



LEGACY 2014
XX COMMONWEALTH GAMES
SCOTLAND



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Glasgow 2014 Commonwealth Games Legacy:
Final Evaluation Report
April 2018

Commonwealth Games



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CHAPTER 1: BACKGROUND AND INTRODUCTION

The XX Commonwealth Games was held in Glasgow between the 23 July and 3 August 2014. It was the largest multi-sport and cultural event ever held in Scotland. Approximately 7,000 athletes and team officials, representing 71 nations and territories from across the Commonwealth, took part. The sporting competition covered 17 sports across 261 medal events. This included 22 medal events across five para-sports. This was the largest integrated para-sport programme of any Commonwealth Games to date.

Glasgow won the bid to host the XX Commonwealth Games in 2007. A partnership of Scottish Government (SG), Glasgow City Council (GCC), Commonwealth Games Scotland (CGS) and the Glasgow 2014 Organising Committee (Glasgow 2014 Ltd) led the delivery of the Games. The Games were widely considered successfully delivered. The Commonwealth Games Federation Chief Executive described Glasgow 2014 as “*the standout Games in the history of the movement*”.

The Games were delivered within a budget of £543 million. The SG and GCC provided £425 million towards the overall cost of the Games. The remaining costs were met by £118 million income from ticket sales, sponsorship and other commercial sources. Ticket sales exceeded initial targets. Approximately 1.3 million tickets were sold, representing 98% of all tickets available for sale. Two-thirds of tickets were priced at £25 or under. More information about the budget and spending are in Audit Scotland’s third report on the Games.¹

Legacy

Since the original bid in 2007, partners have emphasised their desire to leverage the best possible social and economic benefit from the Games. These benefits are often collectively described as ‘legacy’. In 2009, the Scottish Government and Glasgow City Council (GCC) published legacy plans setting out the outcomes partners hoped to contribute to through the Games and associated legacy programmes.^{2,3} Glasgow City Council and partners also undertook a health impact assessment in 2012 which made a number of recommendations which aimed ensure that the health and wellbeing of Glasgow’s people could be improved through the Games.⁴

The SG, GCC and partners committed to a long term evaluation of legacy to generate learning for Parliament, Games partners, future bidders and hosts and to add significantly to the evidence base internationally on major sporting events and legacy. A Games Legacy Evaluation Working Group (GLEWG) was established in January 2012 to design and deliver the evaluation. The evaluation had 6 key questions which are addressed in subsequent chapters of this report, namely:

What effect have the Games had on:

- the economy, businesses, employment, training and volunteering? (Chapter 3)
- the lives of the community in the area of Glasgow’s East End most directly affected? (Chapter 4)
- sports infrastructure, sports participation and physical activity? (Chapter 5)
- civic pride and international reputation? (Chapter 6)
- the cultural sector and cultural engagement? (Chapter 7)
- partnership working between agencies and sectors? (Chapters 2 and 8)

¹ http://www.audit-scotland.gov.uk/docs/central/2015/nr_150312_commonwealth_games_third.pdf

² <http://www.gov.scot/Publications/2009/08/21141849/0>

³ <http://www.glasgow.gov.uk/CHttpHandler.ashx?id=7770>

⁴ <http://www.glasgow.gov.uk/CHttpHandler.ashx?id=2036>

Legacy evaluation findings and evidence reviews have already been extensively used by SG and partners for legacy planning. The evaluation won the UK Civil Service Award in 2015 for Analysis and Use of evidence and its impact on policy making⁵. The earlier reports are:

Questions, methods and baseline (2012) <http://www.gov.scot/Resource/0040/00408160.pdf>

Pre-Games Report (2014) <http://www.gov.scot/Publications/2014/04/4572>

Post-Games Report (2015) <http://www.gov.scot/Publications/2015/07/5517>

Legacy evidence review (2014) <http://www.gov.scot/Publications/2014/04/2711/downloads>

Updated Legacy evidence review (2015) <http://www.gov.scot/Publications/2015/07/9416/0>

This report provides a final summary. It recaps on the main findings in the above publications, updates the substantial previous work (where possible) and sets out some key lessons for future hosts. The *additional evidence* presented in this report comes from the following main sources:

- Updates provide by a number of legacy partners (3 years on) that look again at the use of infrastructure and describe the lessons they have taken into future events planning, including the 2018 European Championships.⁶
- A small number of further research studies and evaluations that have been finalised in the period since the last publication in 2015.
- The GoWell East study – further results from the long-term community study including the third survey sweep of adult householders and a survey and qualitative study of the new residents in the former Athletes' Village. All GoWell East publications are available at: <http://www.gowellonline.com/goeast>

This report is the fourth and final of the planned series. As time passes it is more challenging to attribute any effects of Glasgow 2014 investment and activity, particularly given the expectation that legacy activity is increasingly mainstreamed into partners' business as usual practices. Any further Glasgow 2014 legacy impacts will be captured within the evaluation framework and reporting outputs of the Glasgow Events Strategy. This Strategy, which is currently under development, is founded in much learning from the Glasgow 2014 experience.

⁵ <http://www.civilserviceworld.com/articles/news/civil-service-awards-2015-full-list-winners>

⁶ Glasgow and Berlin will co-host this first edition of the European Championships in 2018. More than 3,000 athletes from 52 nations will participate across venues in Scotland as part of a delegation of around 8,500 including officials, media and others. Venues include the Emirates Arena, Tollcross International Swimming Centre, Cathkin Braes Mountain Bike Trails and the SSE Hydro.

CHAPTER 2: OVERALL LESSONS

The Glasgow 2014 experience has generated important learning about hosting international multi-sport events and how to plan for, and deliver, legacy. As set out in the previous evaluation reports, legacy is not 'automatic' or inevitable, rather hosting major events can be used as a 'catalyst' for what governments and partners want to achieve. The evidence is clear that major sporting events are not a panacea for long running social and economic challenges, and even beneficial short term economic impact is not guaranteed.

However, the evidence synthesised throughout this, and previous, reports suggests with the right partnerships, momentum and investment positive economic, social and cultural benefits are possible. Crucially, in the case of the XX Commonwealth Games, focus was given to embedding legacy aspirations and activities in longer-term strategies nationally and locally. Importantly though, progress depends on this not being merely 're-packaging', but rather clearly raising the level of ambition and pace. Further, there were explicit plans to create measurable and visible legacies in advance of the event itself.⁷

Over the period 2009-2017 there were a total of 60 legacy programmes and over 80 supporting legacy projects at national level in Scotland. These were developed and delivered under four broad themes; Flourishing, Active, Connected and Sustainable. At a city level, a programme of over 80 GCC led legacy projects and over 400 community-led legacy projects was developed and delivered under six similar broad themes; Prosperous, Active, Inclusive, Accessible, Green and International. These have morphed and changed over time in response to evidence, learning and experience.

The legacy programmes in Scotland included both the scaling up and/or expansion of existing policies and programmes, alongside some new programmes specifically developed and launched for Glasgow 2014. Some policy areas in Scotland used the Games as a catalyst or mobiliser for policy aims that were being pursued to provide more momentum or pace. An example of this is the long-term regeneration of part of Glasgow's east end led by Clyde Gateway Urban Regeneration Company (URC). For many programmes and projects the longer-term aim was to mainstream into existing provision. An example of this was the use of Community Benefit Clauses within procurement contracts to ensure local labour benefitted from employment opportunities.

From Glasgow's perspective the XX Commonwealth Games and its legacy aspirations can be seen as an important juncture in the long term journey for the city.⁸ Glasgow has a history of delivering cultural events including the Garden Festival in 1988 and the City of Culture in 1990 that forms part of its history of regeneration and renewal. The XX Commonwealth Games has been the most ambitious of these. The next major event is already well into planning – Glasgow, along with a number of other local authorities across Scotland, is co-hosting the new 2018 European Championships with Berlin.

'One direct effect of the games is that Glasgow's journey to reinvent and regenerate itself has taken a significant change of gear. Glasgow has moved into the big league of cities around the world that are willing and able to play host.' (Professor Ken Gibb)⁹

There are, of course, significant risks in taking on such a major event. The key concern raised in the literature on events include the potential for leaving behind 'white elephants', allied to the long term use, or non-use, of infrastructure by the community and for other major events. A further concern is

⁷ Rogerson R (2017) Re-defining temporal notions of event legacy: lessons from Glasgow's Commonwealth Games. *Annals of Leisure Research* 19(4); 497–518

⁸ Robert Rogerson (2016) Glasgow's Commonwealth Games: behind the scenes

⁹ <https://theconversation.com/the-glasgow-games-are-over-but-the-legacy-debate-continues-30126>

the potential negative, or disruptive, effects on the host community. Careful thought and planning went into mitigating the key risks for XX Commonwealth Games and how to maximise the potential benefits of hosting. The need for careful risk management and benefits planning was heightened with the beginning of the financial crash which occurred in the period between Glasgow submitting its bid to host the Games in May 2007 and the awarding of the event to Glasgow on the 9th November 2007, followed by global recession during most of the pre-Games period.

For the XX Commonwealth Games, most of the venues were in place at the time of bidding and this clearly reduced the overall financial risk. The approach taken by partners to completing the infrastructure required for the Games was also important. Venues and housing were planned and developed with their end-use and ownership already agreed, rather than being developed for the Games with post-Games arrangements being decided at a later stage. This had been the case for athletes' villages and sports venues for major events in other cities. There were deliberate decisions that new and refurbished Games venues would be multi-sport venues that could both host major events and provide opportunities for the local community.

Potential hosts also need to consider the opportunity costs of spending the funds in a different way, in particular whether major event delivery is likely to result in 'additionality' for a city or nation. This too was a major theme for Games partners, including aspirations around legacy. It was crucial that legacy aspirations were clearly understood and articulated collectively by Games partners so everyone was pulling in the same direction. Audit Scotland recognised the achievements of partners in collective planning for legacy at local, city-wide and national levels.¹⁰

That said, expectations about what a major event can deliver also need to be realistic and carefully managed. The early, and subsequent, evidence reviews conducted to support legacy development highlighted that this was particularly the case around any ambitious claims for a long-term economic legacy and a population-wide physical activity legacy. An honest assessment of what can be directly achieved by hosting a major event and what might be possible with the right support or additional investment is critical.^{11,12}

For the XX Commonwealth Games there was an explicit aim from the outset to ensure the Games legacy had a national reach beyond the immediate host areas so that all of Scotland benefitted. A national network was established by the Society of Local Authority Chief Executives and Senior Managers (SOLACE) bringing together all of Scotland's 32 Local Authorities in the lead up to the Games and beyond. A Local Authority Legacy Lead Network played a vital role in cascading the opportunities arising from national programmes, but also in developing local legacy plans, and maximising the use of legacy branding and funding opportunities. The Glasgow 2014 experience demonstrated that a national legacy branding and programme delivery is possible.

The overall leadership and governance of legacy work was critical to the success of the Games and legacy nationally and in Glasgow. Two legacy boards, one national and one city-focused, worked to agreed sets of legacy outcomes and expectations, but also created the space for partners to develop their own ideas and programmes. This required a balance between upfront clarity on the common outcomes partners were trying to achieve, while allowing partners some latitude to try new things. Games partners played a role in empowering and motivating others to focus on legacy. Further, cross-party political support and commitment was helpful nationally and locally.

Many have acknowledged the breadth and depth of partnership working across public, private and third sector agencies that made the Games themselves a success and that was commonly a feature of legacy programmes and projects. The legacy of relationships developed for 2014 has been crucial in planning for the 2018 European Championships.

¹⁰ http://www.audit-cotland.gov.uk/docs/central/2015/nr_150312_commonwealth_games_third.pdf

¹¹ <http://www.gov.scot/Resource/0040/00406065.pdf>

¹² <http://www.gov.scot/Resource/0048/00482176.pdf>

'Partnership working was particularly successful. Partners had a shared vision, strong commitment, clear roles and responsibilities, appropriate seniority and continuity of staff and they shared information effectively' . Auditor General, 2015¹³

Working with and mobilising others across funding organisations, the third and private sectors was vitally important for the successful delivery of the event and the legacy programmes. With a limited budget, aligning legacy efforts with other initiatives and leveraging benefits through existing commitments was critical. There are a number of successful examples from the XX Commonwealth Games experience including the relationships with charitable partners UNICEF, Sport Relief, BBC Children in Need and Spirit of 2012. Further information is available at:

<http://www.gov.scot/AssessingLegacy2014>

From the outset there was also a clear commitment to being both a sporting and cultural event. The Glasgow 2014 Culture Programme was unprecedented in scale with national and local programming and events. It had two strands; a Scotland wide year long programme called Culture 2014 and a citywide Games time celebration called Festival 2014. This is in line with the theory around major events benefits sets out the potential for both a 'demonstration' effect and a 'festival' effect. A systematic review¹⁴ of the evidence on the physical activity legacy created by hosting identified that a 'demonstration effect' might be best harnessed to target current or lapsed participants to encourage more frequent involvement. For those who are currently sedentary or 'pre-contemplative' the review found that encouragement to consider involvement in physical activity could be fostered by a 'festival effect' in a celebration that transcends purely sport.

Particularly worthy of note is the considerable effort required if there is a desire to reach all communities of interest and those facing actual and/or perceived barriers to participation. Glasgow 2014 examples of programmes that aimed to reach particular groups included the use of Community Benefit Clauses in Games contracts, the Volunteer Pot for those who needed resources to participate, the Host City Volunteer Programme, the Active East Project and Rugby Scotland's 'Sport for Change' programme for young people with learning disabilities. Further information is available at <http://www.gov.scot/AssessingLegacy2014>.

During and beyond Glasgow 2014 there was also a clear and explicit effort to engage young people in legacy programmes. The learning from these programmes is shaping the programming for the Year of Young People in Scotland 2018 and the 2018 European Championships. Examples of national programmes from Glasgow 2014 include the Host Broadcaster programme, Digital Commonwealth Programme and the 33Fifty Youth Leadership Programme. Again, details are available at <http://www.gov.scot/AssessingLegacy2014>. Within Glasgow, a wide range of curricular activity was organised by Education Services, much of which is being replicated for the 2018 European Championships.

¹³ http://www.audit-scotland.gov.uk/docs/central/2015/nr_150312_commonwealth_games_third.pdf

¹⁴ <http://www.london.nhs.uk/publications/independent-publications/independent-reports/a-systematic-review-of-the-evidence-base-for-developing-a-physical-activity-and-health-legacy-from-the-london-2012-olympic-and-paralympic-games>

CHAPTER 3: THE ECONOMY, EMPLOYMENT, TRAINING AND VOLUNTEERING

The evidence from previous major events

The international evidence suggests that major events can leave economic legacies. However, the economic benefits are often short term, can be quite modest and any long term benefits are likely to be accrued through securing future events using the refurbished or new infrastructure. Short-term impacts have typically been found in the construction, hospitality and tourism sectors at particular phases of preparing for and delivering the event. In particular there is evidence that previous major sporting events have created a boost to employment in the run up to, and during, the event.

One of the challenges for an economic legacy identified in the literature is that employment opportunities may not be evenly distributed, with opportunities tending to go to those who already have required skills. Considering 'who benefits' needs careful development and implementation. Research evidence suggests this is often, inevitably, those living closest to the event, but also those with particular skills and expertise. A prospective assessment of the potential economic impacts in the east end of Glasgow also suggested that some economic impacts were plausible, although they were more likely to come from the long-term programme of event-led regeneration, rather than just the Games.¹⁵

While there is little international evidence of a long-term boost to tourism as a result of hosting major events, some cities and nations have experienced a boost to their reputation and profile, which may contribute to longer-term economic gains. Major events can, in theory, help boost infrastructure, capacity and business networks to attract future major events. While there is often an increase in the reputation of the host city as a result of a major sporting event, there is also potential for a negative impact on the image of a city or region if the event is not seen as a success, or if it highlights a perceived weakness of the city or nation.

Evidence also suggests there can be positive effects from volunteering at a major event. People who volunteer in major events often report an intention to volunteer again and report learning new skills and gains in confidence. There is, however, a body of evidence which suggests that those who gain volunteering positions at major sporting events tend to be those who already have key skills and tend to be regular volunteers at other events.

Key Findings from Glasgow 2014

Investment and return^{16,17}

- ✚ The £530 million investment of the Glasgow 2014 related *capital programme* over the six years to 2014 is estimated to have supported, in gross terms, on average 1,100 jobs and contributed £50 million to Scotland's Gross Value Added (GVA) in each year. Of this, the capital programme is estimated to have supported on average 600 jobs in Glasgow and contributed £30 million to Glasgow's GVA in each year.
- ✚ The £473 million spend by the *Organising Committee (Glasgow 2014 Ltd)* over the eight years to 2014 to deliver the Games is estimated to have supported, in gross terms, on average 900 jobs and contributed £40 million to Scotland's GVA in each year. Of this, the spend is estimated to have supported on average 500 jobs in Glasgow and contributed £20 million to Glasgow's GVA in each year.

¹⁵ http://www.gowellonline.com/assets/0000/3665/GoWell_East_Economic_Assessment_Report.pdf

¹⁶ <http://www.gov.scot/Publications/2015/07/5517>

¹⁷ An Evaluation of Legacy from the **Glasgow 2014** Commonwealth Games: **Economic Assessment** Technical Report (2015)

- ✚ The XX Commonwealth Games attracted approximately 690,000 unique visitors who came to attend the Games or the related festivals. Evidence from official national tourism statistics suggests the tourism displacement experienced by some other host nations of major multi-sport events did not occur in Scotland in relation to the XX Commonwealth Games.
- ✚ At the Scotland level, the *spending by visitors, volunteers and media* associated with Glasgow 2014 and Festival 2014 supported, *in net terms*, the equivalent of 2,138 jobs and contributed £73 million to Scotland's GVA in 2014. Of this, at the Glasgow level, the spending by visitors, volunteers and media associated with Glasgow 2014 and Festival 2014 supported, in net terms, the equivalent of 1,227 jobs and contributed £37 million to Glasgow's GVA in 2014.
- ✚ In total, over the period 2007-2014, the preparation for and delivery of the XX Commonwealth Games is estimated to have contributed, in gross terms, £740 million to Scotland's GVA (£390 million of which was to Glasgow's GVA) and supported an estimated average of 2,100 jobs per year nationally (1,200 of which were in Glasgow), with a clear peak in 2014.
- ✚ An indicative assessment of value for money of delivering the Games was calculated by comparing the impact of delivering the Games with a counterfactual where it is assumed that monies financing the delivery of the Games would have been spent in Scotland. The results of this analysis suggest at the Scotland level, the immediate economic impact of the delivery of the Games is broadly similar to the impact of Games partners' contributions if they were instead spent as standard government expenditure. The net additional economic impact derived from Games visitors is offset by the higher economic activity impact of standard government expenditure (compared to the public spending to support the Games).
- ✚ However, it is important to note that this assessment only took account of the immediate economic benefits around planning and delivery and did not seek to monetise social benefits or the longer term potential follow-on impacts arising from reputational improvements, regeneration activity or the income generated from future sport and cultural events hosted in new and upgraded venues. For example, the bid included a commitment to the M74 which was planned and delivered, opening up access to the east end of Glasgow and other areas.

The venues

- ✚ There has been very considerable success in attracting other international and national sporting events to Glasgow and Scotland in the last few years. Many of these could not have been hosted without the investment for XX Commonwealth Games. By the end of 2017, a total of 57 events of UK or International standing held at XX Commonwealth Games venues had been secured and a further 8 events in Glasgow 2014 Commonwealth sports but held out with Commonwealth venues had been secured. The latter includes international mountain biking and Rugby 7s. There are a further 6 events currently at various points in the bidding process. A full list of these is provided in Annex 1. Overall these events had an estimated economic impact of over £18.6 million by 2014 and an estimated £27.5 million by 2019.¹⁸
- ✚ One of Glasgow's legacy objectives was to use the new and enhanced Games venues and infrastructure to attract more cultural events, conferences and conventions, with music events generating £75 million for the city's economy each year¹⁹ and business tourism generating more than £1 billion for the economy over the last eight years, The 12,500-seater SSE Hydro Arena at the Scottish Exhibition and Conference Centre, which opened in 2013

¹⁸ Communication from Event Scotland, 2018

¹⁹ Communication from Glasgow City Marketing Bureau, 2017

in time to host the gymnastics events for the Games, has played a key role in achieving this aim (see Chapter 7). While the arena had been planned for a number of years prior to Glasgow being awarded the Games, the securing of the Games ensured that the arena's development progressed at a time when capital investment may have been delayed due to the financial crisis.

Business and employment

- ✚ Businesses across Scotland benefitted from Games contracts and it is likely the support put in place by partners facilitated this. £669 million worth of Games Tier 1²⁰ contracts were awarded, with £510 million of this (76%) awarded to businesses based in Scotland.²¹ Following the 2014 Games a number of Scottish businesses were successful in securing contracts for subsequent major sports events both in Scotland and elsewhere.²² These included companies who had a track record of supporting major events, and other companies for who 2014 was their first experience of the major sport events sector. Events where contracts were secured by Scottish businesses included the 2015 European Games in Baku, the Rugby World Cup in England and the 2016 Summer Olympics in Rio.
- ✚ By 2015, it was estimated that over 11,000 young people across Scotland had benefitted to date from the range of national and city employability legacy initiatives. The considerable efforts made by Glasgow City Council to use the Games to contribute to employment legacy outcomes are estimated to have benefited over 8,200 people (7,000 of which were aged 16-24) in Glasgow between 2009 and November 2017. The £50 million Glasgow Guarantee Programme (formerly known as the Commonwealth Employment Initiatives) offers support for training, work, modern apprenticeships and job opportunities for Glasgow people via a number of initiatives.
- ✚ The GoWell East study showed that employment increased among respondents in the study area, at a rate of improvement comparable to changes seen at city and national levels.²³ There was an increase in full-time employment among men and in part-time employment among women. Over half (54%) of working age adults in the study sample were in employment in 2016. This is an increase from the first wave of the survey in 2012 where 48% were in full time or part time employment. The employment rate in the study area nonetheless remains below that for Glasgow (66%) and Scotland (73%). Employment among the local community was directly impacted by the regeneration projects, with effects reported in both 2012 and 2016, although the number of households positively affected in this way dropped from 4% to 3% over time, which may be the result of a higher level of Games-related development activity in the pre-Games period.

Volunteering

- ✚ Over 50,000 people from Scotland and beyond applied to become one of 12,300 Games Time Volunteers known as Clyde-siders. This included 160 dedicated Accessibility Volunteers to ensure a positive Games experience for those who required assistance or support. A further 300 pre Games Fronrunner Volunteers, 1,100 Host City Volunteers (HCVs) and 3,000 volunteers for the Opening and Closing Ceremonies were recruited.

²⁰ Tier 1 contracts awarded through the Glasgow Business Portal included contracts to deliver the capital programme of venue developments and the creation of the Athletes' Village development in addition to wider Games related capital spend and procurement by the OC related to delivering the event.

²¹ <http://www.gov.scot/Publications/2015/07/5517>

²² Communication from Scottish Enterprise, 2017

²³ Monitoring the Impacts of the Commonwealth Games and Regeneration on the East End of Glasgow: Headline Indicators 2012-2016

- ✚ A synthesis of the research undertaken on Clyde-siders and those who applied to be Clyde-siders has been published.²⁴ This sets out how respondents described the opportunity to participate in a unique and prestigious event as a key motivating factor and supports the wider evidence that volunteering can lead to a range of individual outcomes including increased confidence, knowledge and skills. Some respondents suggested that the reputation of the city had been enhanced (at least in part) by the role that volunteers played in showcasing Glasgow. Feedback on volunteer recruitment, training and highlighted the importance of good communication between organisers and volunteers throughout the experience.
- ✚ Clyde-sider applicants were, however, not representative of the Glasgow and/or Scotland population, with, for example, higher than average levels of qualifications and volunteering experience compared to the general population. This chimes with the previous experience of volunteering programmes at other major events. To optimise a volunteering legacy, event organisers need take clear steps to target those with the most to gain from volunteer experience and tailor the approach to different demographic groups. With the group of Clyde-siders recruited, the scope for an increase in volunteering uptake was very limited because most were already volunteering (83%). There is an inherent tension between increasing diversity, inclusivity and volunteering rates in the host-city population with running a mega-event using experienced event volunteers.
- ✚ This synthesis also sets out how being from Glasgow had an important influence on a number of outcomes for volunteers. Positive outcomes included feeling that the number of volunteering roles had increased in the local area and remaining in contact with people. However, other outcomes were less positive including lower levels of subsequent use of skills, lower proportions volunteering at least once a week and applying for other 'big event' volunteering positions. These findings bear significance given that volunteering rates in Glasgow remain below the national average.²⁵
- ✚ Eight percent of GoWell East participants had provided unpaid help in the last 12 months, a significant decrease from the 2012 survey where nearly a quarter of respondents were involved in voluntary work of some kind. Further analysis showed that the decline in volunteering was substantial for all education groups, but was relatively larger (a drop of around three-quarters) among those with either none or with secondary/post-secondary qualifications, than among those with a degree (a drop of around 60 percent).
- ✚ The key objectives of the HCV programme were to provide local people with the opportunity to play an active part in supporting the XX Commonwealth Games, enhance civic pride and address the known under-representation in volunteering of some groups within the city. Applicants were required to have a connection to Glasgow as the host city and particular efforts were made to engage disabled people, older people and those living in more deprived areas. A study of HCVs, and one of the few studies to explore the longer term impact of event-based volunteering, was undertaken with the HCVs three years on from the Games.²⁶ The research explored the key themes of involvement in volunteering, social connectedness and inclusion; as well as more intangible elements of legacy. Overall the results present a picture of continuity. Those who were already involved in volunteering prior to the Games have continued to be involved and levels of connectedness have remained broadly constant for the majority of HCVs who responded to the survey. The notable

²⁴ Glasgow 2014 Commonwealth Games clyde-sider study: A synthesis of the learning .Glasgow Centre for Population Health available at www.gcph.co.uk/publications

²⁵ Scottish Government. Scotland's People Annual Report: Results from the 2015 Scottish Household Survey. Scottish Government; 2016.

²⁶ Rogerson R, Reid F, Sly B, Nicholson R (2018) Three years on – the impact of being a Host City Volunteer at the Glasgow 2014 Commonwealth Games.

exceptions to this were a slight increase in volunteering levels amongst older participants and greater increases in social connectedness amongst disabled participants, compared to the overall survey population. In addition, participants identified several more positive impacts of involvement in the HCV programme including: increased confidence; increased involvement in wider community activities; enhanced ability to make friends; improved psychological well-being; and assistance in gaining employment. The research highlights that it may be necessary to reconceptualise the definition and measurement of volunteering 'legacy' associated with events.

Key lessons and recent developments

Overall, the findings from XX Commonwealth Games broadly chime with the international experience on economic benefit, though in some respects Glasgow 2014 has arguably exceeded expectations. Games partners for XX Commonwealth Games took clear action to mitigate the risks and to consider distribution of employment opportunities that, in the main, appears to have paid off.

The infrastructure refurbished and built for the XX Commonwealth Games has not experienced the 'white elephant' problem of disused, or poorly used, venues. Rather, the infrastructure has been a huge asset for Glasgow and Scotland. The aspiration to attract international and national events of high calibre has clearly been met.

Developing venues with their end-use and ownership already agreed, rather than being developed for the Games with post-Games arrangements being decided at a later stage was critical to this success. There were deliberate decisions that new and refurbished Games venues would be multi-sport venues that could both host major events and provide opportunities for the local community.

It is clear that considerable effort was required by a number of Games partners to ensure employment and contract opportunities were opened up for local people and businesses during the XX Commonwealth Games and those efforts must continue if longer term benefits are to be secured. The readiness of individuals and businesses to operate in key sectors is critical.

Construction sector businesses who were encouraged to engage with Games partners to access Games contracts and who signed up to the Games Portal were subsequently passed on to the Public Contract Scotland system and are now receiving access to all public sector construction opportunities, including, amongst other things, the £1.13 billion Glasgow City Region City Deal Infrastructure Fund programme.

Event sector businesses in Glasgow and Scotland who engaged with Games partners programmes to access Glasgow 2014 contracts now continue to be supported by Games partners to win future local, national and international event contracts, not least those for the 2018 European Championships. Scottish Enterprise is also supporting businesses to access national and international event sector opportunities via the activities set out in Figure 1.

Figure 1 - Scottish Enterprise (SE) priorities

- Working with the Department of International Trade to promote contract opportunities, events and research to Scottish businesses
- Development of a business programme linked to the 2018 Gold Coast Commonwealth Games, in partnership with the Department for International Trade and Queensland Government
- Promotion of increased Trade Opportunities with Germany, linked to the Glasgow / Berlin 2018 European Championships and opening of the new Scottish Business and Innovation Hub in Berlin in 2017
- Promoting contract opportunities in England, linked to the new Scotland Business and Innovation Hub in London, including the 2022 Commonwealth Games
- Linked to the proposed new Scotland Business and Innovation Hub in Paris, maximising opportunities from the 2024 Paris Summer Olympics
- Increased resources in Dubai to identify and promote contract business opportunities linked to the country hosting the 2020 World Expo. as well as opportunities from Qatar hosting the 2022 Football World Cup

Tourism sector businesses in Glasgow will potentially benefit from the increased visitor expenditure resulting from the increase the number of international and national events held in the Games venues. The experience of hosting the XX Commonwealth Games has also provided a springboard for the development and renewal of Glasgow's Tourism and Visitor Plan. The new plan, which was launched in 2016, sets out a clear direction for the continued growth of the city's tourism economy and is focused on increasing overnight leisure tourism visits from two million to three million per year by 2023.

The research conducted in the course of the Games and the experience of those running Games-related volunteer programmes highlighted a number of lessons regarding volunteer recruitment, selection support, training and retention post Games. This learning has been important for the development of the Glasgow 2018 Volunteer Programme, with specific diversity targets in place.

Further, Glasgow Life have led the development of the Glasgow Sport Volunteer Bureau (GSVB), a bespoke brokerage service linking those wishing to volunteer at other Glasgow sport events and/or in community sports clubs to event organisers and clubs requiring volunteers. The system enables both volunteers and organisations to manage and keep track of their applications, opportunities and exchange feedback. GSVB advertises a wide range of short term and long term sports volunteering opportunities, including one-off events, coaching and administration within sports clubs and charities, allowing volunteers to be involved at the level that suits them best. To date, over 3,000 volunteers have registered and donated in excess of 18,000 hours in a wide range of opportunities provided by the 130 organisations registered.

CHAPTER 4: THE IMPACT OF THE GAMES ON THE LIVES OF THE COMMUNITY IN GLASGOW'S EAST END

The evidence from previous major events

International evidence suggests that major sporting events can leave long term legacies in terms of regeneration. In particular they can help speed up and extend regeneration plans and, thereby, act as catalysts for accelerated socio-economic development where large capital investments are made. However, it is now well understood that these need to be linked to a city or region's wider plans, rather than be delivered as stand-alone initiatives and they need to engage communities in the regeneration process.

Two key potential problems around event led regeneration are commonly cited; firstly the development of infrastructure that is too focussed on the Games time period alone and, secondly, the widespread or large scale displacement of local populations. However, the use of vacant and derelict land and remediation of contaminated land commonly provides a way of minimising the negative impact. Rather than forcing existing communities to relocate, using land that is disused can instead positively develop the local physical environment and re-populate areas.

Glasgow 2014 approach

Scotland's largest regeneration programme, Clyde Gateway URC was launched six weeks after the Games were awarded, in part to help drive forward the bid commitment that the Games would be a catalyst for regeneration in the East End of Glasgow. This is the area where much of the Games-related investment has taken place. Clyde Gateway is delivering a regeneration programme across their area that is expected to continue until 2027. From the outset Clyde Gateway and partners were committed to a more holistic regeneration approach, beyond improving physical assets, to achieve physical, economic and social regeneration. The investments range from roads and infrastructure, business and office space, community buildings and assets, housing developments to employability and community programmes.

GCC also led on a programme of major capital projects for the venues and the Athletes' Village. Venues newly built or refurbished in the East End of Glasgow include the Emirates Arena, the Sir Chris Hoy Velodrome, the Hockey Centre and Tollcross International Swimming Centre. Further, transport improvements involved around £1 billion of Games-related road and rail transport infrastructure projects. In the East End, these include the M74 extension which was completed in June 2011, on time and under budget, and a refurbishment of Dalmarnock Railway Station.

At the outset it was recognised that new research would need to be undertaken to understand the impact of the Games on residents of Glasgow's East End. The aforementioned '*GoWell: Studying Change in Glasgow's East End*' project was established in 2011, allied to the existing GoWell programme, and aimed to assess the impacts of the Games and associated regeneration activity upon the health and wellbeing of the host communities in the East End of Glasgow. The GoWell East programme has also produced a number of reports and papers. A brief overview of the key findings is set out here, but these can be downloaded in full at <http://www.gowellonline.com/goeast>.

It is difficult to disentangle completely what can be attributed to Glasgow 2014 investment and legacy, and what is the product of the wider regeneration programme. However, a number of investments and programmes were complete in advance, or shortly after, the Games and explicitly designed or phased to support Glasgow 2014.²⁷ Additional funding provided to Clyde Gateway between 2012 and 2014 helped ensure that these Games-related projects were completed. In addition, by 2015, approximately 40 legacy programmes were active in the area. These varied widely in their objectives including improving sport facilities, sports club development, coaching and

²⁷<http://www.clydegateway.com/downloads/Building%20the%20Legacy%20-%20web%20version.pdf>

volunteering programmes, improving the physical environment, active travel, employability and work.

Key findings from Glasgow 2014

New research suggests that significant further progress on the Clyde Gateway programme is evident post-Games. What Works Scotland undertook a case study on Clyde Gateway at the mid-point of the 20 year programme.²⁸ This research sets out a description of activity and assessment of progress. The authors conclude that strong progress has already been made and the effectiveness of the approach can be attributed to a number of features including:

- ✚ A long term commitment to a holistic transformation of the Clyde Gateway area
- ✚ Substantial levels of public and private investment (approaching £1 billion).
- ✚ Early wins to build momentum and overcome early scepticism
- ✚ Clear leadership (by Clyde Gateway URC), driven by a small and committed team.
- ✚ First class partnership working by the Clyde Gateway team who actively seek to work collaboratively with partner organisations and the Clyde Gateway's communities.

Key performance measures for Clyde Gateway are being monitored over a twenty year period. Between April 2012 and March 2017:²⁹

- ✚ 239 hectares of derelict and contaminated land had been remediated, 63,664 square metres of Business Floor Space was completed and 2,456 residential units had been constructed.
- ✚ 5,106 new jobs had been brought to the area, of which 1,103 (22%) were filled by local people, 1,940 had participated in employability programmes and 980 businesses had been supported.
- ✚ 4,665 people had participated in Clyde Gateway community engagement events and 136,990 had participated in additional learning/health/sports capacity building.

The most recent survey findings from the GoWell East Study lend further support to the success of regeneration efforts. As set out above, the full findings of the survey work can be found at <http://www.gowellonline.com/goeast>, but key findings in regard to physical regeneration include:

- An increase in neighbourhood satisfaction, with over four fifths (83%) of GoWell East respondents either very or fairly satisfied with their neighbourhood in 2016. This is an increase of 13%, from 70% in 2012.
- ✚ The number of participants who felt they could influence decisions affecting their local area increased from 37% in 2012 to 45% in 2016. This is nearly twice the national rate.
- ✚ The number of participants who said that they felt safe walking in their neighbourhood after dark increased from 52% in 2012 to 72% in 2016. The latter is higher than the rate for Glasgow (67%) and very close to the national figure (74%).

²⁸ [What works in economic regeneration: Clyde Gateway Urban Regeneration Company, April 2017](http://www.clydegateway.com/CLYDEGATEWAYANNUA%20REPORT201617%20WEB.pdf)

²⁹ <http://www.clydegateway.com/CLYDEGATEWAYANNUA%20REPORT201617%20WEB.pdf>

- ✚ Neighbourhood environmental quality is seen by residents to have improved over time with the number of people rating local parks and green spaces as good increased from 75% to 80%.
- ✚ The identification of environment-related neighbourhood problems has reduced over time. For example, the number of people identifying vacant and derelict land as problematic has fallen from 54% to 27%; rubbish and litter lying around has fallen from 79% to 64%; and vandalism, graffiti and property damage has fallen from 79% to 41%.

However, standards of environmental care, cleanliness and maintenance remain problematic for the area and are a concern for the future. In 2016, nearly two thirds of people still reported rubbish or litter lying around as a slight (41%) or serious problem (23%). Overall, local environmental problems such as street litter and property damage remain much more commonly identified in the study area than in other similar areas (64% compared to 45% in the case of litter; 41% compared to 19% in the case of vandalism).

Another important aspect of the regeneration effort was the development of the former Athletes' Village to achieve a mixed community and to provide high quality housing for local people. As part of the GoWell East programme a survey of 310 residents in the former Athletes' Village was conducted to assess whether that aspiration is being met from the residents' perspective.³⁰ The full report is available on the GoWell East website³¹, but of particular note is that:

- ✚ 58% of *social renters* came from a location in the East End of Glasgow, with 28% of all social renters having a prior connection to the immediate area of Dalmarnock.
- ✚ In contrast, a quarter of *owners* (24%) came from the East End, with 13% having a prior connection to Dalmarnock.
- ✚ Levels of dwelling satisfaction are very high at 97% of social renters and 98% owners either very satisfied or satisfied.
- ✚ Levels of neighbourhood satisfaction among Village residents are also very high, with 90% of social renters and 96% of owners either very satisfied or satisfied.
- ✚ The vast majority of residents considered the environment to be quiet and attractive (89% of social renters and 95% of owners).

Most residents rated their Athletes' Village dwellings very positively and derive benefits such as feelings of control and personal progress from their homes. The predominant view among both owners and social renters is that the Village is a harmonious place where people from different backgrounds get on well together. The survey showed that both owners and renters used local sports facilities and libraries; however owners were more frequent users of both.

This research and further qualitative work³² suggests that the long term sustainability of the Village look promising. Residents had few or no regrets about moving to the Village, many would recommend it to their friends and family and most respondents said they wanted to stay in the long term, although sometimes this was conditional on their concerns being addressed.

³⁰ http://www.gowellonline.com/publications/437_achieving_a_sustainable_mixed_community

³¹ http://www.gowellonline.com/assets/0000/3936/Achieving_a_sustainable_mixed_community_-_survey_athletes_village.pdf

³² Village Life: The Early Experience of Living in the Commonwealth Games Athletes' Village Development' (forthcoming on the GoWell East website)

For social renters, future hopes and expectations were around the area being good for families, free from antisocial behaviour, safe and clean. For owners, continued investment in the area's amenities and maintenance was important, as was the ability to live in the area longer-term.

Among social renters, the main concern for the future was a potential rise in antisocial behaviour among children and young people. Among owners, the main concern for the future was that the regeneration would stall, leaving the Village development isolated. Shops, or a lack thereof, were identified as the most problematic local amenity. Children's play areas were also commonly cited as poor in the case of social renters and social amenities like cafes and pubs in the case of owners.

A separate small scale qualitative study with 20 long-standing Dalmarnock residents³³ gathered some perceptions of neighbourhood changes in the host community two years on from the Games. Overall:

- ✚ There was general agreement that Dalmarnock has been transformed physically in the past decade, with physical changes largely attributed to Glasgow 2014.
- ✚ However, long-term residents, who had lived through a period of disruption, felt that their experiences and hardships have not been adequately acknowledged by city leaders and there was a general perception that momentum has been lost since the Games.
- ✚ While the major housing development of the Athletes' Village was seen as successful in accelerating the re-population of Dalmarnock, the development is seen to place considerable pressure on local services and there was some sense of a social disconnection between the village and the rest of Dalmarnock. This will need continued monitoring in the medium to long term.

Key lessons and developments

Long-term investment in regeneration that harnessed the opportunity of a major event shows clear signs of success in Glasgow and a number of conditions needed to be in place to make that happen. These included a long-term financial commitment, sustained levels of public and private investment, high quality leadership and high levels of collaboration between partner organisations and the community. The results on community engagement in the GoWell East Study are particularly interesting, sitting at twice the national average by 2016. There appear to have been major gains for local residents in terms of feelings of local empowerment, which are not only good for the reputation and future prospects for the area, but also for wellbeing.

There are substantial and welcome improvements in many housing and regeneration outcomes in the GoWell East study area including on satisfaction with neighbourhoods, pride in the local area, employment rates and the perceived prospects for a sustainable future. However, there are less encouraging results on volunteering, physical activity and cultural engagement (see chapters 5 and 7). While some of these results may be partly due to methodological factors, they nonetheless raise the question about the extent to which event-led regeneration, or indeed any regeneration programme, can realistically be expected to change some behaviours fundamentally, particularly given recent experiences of welfare reform and the relatively poor health of those living in the area. In a long term analysis of outcomes across housing and regeneration areas in Glasgow as part of the wider GoWell programme, health outcomes showed least improvement over time.³⁴

Overall the development of the former Athletes' Village appears to have achieved a mixed community, with high quality housing for local people in a sustainable environment. Those living in

³³ http://www.gowellonline.com/publications/438_after_the_event_perceptions_of_change_and_perceived_fairness

³⁴ http://www.gowellonline.com/assets/0000/3939/GoWell_health_over_time.pdf

the former Athletes' Village are very positive about their experience of living there. Nonetheless, some evidence suggests there may be some differences and perceived tensions between the older and newer communities in the area. Ensuring that all residents can see and feel the benefits of regeneration and the effort continuing in the years post-Games will be critical

The long term development of the area continues through the work of Clyde Gateway and partners.³⁵ Recent and new developments in the immediate vicinity include two new parks, Cuningar and Camlachie, two new business parks, a range of office developments, a new care home, the Legacy Hub as well as the other mixed tenure housing developments in the area. The pedestrian and cycle-bridge spanning the River Clyde between the new neighbourhood at the former Athletes' Village in Dalmarnock and the Cuningar Loop in South Lanarkshire allows residents and visitors to access a wide range of activities in the park including play areas, bouldering, bike tracks and boardwalk areas. Further, the national government's focus on inclusive economic growth has produced a synergy between national policy and Clyde Gateway's approach, with access to good jobs as one of the top priorities of local people. This has provided some further momentum to ensure barriers are lowered, people and land enter into the economy, tax receipts are generated and public expenditure is reduced.

Glasgow City Council has gained much experience from the City Council's management of the delivery of the Athletes' Village development.³⁶ The Council's Canal and North Project Team, which includes the Sighthill housing development, cites numerous examples where the Team has learned lessons from the experience of the Athletes' Village development. The leadership and continual engagement with a wide variety of partners including the Organising Committee, Social Work Services, the private sector housing consortia – City Legacy – and numerous Registered Social Landlords was cited as a key success factor in the case of the Athletes' Village.

³⁵ <http://www.clydegateway.com/CLYDEGATEWAYANNUA%20REPORT201617%20WEB.pdf>

³⁶ Communication from Glasgow City Council, February 2018

CHAPTER 5: SPORTS INFRASTRUCTURE, SPORTS PARTICIPATION AND PHYSICAL ACTIVITY

The evidence from previous major events

Theories on how major sporting events impact on population levels of sport and physical activity participation tend to focus on individual level factors. It is suggested that major sporting events can influence participation through a 'demonstration effect' i.e. inspiring increased frequency of participation by existing sports participants; renewed participation in lapsed participants and new sport uptake by existing participants. For those who are currently sedentary or "pre-contemplative" the review found that encouragement to consider involvement in physical activity could be fostered by a "festival effect" in a celebration that transcends purely sport.

The international evidence for a relationship between hosting major sporting events and improving population level sports participation and physical activity is inconclusive at best and research to date would suggest that this should not be the sole, or primary, aim of hosting major events.³⁷ However, a systematic review concluded that while there is no evidence for an 'inherent demonstration effect', a potential demonstration effect might deliver increases in frequency of sport participation and re-engagement of lapsed participants if 'properly leveraged' by organisers.³⁷

The London 2012 Olympic legacy evaluation reported increases in sport participation that were attributed to the impact of the event and legacy programmes. However, subsequent data have shown some decline in sport participation, although much of the increase since 2005/6 has been retained. The House of Lords Select Committee report on Olympic and Paralympic Legacy interpreted this data as evidence that a step-change in participation levels has not occurred.³⁸

However, major sporting events commonly leave an infrastructure legacy and there can be a boost to host nation sporting performance. The 'white elephant' risk of disused, or poorly used, venues post-event is thought to have become less of an issue as awareness has increased of the importance of early planning for post Games use. Careful planning and embedding of legacy activities in existing strategies on sport and physical activity are required alongside a comprehensive and cohesive long-term vision for event venues to ensure their long-term use by communities. The literature also shows there is no *inevitable* improvement of grassroots active infrastructure from hosting major multi-sports events; rather it must be planned for.³⁹

Evidence of how hosting a major sporting event impacts on the sporting performance of the host nation is limited. High performance sporting success is influenced by many factors beyond the control of government and partners. There is evidence from the evaluation of the London Olympics 2012 that the performance of Team GB was enhanced as a result of London hosting the event. This was considered to be a result of increased funding and performance development programmes which led to more careful monitoring and improvement in talent identification and greater support for high performance athletes, sports and science medicine and high performance coaching development.

Key findings from Glasgow 2014

Infrastructure

- ✚ Scotland's infrastructure for high performance sport had clearly been enhanced since 2008. These facilities are of a standard to host international competition across a range of sports

³⁷ Weed M (et al) The Olympic Games and raising sport participation: a systematic review of evidence and an interrogation of policy for a demonstration effect. Sports Management Quarterly (2015) Volume 15 Issue 2.

³⁸ <https://publications.parliament.uk/pa/ld201314/ldselect/ldolympic/78/7802.htm>

³⁹ <http://www.gov.scot/Publications/2015/07/9416/0>

including swimming, diving, cycling, bowling, hockey and badminton. This had contributed to an increased ability to attract international events and competitions, as set out earlier, a total of 57 events of UK or International standing at XX Commonwealth Games venues had been secured and a further 8 events in Glasgow 2014 Commonwealth sports but outwith commonwealth venues (Annex 1).

- ✚ The development and subsequent use of sports infrastructure by local communities has continued and had not faced the difficulties experienced by some other major events. There is evidence of increases in community use and participation. There are now over 6.4 million annual attendances at sports facilities across Glasgow, representing an 18.2% rise since 2009.⁴⁰ Membership of the Glasgow Club health and fitness network has also increased, with adult memberships increasing by 98% from 21,181 to 41,962 between 2009 and 2016⁴¹. Around 71,000 young people are members of Glasgow Young Scot and KidzCard and over 22,500 are juniorsport club members. There has also been an increase in participation in sports programmes. For example, attendances at Glasgow Life's gymnastics pathways programmes have risen from 86,206 in 2015/16 to 114,423 in 2016/17, representing an increase of 32%.
- ✚ There is also evidence of high levels of satisfaction with facilities. According to the Scottish Household Survey, levels of satisfaction with community sports facilities are high and stable at 87% in Scotland and 92% in Glasgow in 2016.⁴²
- ✚ As part of **sportscotland's** national legacy developments, community sport hubs (CSHs) continue to bring together sports clubs and local partners to develop and grow sport in communities across Scotland.⁴³ Since 2010-11 **sportscotland** has invested up to £12 million in the development of community sport hubs across Scotland. There are currently 181 operational hubs across 31 local authorities, with 54% of planned hubs based in schools. At the end of 2016-17 there were 1,248 sports clubs involved with hubs, with 149,803 active hub members, and 14,632 people delivering sport and physical activity in hubs. More detail about the CSHs can be found at <https://sportscotland.org.uk/clubs/what-is-a-community-sport-hub>
- ✚ **sportscotland** has also invested over £9.4 million in 184 projects through the Legacy 2014 Active Places Fund, which aimed to support local communities to improve their physical activity infrastructure, encouraging more people to be active or participate in sport and take pride in their local community.⁴⁴ A wide range of facilities have been match-funded including skate parks, outdoor and adventure facilities, multi-use paths and tennis court upgrades.
- ✚ Increased investment into Scottish governing bodies of sport in the run-up to the Games improved capacity within their pathways to support increases in interest and participation as a result of the Games.⁴⁵ From 2013-14 to 2016-17 Scottish governing body playing membership in the Glasgow 2014 sports increased by 10%. In particular Netball Scotland, Scottish Gymnastics, Scottish Hockey and Scottish Squash have experienced significant long-term increases to their membership base.
- ✚ Since it opened in 2012, over 80,000 members of the public have taken part in Glasgow Sport's accreditation sessions at the Sir Chris Hoy Velodrome. British Cycling's women's led

⁴⁰ Communication Glasgow Life, 2018

⁴¹ <https://beta.glasgowlife.org.uk/news/glasgow-launches-a-legacy-framework-for-city-s-sport-and-physical-activity>

⁴² Scottish Household Survey 2016 (Chapter 8) <http://www.gov.scot/Resource/0052/00525075.pdf>

⁴³ Communication, **sportscotland**

⁴⁴ Communication **sportscotland**

⁴⁵ Communication **sportscotland**

ride 'Breeze' programme in Glasgow has also seen an enormous growth following the XX Commonwealth Games. In 2014/15, the programme delivered six organised rides with 21 participants. In 2016/17, this increased to 124 rides and 658 participants. Across all British Cycling recreational programmes there were 13,006 participants in 2016/17.

- ✚ Developing coaches and volunteers in sport is also a critical component of building capacity to support increases in participation. From 2008-09 to 2016-17, 25,265 people achieved UK Coaching Certificate qualifications at Level 1, 7,306 at Level 2 and 397 at Level 3 in Scotland. To support Sports Governing Bodies to prepare and respond to an anticipated rise in demand following the Games, **sportscotland** developed the Class of 14 coach project. Thirteen of the commonwealth sports engaged in this project and together they trained over 2,500 coaches.
- ✚ Within Glasgow, there are currently nearly 4,000 people participating in sports coaching training through initiatives such as Coach Core, which provides opportunities for young people to deliver sports coaching and events in local communities. Alongside the formal skills development, sport and physical activity provides abundant volunteering opportunities. Over 4,100 volunteers were involved in sports clubs in 2017, a 110% increase on 2009.
- ✚ The findings of the GoWell East survey of residents in the former Athletes' Village explored residents' satisfaction and use of local sports facilities. Residents rated sporting facilities in their area more highly than people in Glasgow as a whole, with 49% saying they were very good compared to 40% across Glasgow. Far more owners (60%) than social renters (29%) reported being users of sports facilities. The vast majority of social renters (88%) who used a sports facility accessed one in the East End, while a quarter (25%) of owner-occupier users accessed a non-local facility. However, this difference in local usage of sports facilities was evident for men but not for women. These data suggest that, overall, residents are making use of the legacy sporting infrastructure.⁴⁶
- ✚ A different story emerges from a small scale qualitative study of long standing residents in the Dalmarnock area who were asked specifically about the Emirates Arena. Although this group saw it as a positive landmark and an attraction for their neighbourhood, few had visited it, citing a lack of knowledge and perceived high costs as their reasons.⁴⁷

High performance sport

- ✚ The impact of the Games on high performance sport is clear, at least in the short-term. A record number of Scottish athletes met the minimum selection criteria for the Games; with Team Scotland fielding its largest ever team of 310 athletes, compared to 202 in Manchester 2002.
- ✚ Team Scotland secured 53 medals – 19 Gold, 15 Silver and 19 Bronze and finished 4th in the overall medal table. This had surpassed their Commonwealth Games target of breaking their previous record 33-medal haul of Edinburgh 1986 and the previous gold medal haul of 11 in Melbourne 2006. These medals were achieved by a record number of medallists, 63 in Glasgow as compared to 37 in Edinburgh 1986. Four new Commonwealth records were set by Scottish athletes and a total of 204 Scottish athletes broke into high performance sport and made their Commonwealth Games debut.

⁴⁶http://www.gowellonline.com/assets/0000/3936/Achieving_a_sustainable_mixed_community_-_survey_atheletes_village.pdf

⁴⁷http://www.gowellonline.com/publications/438_after_the_event_perceptions_of_change_and_perceived_fairness

- ✚ Team Scotland also competed with distinction across all sports in the 2014 Games, fielding athletes and teams in all 17 sports plus the four para sports, and contesting 309 events. They won medals in 10 of the 17 sports and finished in the top eight in 160 events.
- ✚ Scotland has continued to punch above its weight on the world stage. With 81 Scottish athletes selected for Team GB and ParalympicsGB, and 27 Scottish athletes winning 30 medals, Scotland made a significant contribution to Team GB and ParalympicsGB finishing second in the medal tables at the Rio 2016 Olympics and Paralympics. These were record numbers of Scottish medallists and Scots on Team GB and ParalympicsGB at an away Summer Olympics and Paralympics.

Participation

- ✚ Population level survey data on adult sport and physical activity largely show a stable picture over the last few years. The percentage of the population meeting the MVPA physical activity guidelines has remained stable in Scotland at 64%.⁴⁸ For the Greater Glasgow and Clyde area the 2016 figure was 61% which has remained stable over the last two years.
- ✚ In 2016, 79% of the population of Scotland had taken part in sport and physical activity, including walking, in the previous four weeks. The longer view shows a reasonably steady increase over time from 72% in 2007 and 75% in 2011, with rises in adults driven by recreational walking.⁴⁹ Recreational walking rose from 59% in 2012 to 67% in 2016. Adult sports participation (excluding walking) in Scotland has remained pretty constant over time at just over half of the population, 51% in 2016. The comparable figure for Glasgow is 48%.
- ✚ National survey data also show that the frequency of participation in physical activity and sport among those already participating in Scotland has increased since 2007. The proportion of the population reporting frequent participation (on more than 14 days in the past 4 weeks) increased from just over a third (36 per cent) in 2007, to just under a half (48 per cent) in 2016, suggesting that the active are becoming more active.
- ✚ Children's participation in sport was stable in Scotland at 67% in 2013 and 68% in 2016. Girls' sports participation appeared to have declined in 2013 (at 63%) but then showed a rise to 66% in 2015 and a further rise to 67% in 2016. Girls adherence to the MVPA guidelines⁵⁰, however, had remained steady (65% in 2013 and 65% in 2016) suggesting that the rise in sports participation came from the already active group. Overall adherence to the MVPA guidelines among children has continued to improve slowly.
- ✚ The GoWell East study included an exploration of the impact of the Games on physical activity levels in the locality.⁵¹ The research found a decrease in the percentage of people meeting MVPA guidelines between 2012 and 2016 from 62% to 53%. Nonetheless, the 2016 figure is close to the national figure for adults living in the most deprived quintile of neighbourhoods across Scotland (54%). The fall is not explained by a change in the local population. The wider literature on the demonstration effect suggests some effect can be seen in the build-up to a major event or 'pregnancy' period, and it is likely that these findings reflect that. An earlier prospective assessment highlighted the potential challenges in increasing levels of physical activity among residents, in particular because there are many adults in the area with long-term health problems.⁵²

⁴⁸ <https://beta.gov.scot/publications/scottish-health-survey-2016-summary-key-findings/>

⁴⁹ <http://www.gov.scot/Publications/2017/09/9979/345327>

⁵⁰ CMO children's guidelines are for at least 60 minutes of physical activity a day.

<http://www.gov.scot/About/Performance/scotPerforms/partnerstories/Outcomes-Framework/CMO-Guidelines-CHILD>

⁵¹ Please note the GoWell East findings are based on slightly different questions than the population level figures quotes elsewhere

⁵² http://www.gowellonline.com/assets/0000/3691/Prospective_Assessment_of_Active_Legacy.pdf

- ✚ However, the GoWell East study did find that the proportion of residents walking in their local area had increased from 40% in 2012 to 55% in 2016. In addition, people in the area were more likely to use active travel than the general population of Scotland, with the rates remaining relatively stable in the east end between 2012 and 2016 at 33% and 35% respectively. The corresponding rates for Scotland as a whole are 16% and 15%. Rates of active travel continue to increase and remain higher than city and national rates. This may reflect the location and the socio-economic profile of the resident population, but improvements to the local environment and infrastructure for active travel (paths and cycleways) delivered as part of regeneration, may also have contributed to this outcome.

Key lessons and developments

It is clear that XX Commonwealth Games partners have optimised the opportunities from the new and improved infrastructure both for attracting major events and championing community use. There has been significant success in attracting other major international and national events, with more events also at the bidding stage. Further, all new and refurbished Games venues were completed and opened to the public in advance of the Games and there was rapid reopening post Games with all venues once again available to the public within 12 weeks of the Closing Ceremony.

In terms of high performance sport, the legacy has been to ensure an infrastructure of well-defined performance pathways to help achieve success at future Games.⁵³ In the run-up to the Commonwealth Games **sportscotland** developed the Mission Control process. It supported the long-term development of Scottish governing body of sport performance systems and identified and tracked actions for improvement in the run up to Glasgow 2014. The main focus for improvement was medal success and the delivery of key performance outcomes. Since 2014 **sportscotland** has continued to develop and refine the Mission Control process, focusing on building performance pathways that deliver medal success at Major Games, including the 2016 Olympics and Paralympics, the 2018 Winter Olympics and Paralympics and the 2018 Commonwealth Games. A number of athletes and team have used Glasgow Life venues (including Tollcross Pool and the National Hockey Centre) for their preparation for the Gold Coast Games 2018.

The international evidence shows that hosting a major event is not, in and of itself, likely to have an automatic, positive impact on population levels of sports participation and physical activity. There are so many factors that influence the nature and levels of both. Overall, the XX Commonwealth Games has not resulted in a step change in population levels of physical activity in Scotland. However, overall participation rates have remained relatively stable in Scotland and there is evidence that those already active are more active.

The Health and Sport Committee at the Scottish Parliament concluded in its interim report that they saw 'no current evidence on an active legacy from the 2014 Games' and in its final report asked the Scottish Government whether it considers an active legacy can still be achieved.⁵⁴ This final Glasgow 2014 legacy analysis suggests that the results are more nuanced and there is evidence of improved infrastructure (places), resources (people), increased participation at Glasgow Life venues, new pathways and increased opportunities. Further, hosting major events provides some pace and momentum for existing or new Physical Activity Strategies, in particular by grasping the opportunities offered by the new infrastructure (places) and new resources (people).

In this spirit, key partners involved in legacy considered the event as an opportunity to provide momentum to their strategic work on sport and physical activity. The Scottish Government's launch of the Physical Activity Improvement Plan (2014) and the Active Scotland Outcomes Framework

⁵³ Communication, **sportscotland**

⁵⁴ <https://digitalpublications.parliament.scot/Committees/Report/HS/2017/5/3/Sport-for-Everyone-Interim-Report>

(2015)⁵⁵ aimed to provide a broader strategy for physical activity that could ride the momentum of the Games, based on the Toronto Charter.⁵⁶ The Charter is a call to all countries to help make physical activity a priority for all.

The Active Scotland Outcomes Framework has increased in importance since 2015, as all policy and practice in sport and physical activity across Scotland is increasingly becoming aligned to the outcomes. Delivery of the framework is moving forward under four themes co-produced by partners (Active Society, Active Places, Active Lives and Active Systems). These themes align with the WHO strategic objectives in the Draft Global Action Plan on Physical Activity 2018-2030.⁵⁷ This activity will be overseen by the Active Scotland Development Group which includes senior members of relevant partners and reports to the Minister for Public Health and Sport.

Figure 2 – Street Soccer

“Street Soccer Scotland has been a proud partner of Legacy 2014. Through investment and support from the Legacy team, we have been able to grow our operations across Scotland. From operating mainly across Glasgow and Edinburgh, we expanded to Aberdeen, Dundee and set up additional projects in Renfrewshire and Inverclyde. We also created dedicated Women’s and Young People services as a result of the partnership. The support from Legacy 2014 also increased our sustainability by investing in key staff, allowing us to create new opportunities for partnerships and investment. A recent independent study from Regeneris, reported that during 2016, our Social Return on Investment was £10 for every £1 spent.”

David Duke, Founder of Street Soccer Scotland.

The Legacy 2014 Physical Activity Fund also aimed to share learning on effective interventions and effective and efficient scaling up and delivered through an on-line toolkit for practitioners called THRIVE⁵⁸. The evaluation of the Physical Activity Fund explored activity levels of beneficiaries and showed considerable success in both recruiting previously inactive people and in helping previously inactive people to undertake some activity⁵⁹

Since the Games, legacy funding has continued for active legacy projects. This has allowed the expansion and development of some interventions and organisations (see for example Street Soccer in Figure 2). Further, and in line with the evidence, a Legacy 2014 Physical Activity Fund of £1 million was awarded to Spirit of 2012 in 2015 to scale up and sustain or mainstream projects that were already addressing the issues of getting the inactive active and supporting the active to stay active (Figure 3).

Figure 3 - Legacy 2014 Physical Activity Fund

The Legacy 2014 Physical Activity Fund supported almost 8,000 people in 11 communities in Scotland to become more active and learning from the Fund has helped grow a body of evidence about what works in helping the inactive become active, and start their active journey. The Fund supported Active Scotland outcomes and achieved the following:

- 1 in 3 participants increased their overall level of activity
- 32% met or exceed the recommended minimum of physical activity
- Increased the average number of days active per person

The Fund also had a positive impact on wellbeing with participants reporting increased happiness, reduced anxiety and improved life satisfaction. Through the Fund we learned:

- ✓ Person centred approaches work best
- ✓ Small changes make the biggest difference
- ✓ Becoming active is a journey
- ✓ Getting active is a series of small steps

⁵⁵ <http://www.gov.scot/About/Performance/scotPerforms/partnerstories/Outcomes-Framework>

⁵⁶ <http://www.paha.org.uk/Resource/toronto-charter-for-physical-activity-a-global-call-for-action>

⁵⁷ http://www.who.int/ncds/governance/physical_activity_plan/en/

⁵⁸ <http://thrivetoolkit.org.uk/about/>

⁵⁹ Spirit of 2012 (2016) Legacy 2014 Physical Activity Fund Programme Evaluation

In November 2016 Glasgow Life launched their Legacy Framework for Sport and Physical Activity.⁶⁰ The Framework sets out the City's plans for broadening and extending the legacy of the Games beyond the period of the City's Glasgow 2014 Legacy Framework 2009-19. This Framework seeks to support and encourage involvement in both sport and physical activity across Glasgow, with a refreshed focus on the physically inactive. Alongside the launch of the Framework, Glasgow Life has widened the membership of the Glasgow Sport and Active Group to include those organisations and people leading on strategies in support of physical activity such as the Glasgow's Strategic Plan for Cycling, Glasgow's Play Strategy and Glasgow's Open Space Strategy. It is envisaged that the extended group will work over the next two years to develop an overarching physical activity strategy for the City.

⁶⁰ <https://beta.glasgowlife.org.uk/news/glasgow-launches-a-legacy-framework-for-city-s-sport-and-physical-activity>

CHAPTER 6: INTERNATIONAL REPUTATION AND CIVIC PRIDE

The evidence from previous major events

There is a relatively limited evidence base on the effect of hosting a major multi sports event on international reputation. The evidence review found some empirical evidence that the international perception of host places as tourist destinations and places to do business has been enhanced post Games.

The evidence review also found that media coverage is fundamental to how an event is perceived. Translating this media opportunity into a positive reputational boost requires the delivery of a successful event. Harnessing this potential boost for any long term reputational change requires a long term approach to place branding that is linked to the host place's wider social and cultural environment.

The review also found while there is much written on the link between major sporting events and civic pride, the literature contains few empirical studies that have addressed the question. This limited literature finds some evidence that events can create a 'feel-good' boost in civic pride and community participation during and in the immediate aftermath of the event.

Glasgow 2014 approach

A Games Health Impact Assessment carried out in 2012 found that boosting civic pride was one of the top anticipated long term benefits of the Games among Glasgow residents.^{61,62} Actions to boost civic pride recommended included ensuring adequate opportunities for community involvement and harnessing the pride residents have in their city by ensuring sufficient opportunities for all to participate in an ambassadorial role. Major opportunities for community involvement and participation, in Glasgow and across Scotland, came from the Queens Baton Relay (QBR), the Glasgow 2014 Cultural Programme, Event Scotland's four year 'Games for Scotland' programme and the Big Lottery Celebrate programme.

Key findings from Glasgow 2014

- ✚ The Games achieved a global broadcast audience across Africa, Americas, Asia, Caribbean, Europe and Oceania. More than 30 individual broadcasting rights deals ensured a wider international coverage than any previous Commonwealth Games. The Games were broadcast across the Commonwealth, and, for the first time, daily highlights packages were shown by the CBS Sports Network in the USA and TV Asia, widening the global audience. It is estimated that the global audience reached by the Games was over 1 billion worldwide through a range of international television and radio channels.
- ✚ Broadcasters Audience Research Board (BARB) figures indicate over 35 million people in the UK watched the Games – 61% of all TV viewers in the UK.⁶³ This was higher than the audience for previous Commonwealth Games in Delhi and Melbourne. In Scotland, 78% of TV viewers watched the Games (3.6 million people)
- ✚ Cultural and sporting events at the Hydro have helped increase reputation of Glasgow as a city that can host international events and celebrities. Glasgow is currently home one of the busiest music arenas in Europe (see Figure 4).

⁶¹ <http://www.glasgow.gov.uk/CHttpHandler.ashx?id=2036>

⁶² <http://www.nhsggc.org.uk/media/225703/Commonwealth.pdf>

⁶³ OFCOM (2014) Glasgow 2014 Commonwealth Games: Media Consumption Research

- ✚ The Nation Brands Index (NBI)SM is the key source of evidence on Scotland's international reputation.⁶⁴ Data for Scotland has been collected since 2008. The NBI examines the image of 50 countries by looking at a country's reputation on six dimensions: exports, governance, culture, people, tourism, and investment and immigration. The index shows improvements over time in Scotland's reputation and for its reputation for culture and sport in particular.
- ✚ Scotland's overall score on the Nations Brand Index in 2016 was 62.2 and rank of 15th, showing that Scotland continues to have a strong reputation abroad. This is the highest score Scotland has received from the available data⁶⁵ since the baseline study of 2008. Scotland's relative rank has improved by two places since 2014. Perceptions of Scotland are generally highest amongst Commonwealth and English speaking countries. Broadly, analysis of the NBI data indicates a relationship between familiarity and favourability – the higher the awareness of a nation among panellists, the more favourable they tend to be. The increased awareness or international familiarity with Scotland in 2014 is likely to be linked to the increased favourability reflected in the score improvement.
- ✚ Of particular relevance here, the Culture dimension of the NBI measures three elements of a country's cultural reputation: cultural history and heritage, contemporary culture and sporting excellence. Scotland's rank for Culture was higher in 2016 (16th) than in 2014 (19th), along with an increase in score of one point. Particularly worthy of note is that Scotland's ranking for excellence in sports is much higher in 2016 than it was in 2014 (up 5 places) and Scotland's rank for contemporary culture was also higher in 2016 than in 2014, increasing by three places, along with a slight increase in score.
- ✚ The Ernst and Young Attractiveness Survey published in 2016 suggested there was a "halo effect" from events including the XX Commonwealth Games and the Ryder Cup that may have resulted in "abnormally high" levels of investment into Scotland in 2015.⁶⁶
- ✚ For Glasgow, there is some indication that its international profile has risen since 2008, in particular its reputation as a host of sporting events. For example, in 2016 Glasgow was ranked number 5 in the world on the Ultimate Sport Cities Index, up from 9th in 2012.⁶⁷ Glasgow also won the sport tourism category in the 2016 World Travel Market Global Sport Tourism Awards.
- ✚ Cultural and sporting events at the Hydro have helped increase reputation of Glasgow

Figure 4 – The Hydro

The Hydro has hosted around 140 cultural and sporting events each year, including the World Artistic Gymnastics Championships in 2015. The venue is also amongst the busiest music arenas in Europe and in 2016 **was the eighth busiest music arena in the world in terms of ticket sales**. The visitor expenditure associated with the Hydro has also supported the on-going regeneration of the Riverside and the wider Finnieston area, with the Times newspaper naming Finnieston as 'the hippest place to live in the UK' in early 2016

'indirectly the exposure that both Glasgow and the SECC has secured from the media hype surrounding the Commonwealth Games has opened the doors for major events such as the MOBO Awards for 2015, the MTV European Music Awards, the BBC Sports Personality of the year and the hundreds of concerts and live entertainment events lined up in the years ahead. The success of The Hydro in attracting quality entertainment opportunities to the city has a major knock on effect for the broader tourism industry in Glasgow. Burgeoning restaurant trade in the near vicinity of the arena, new hotels and much improved retail confidence are signs that the arena is well on the way to achieving its objectives for the city.'

John Langford, Director of Live Entertainment at the Hydro, 2014.

⁶⁴ <http://www.gov.scot/Publications/2017/02/4401/1>

⁶⁵ Scotland participates in the Nations Brand Index every 2 years

⁶⁶ <http://www.ey.com/uk/en/issues/business-environment/ey-attractiveness-survey-2016-scotland>

⁶⁷ <https://www.glasgow.gov.uk/index.aspx?articleid=19380>

as a city that can host international events and celebrities. Glasgow is currently home one of the busiest music arenas in Europe (see Figure 4).

- Further, building on the legacy of the XX Commonwealth Games, Glasgow has attracted 31 UK and international conferences in the sports and sports science sectors since summer 2014, through until 2021. Combined, these 31 conferences are expected to attract more than 11,000 visiting delegates and generate an estimated £14 million for the city's economy.⁶⁸

. Civic pride and participation

- The XX Commonwealth Games enjoyed high levels of public support across Scotland, Glasgow and the East End of Glasgow. People in Scotland believe the longer term impact of the Games will be positive⁶⁹ – with improved facilities, regeneration, tourism, enhanced civic pride and international reputation commonly mentioned as anticipated benefits. Evidence from a range of sources⁷⁰ shows Glasgow residents did embrace the Games, and the majority were supportive of the Games coming to Glasgow and anticipated lasting benefits.
- The GoWell East study showed positive impacts of the Games and regeneration on local civic pride in the study area.⁷¹ Pride in the local area increased from 60% to 74% between 2012 and 2016 and pride in the city of Glasgow increased from 87% in 2012 and to 91% in 2016. Attitudes to the Commonwealth Games appear to have become less strongly positive over time, although this is largely due to an increase in neutral attitudes, with no increase in opposition to the hosting of the Games in the light of residents' experience. Perceptions that the Games had a positive impact were highest among recent residents, suggesting that the Games may have played a role in boosting the attractiveness of the area to newcomers. By 2016, 41% felt that the Games had had a positive impact upon their families. However, this was lower than the 56% who said that they expected a positive impact in 2012.

Key lessons and developments

It is plausible that hosting the XX Commonwealth Games and the Ryder Cup has had an impact on international reputation, particularly given the rise in the cultural domain of the NBI in 2016. International reputation features to some extent in the legacy plans of other major sporting events. The XX Commonwealth Games experience suggests that this is a legitimate and achievable aspiration for a major event if the event delivery is deemed a success. Extensive and positive media coverage of a successful event is likely to be a key driver for improvements in international reputation.

Similarly with civic pride, there were high levels of public support for the hosting of the XX Commonwealth Games and high levels of pride in the areas most immediately affected by the preparation and delivery. Increasing civic pride also appears to be a legitimate and achievable legacy aspiration for host cities and nations if the event is considered to be a success.

⁶⁸ Communication, Glasgow City Council

⁶⁹ TNS Omnibus Survey March 2015. When asked 'now that the commonwealth Games are over, what, if anything, do you think will have changed because of them? Only 3% of unprompted answers were negative.

⁷⁰ OFCOM (2014) Glasgow 2014 Commonwealth Games: Media Consumption Research, Glasgow Household Survey and Scottish Household Survey

⁷¹ Monitoring the Impacts of the Commonwealth Games and Regeneration on the East End of Glasgow: Headline Indicators 2012-2016 (forthcoming on the GoWell East website)

CHAPTER 7: CULTURE

Evidence from previous major events

Evidence, mainly from the evaluation of the London 2012 Olympiad, indicates that there can be a large surge in short-term cultural engagement, reaching a broad geographic area. It is less clear whether this engages both those already with cultural interests as well as those not usually engaged, or if this translates into sustained cultural engagement.

It is plausible that widening the range of cultural opportunities helps engage those not interested in sport in major events. Previous major sporting events have seen equal or greater participation in the cultural events compared to the sporting events.

There is some evidence that the scale and reach of cultural programmes associated with major events can support development of the cultural and wider creative industries sector. One example is the development of new partnerships at strategic and project level, with the potential to sustain these beyond events.

Glasgow 2014

From the outset there was a clear commitment to the XX Commonwealth Games being both a sporting and cultural event. The Glasgow 2014 Culture Programme was unprecedented in scale with national and local programming and events. It had a Scotland wide, year long, programme called Culture 2014 and a citywide Games time celebration called Festival 2014.

The key programme was the Glasgow 2014 Cultural Programme. It was a national programme of new work by world-leading and emerging Scottish and international artists. The programme consisted of two strands: Culture 2014, a nationwide programme which ran throughout the year; and Festival 2014 a citywide programme which took place during Games time, from 19 July to 3 August 2014. It was intended to be a key part of the Games experience for spectators, visitors and residents, showcasing Scottish culture alongside creative work from the Commonwealth.

The broad aims of the cultural programmes were to create world class new works; strengthen the cultural sector; promote a contemporary image of Scotland and widen the audience for the Games to those uninterested in sport. Festival 2014 was also intended to contribute to the excitement and atmosphere in Glasgow during Games time, promoting the city as 'open for business'. The Glasgow 2014 Cultural Programme was delivered through a partnership between Creative Scotland and Glasgow Life; with National Lottery, Scottish Government and Glasgow City Council funding a total programme budget of £13.2 million

Key findings from Glasgow 2014

- ✚ The evaluation of the Glasgow 2014 Cultural Programme found it was unprecedented in scale compared to any previous cultural celebrations in Scotland.⁷² The programme contained over 3,000 performances and 3,600 exhibition days and was delivered by over 10,000 artists and arts and culture professionals, supported by almost 4,000 volunteers.
- ✚ The evaluation concludes this represents a step change in terms of Commonwealth Games cultural programming and the status of the culture elements within the overall Commonwealth Games event. From 2022, a cultural programme will be part of the formal criteria for judging bids by the Commonwealth Games Federation.

⁷² BOP consulting (2015) Glasgow 2014 Cultural Programme Evaluation: Overarching Report. Creative Scotland and Glasgow Life

- ✚ Attendance at cultural events and participation in cultural activities were high – the programme attracted an estimated 2.1 million attendances and 600,000 participants. Notable elements of the programme aimed at inspiring participation at scale included Get Scotland Dancing and Big Big Sing. Over 8 in 10 projects in the Programme reported that some or all of their activities were provided free of charge.
- ✚ There is evidence from the aforementioned Games Time Visitor Survey that Festival 2014 contributed to broadening engagement experiences of those who did attend. One in six (14%) visitors reported they had experienced cultural activities and events that were previously unfamiliar. This increased to 23% among residents of Glasgow. And there is evidence from a range of sources of a high level of satisfaction and enjoyment among participants in Games related cultural events. Around nine in ten (92%) adults were culturally engaged in 2016, either by attending or visiting a cultural event or place or by participating in a cultural activity.
- ✚ The evaluation of the Glasgow 2014 Cultural Programme also found producer capacity in Scotland has been developed in the cultural sector, and the programme provided a showcase for predominantly Scottish art (in contrast to other high profile cultural programmes in Scotland like the Edinburgh International Festival).
- ✚ The GoWell East study showed that overall adult engagement in cultural events decreased between 2012 and 2016 from 88% to 75%. When cinema attendance is excluded, 86% of adults engaged in at least one of the remaining activities in 2012 compared with 63% in 2016. The decline in cultural attendance among participants contrasts with a slight increase in cultural attendance in the most deprived areas across Scotland over a similar period (2012-2016). However, the rate of cultural attendance among adults in the study area in 2016 (63%) is similar to that recorded for adults in deprived areas in 2015 (62%)⁷³.
- ✚ A recent review of Glasgow's cultural sector⁷⁴, found that the scale and growth in Glasgow's cultural sector over recent years has been strong, especially in 2014/15. The report notes that in addition to Glasgow's cultural offering continuing to serve audiences from all over Scotland, attendance by Glasgow residents is rising, with attendance and participation by Glasgow's residents, despite social challenges, at the Scotland average. In 2016/17, Glasgow had 149 days of festivals, including specialist off season events, drawing almost a million visits, out-performing comparable English cities in inbound leisure tourism.

Key lessons and developments

The momentum provided by the XX Commonwealth Games has been important for those working in the cultural sector in Scotland and in Glasgow. The networks and capacity built and the experience gained from 2014 allowed partners to fast-track the design of the cultural programme for the 2018 European Championships. Further, the existence of a well-developed delivery model for staffing, budgeting, curatorial and engagement frameworks have been invaluable.

A key lesson from Festival 2014 delivery was the potential to improve administrative and management capacity within Black and Minority Ethnic arts organisations to enhance their ability to submit fully compliant applications for external funding. Through the two-year 'Agent for Change' project, funded by Glasgow Life and Creative Scotland, a Senior Arts Manager has been recruited to proactively engage with and support BME communities and cultural organisations with a specific focus on building capacity within those organisations which submitted unsuccessful applications for Festival 2014.

⁷³ Scotland's People Annual Report: Results from the 2015 Scottish Household Survey Table 13.3, p.243.

⁷⁴ The Cultural Digest 2017 by John Myerscough.

Another area where it was felt improvements could have been made with Festival 2014 was the engagement and involvement of local communities in developing and determining the content of the cultural programme. As a result, participatory budgeting techniques have been used to allocate Festival 2018's 'Our Place Community Fund' for local, community-based cultural activity.

During XX Commonwealth Games, the Organising Committee had used George Square as the venue for its main merchandise outlet. Post Games, it was felt that, having observed visitors gravitating to the Square, not for the purpose of shopping but due to its status as the civic heart of the city, an opportunity for celebration, civic and cultural engagement had been missed. This lesson, along with the successful hosting of the widely attended and welcomed Homeless World Cup 2016 in George Square, has influenced the plans for Festival 2018, where the Square is will act as the main cultural venue and the key outdoor broadcast location.

The Glasgow 2014 Games-time Visitor Survey found that a large proportion of visitors to Festival 2014 events did not attend any of the Games ticketed and/or un-ticketed sports events. In an attempt to introduce Festival 2018's audiences to the event's sports offerings, a 'Go Active' space is being developed in Glasgow Green where audiences can view and sample the Championship sports.

The decision to integrate the pre-existing annual Merchant City Festival (MCF) within the Festival 2014 programme has resulted in sustained improvement in audience numbers and the quality of the cultural offering. The approach was so successful that MCF 2018 has been scheduled to take place from the 9th-12th August 2018 in order that it can be part of Festival 2018 which will run from the 2nd to the 12th August 2018.

CHAPTER 8: SUSTAINING LEGACY AND THE 2018 EUROPEAN CHAMPIONSHIPS

The development of legacy strategies for Glasgow and Scotland spanning a ten-year period was a clear recognition and commitment from the Games partners that persistence would be required after the Games to ensure that legacy was sustained and maximised. The way legacy activity has been sustained has taken different forms across the themes. Overall the importance and benefits of working together across sectors and geographies in order to lever the maximum social and economic legacy from major events has been recognised by Games partners and continues to inform planning for the 2018 European Championships.

Figure 5 - Improved Partnerships and Organisational Capacity

'It would not be an exaggeration to say that Festival 2014 transformed how Glasgow Life works with partners across the arts and cultural sector. The requirement for cultural content, which was both locally accessible and of international quality, led to new approaches in the way we worked with communities, stakeholders and the cultural sector. The Festival 2014 concept was so embraced by the sector, residents, businesses and audiences alike that we have retained and developed it for the Glasgow 2018 European Championships

The success of Festival 2014 has been a key factor in helping us to establish a new creative partnership with the City of Berlin, where institutions of international standing have the confidence and trust to collaborate with Glasgow on joint works such as the British Council funded 'Mix a City' music project. Following a gap of more than 20 years since Glasgow was hailed as the City of Culture, our thriving cultural sector and the success of Festival 2014 have helped to reinforce Glasgow's position on the international stage.'

Jill Miller OBE, Director of Cultural, Glasgow Life.

For Glasgow City Council and the Scottish Government, a key element of maximising the legacy from 2014 was the decision to use the capacity and partnerships to create and deliver, along with co-host Berlin, a completely new multi-sport event.

The learning, skills development, sector development and experience from the XX Commonwealth Games have been key to developing the concept and plans for 2018. For example, the experience and learning from Festival 2014 has influenced the development of the cultural programming (Figure 5).

Further, in contrast to the Olympic and Commonwealth Games model which requires the establishment of a separate company to manage the event (known as an Organising Committee) Glasgow 2018 delivery is being undertaken by a dedicated team based within Glasgow City Council's Chief Executive Department.

In order to ensure continuity between 2014 and 2018, the legacy governance structures which were established for Glasgow 2014 were refocused to oversee the development of legacy projects and action plans for the 2018 European Championships. To assist with planning, a Knowledge Transfer Workshop was hosted in Glasgow in 2015. The event, which was attended by over 70 representatives from legacy partner organisations, provided an opportunity to reflect on the Glasgow 2014 evaluation findings, what had worked well, opportunities missed and priorities for a 2018 legacy.

Following the workshop, the membership and remit of the legacy groups was reviewed and refreshed, with the groups then developing their own action plans. In addition to new projects, partners have sought to refresh existing Glasgow 2014 programmes. For example, many Glasgow 2014 education projects focused on cultural connections between Glasgow and Commonwealth nations. Education Services have been able to tailor these existing learning materials to focus on European cultural connections.

National and local legacy partners and the Glasgow 2018 Team in have also used their collective experience and lessons to address missed opportunities, such as the achieving a more diverse and representative collection of volunteers for Glasgow 2018, maximising the use of civic spaces such as George Square and additional actions to maximise trade and investment opportunities with Europe.

A final note

This final report on the Glasgow 2014 legacy demonstrates that with effective planning, governance and delivery legacy effects are possible, but not automatic or guaranteed. Depending on the social and economic challenges faced by a potential host city or nation, hosting major events can be used a 'catalyst' for what national and local government and their partners seek to achieve. An honest assessment of what can be directly achieved by hosting a major event and what might be possible with the right support or additional investment is critical. Ambitious claims about long term economic impact and population level changes in physical activity may need to be tempered, while other impacts on, for example, international reputation, civic pride and regeneration (where that applies) are potentially achievable. The early planning of the Glasgow 2014 legacy and careful thought about the long term contribution of Games investment have been acknowledged nationally and internationally and the experience has been invaluable in preparing for a new multi-sport event in 2018.

Annex 1

List of events secured in XX Commonwealth Games venues

- Aviva International Athletics 2010 - Kelvinhall
- Strathclyde Park Triathlon - 2010
- Gymnastics Grand Prix Word 2010 - Kelvinhall
- Aviva International Athletics 2011 - Kelvinhall
- Strathclyde Park Triathlon - 2011
- Aviva International Athletics 2012 – Kelvinhall
- Glasgow Gymnastics World Cup 2011 - Kelvinhall
- Strathclyde Park Triathlon - 2012
- Track Cycling World Cup 2012 - Velodrome
- Glasgow World Cup Gymnastics 2012 - Emirates Arena
- Glasgow International Match Athletics 2013 - Emirates Arena
- FINA Diving World Series 2013 - Royal Commonwealth Pool
- National Road Race Championships 2013 - Glasgow City Centre
- British Cross Country Championships 2013 - Cathkin Braes
- Junior Track Cycling World Championships 2013 - Velodrome
- World Youth Netball Championships 2013 - Emirates Arena
- Eight Nations Bowls Championships - Kelvingrove
- Glasgow European Open Judo 2013 – Emirates
- Glasgow World Cup Gymnastics 2013 - Emirates Arena
- Badminton World Federation Grand Prix 2013* - Emirates Arena
- Duel in the Pool Swimming 2013 - Tollcross
- Glasgow International Match Athletics 2014 - Emirates Arena
- British Swimming Championships 2014 - Tollcross
- Hockey Champions Challenge 2014
- Diamond League Athletics 2014
- Badminton World Federation Grand Prix 2014* - Emirates Arena
- Glasgow European Open Judo 2014 - Emirates Arena
- Glasgow World Cup Gymnastics 2014 - Emirates Arena
- British Athletics International Match 2015 - Emirates Arena
- IPC World Swimming Championships 2015 - Tollcross
- Glasgow European Open Judo 2015 - Emirates Arena
- Badminton World Federation Grand Prix 2015* - Emirates Arena
- World Gymnastics Championships 2015 – SEE Hydro
- Indoor Athletic Grand Prix 2016 - Emirates Arena
- Glasgow Gymnastics World Cup 2016 – Emirates Arena
- British Swimming Championships 2016 - Tollcross
- Badminton World Federation Grand Prix 2016* - Emirates Arena
- ITU Para Triathlon 2016 – Strathclyde Park
- UCI Track Cycling World Cup 2016 – Velodrome
- EuroHockey Youth Championships 2016 – National Hockey Centre
- FIH World League 2016 – National Hockey Centre
- Badminton World Championships 2017 – Emirates Arena
- Men's Eurohockey Championship II 2017 – National Hockey Centre
- Grand Masters Hockey European Cup 2017 - National Hockey Centre
- Scottish Open Badminton Grand Prix 2017 – Emirates Arena
- Sirens vs Wasps Netball Super league - Emirates Arena
- Indoor Athletic Grand Prix 2018 - Emirates Arena
- European Swimming Championships 2018 - Tollcross

- European Diving Championships 2018 – Royal Commonwealth Pool
- European Cycling Championships 2018 – Velodrome / Glasgow
- European Triathlon Championships 2018 – Strathclyde Park
- European Gymnastics Championships 2018 – Hydro
- Revolution Champions League 2018 – emirates Arena
- European Indoor Athletics Championships 2019 – Emirates Arena
- European Short Course Swimming Championships 2019 – Tollcross
- Team GB Olympic Event Series Swimming 2020 – Tollcross
- Indoor Athletic Grand Prix 2020 - Emirates Arena

Commonwealth Games sport events secured outwith Games venues:

- IRB 7's 2012 - Scotstoun Stadium
- IRB 7's 2013 - Scotstoun Stadium
- IRB 7's 2014 - Scotstoun Stadium
- IRB 7's 2015 - Scotstoun Stadium
- Mountain Bike World Cup 2018 – Fort William
- Mountain Bike World Cup 2019 – Fort William
- Mountain Bike World Cup 2020 - Fort William
- European Junior Swimming and Diving Championships 2020 – Aberdeen Sports Village



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