnt from Barcelona:** [7, 10-11, 33, 38, 41, 86-87].

- Branding: Barcelona redefined itself [10] from a city with significant debt and a 22% unemployment rate, to a brand with global appeal [33, 41, 86].
- Employment: Their investment policies resulted in huge opportunities for employment, with over 80% of new jobs being in the service sector [11].
- Civic engagement: This was achieved through good volunteer programs, strong community consultation, good communication, and through the addition of many small public space upgrades [10, 33].
- Integrated policies: Barcelona’s Games policies were strongly integrated with their regeneration strategies [38].
Sydney.

An Olympics designed to promote Sydney as a global city, enhance tourism, and attract industry [11, 38]. Its relevance to the Gold Coast is found in its country context [88]. The majority of investment was in sports facilities, telecommunications and transport infrastructure [11]. While official tourism figures showed an 11% growth in tourist visits in 2001, and significant (post-event) convention business growth, the legacy of the Games is mixed in the research literature. Sports venues have remained underutilised and additional funds have been allocated to promote a more commercial development of the post-Games site [38].

“As Sydney has found, if you cannot attract enough large events, it does not matter how good your new facilities are” (Smith 2010, p. 407).

In short, despite some benchmarking areas, such as an athlete village that is now the largest solar-powered suburb in the world [19], the legacy of the Sydney Games has taken longer to define [5, 49].

Lessons learnt from Sydney: [11, 30, 41, 53, 87]

- Branding: The ATC led re-imaging is still viewed as a good example of ‘image legacy’, despite the mixed outcomes [53].

- Infrastructure development: The brown-field site at Homebush is a good example of how to achieve large scale infrastructure development without a large environmental impact, and without unnecessary social displacement.

- Financial operations: The Sydney Games is still considered financially responsible. An overall cost of $4,788.2 million, included a relatively small deficit of $45 million [11].
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