



# An Evaluation of Legacy from the Glasgow 2014 Commonwealth Games: Post Games Report

**Commonwealth Games**



**AN EVALUATION OF LEGACY FROM THE GLASGOW 2014  
COMMONWEALTH GAMES**

**POST GAMES REPORT**

**Scottish Government Communities Analytical Services  
Division and the Games Legacy Evaluation Working Group**

Scottish Government Social Research  
July 2015

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## EXECUTIVE SUMMARY

- 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. Participating athletes represented 71 nations and territories and over 2 billion citizens from across the Commonwealth.
- The Games were delivered on time, on budget and enjoyed high levels of public support and participation. At the end of the Games, Glasgow 2014 was hailed as "the standout Games in the history of the movement" by the Commonwealth Games Federation.

### Economic legacy

- Preparation for, and delivery of, the Games supported a substantial amount of economic activity. Overall the Games is estimated to have contributed, in gross terms, approximately £740 million to Scotland's GVA, and approximately £390 million to Glasgow's GVA specifically, over the period 2007-2014. An estimated average of 2,100 jobs per year nationally, and 1,200 jobs per year in Glasgow specifically, were supported over this time period, peaking in 2014.
- These estimates capture the economic impact up to 2014. There will also be a longer term economic impact from the investment in Games related infrastructure. For example, to date, 45 national and international events have been secured using the Games infrastructure, with an estimated economic impact of over £18.5 million. This refers only to events in Commonwealth Games sports and/or in Games venues. Games related infrastructure, and an enhanced capacity and reputation for hosting events, is likely to have also boosted the economic impact of the wider events sector in Glasgow and Scotland.
- The Games attracted approximately 690,000 unique visitors. Evidence suggests that tourism displacement experienced by other host nations of major multi-sport events did not occur in

Scotland in relation to the Commonwealth Games. At the national level, spending by visitors, volunteers and media associated with the Games and its allied cultural programme Festival 2014 supported, in net terms, the equivalent of 2,137 jobs and contributed £73 million to Scotland's GVA in 2014. These jobs and GVA supported figures are included in the total estimates above.

- The economic benefits for Scottish businesses are clear. In terms of contract values, £669 million worth of Tier 1 contracts were awarded. Sixty three per cent of the overall contract value was awarded to Glasgow-based companies and a further 13% to organisations based elsewhere in Scotland. Thus, 76% of overall Tier 1 contract value was awarded to Scottish based organisations.
- The short term risk identified in the literature of business suffering from displacement during Games time seems to have been averted. The deliberate efforts by Glasgow City Council to promote the city to residents and visitors as 'open for business' are likely to have played a part in this.
- There is also evidence that the Games helped ensure a labour market boost among those who would benefit most, as proposed in the legacy plans. It is estimated that over 11,000 young people across Scotland have benefitted from the range of national and local employability programmes implemented in association with the Games.

### Active Legacy

- Scotland's infrastructure for high performance sport has clearly been enhanced since 2008. Facilities that are of a standard to host international competition have been developed across a range of sports including swimming, diving, cycling, bowling, hockey and badminton. This has contributed to an increased ability to attract international events and competitions such as the European Sports Championships in 2018.

- The impact of the Games on elite Scottish sport is clear. Team Scotland fielded their largest team ever with 310 athletes and para-athletes. They won 53 medals – 19 Gold, 15 Silver and 19 bronze, ranking fourth in the overall medal table. This is Scotland’s highest ever medal tally in a Commonwealth Games.
- Early decisions made to ensure that local communities could access opportunities and venues also appear to have paid off. All venues in Glasgow were open in advance of the Games and venues were open quickly after the Games. There is good evidence of increases in community use and satisfaction with the venues.
- There is some evidence of a ‘demonstration effect’ of increased interest in sport and exercise. For example, membership of sports governing bodies represented in the Commonwealth Games has increased, particularly for Netball Scotland, Triathlon Scotland and Scottish Gymnastics. Further, attendance at leisure facilities has increased year on year in Glasgow and Scotland since 2010/11.
- National population statistics also show a recent increase in physical activity in adults (in 2013). This is the first increase for a number of years. Further data are required to determine whether this is the beginning of a positive trend.

### **Civic Pride and International Reputation Legacy**

- The global audience reached by the Games is estimated to have been 1.5 billion worldwide. Over 35 million people in the UK watched the Games – 61% of all UK TV viewers. In Scotland, 78% of TV viewers watched the Games.
- Evidence from the Nations Brand Index (NBI) shows that international awareness of Scotland rose from 62% in 2012 to 65% in 2014. Scotland’s score rose overall and on each of six domains measured. This is the first time there has been an improvement in the Scottish data since it was first collected in 2008. It is plausible that the Games contributed to this boost in international reputation. Glasgow’s international profile as a host city of

international sporting events has risen since 2010. In 2014, Glasgow was ranked eighth best sports city in the world in the Ultimate Sports Cities Index.

- The majority of people in Scotland, Glasgow and the East End of Glasgow supported the Games and anticipate long term positive impacts. The Glasgow Household Survey conducted in 2014 showed that 86% of residents felt proud of the city. Just after the Games, 81% of those in the GoWell East Study were supportive of the Games coming to Glasgow, up from 74% in 2012.
- Over twenty thousand opportunities to volunteer were created by Games partners - at the Games, in the Ceremonies, in the city at Games time and through the Glasgow 2014 Cultural Programme. Research across different volunteer groups found recurring themes including the positive nature of the experience of taking part, the high extent to which participants felt pride in their role, and the impact of the experience in terms of increased intention to volunteer in the future.
- East End residents experienced disruption during the Games, mainly due to transport, security and parking arrangements. A total of 72% of the GoWell East respondents reported one or two inconveniences during the Games, but a clear majority (77%) of these said they thought it was worth it for the enjoyment or benefit of the Games.

## Cultural Legacy

- The Glasgow 2014 Culture Programme was unprecedented in scale compared to any previous cultural celebration in Scotland. The programme had two strands: a Scotland wide year long programme called Culture 2014 and a citywide Games time celebration called Festival 2014. The programme contained over 3,000 performances and 3,600 exhibition days and was delivered by over 10,000 artists and arts professionals, supported by almost 4,000 volunteers.

- The programme attracted a mass audience of an estimated 2.1m attendances and 600,000 participants. The cultural events, therefore, increased the size and reach of participation in the Games.
- The Glasgow 2014 Cultural Programme was the first Commonwealth Games culture programme to have a dual city and nation focus and the first to start a year out from the Games. An evaluation of the programme concluded 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.

### Regeneration Legacy

- Scotland's largest regeneration programme, Clyde Gateway, was launched six weeks after the Games were awarded to 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. Through Clyde Gateway, there have been significant investments in the area of the East End of Glasgow and Rutherglen including: land remediation; investment in transport infrastructure, public realm and sports infrastructure (including the Emirates Arena and Chris Hoy Velodrome, Tollcross International Swimming Centre); completion of the award winning Athletes' Village (now a new residential community) and the Dalmarnock Community Legacy Hub.
- Further, there have been approximately 40 legacy programmes operating in the area. These vary widely in their objectives including improving sport facilities, sports club development, coaching and volunteering programmes, improving the physical environment, active travel, employability and work.
- The physical improvements have been recognised by the local community. Perceptions of positive neighbourhood change,

neighbourhood satisfaction and feelings of neighbourhood safety all improved among the same cohort of East End residents between 2012 and 2015 (the GoWell East Study). In 2012, 55% said the sports facilities in their area were very or fairly good. This rose to 71% in 2014.

- GoWell East also found that one in ten households in the cohort reported employment gained (either new employment or additional hours worked) related to the Games event.
- Nonetheless, GoWell East respondents also recognised there was some way to go to progress regeneration in the area. In 2014, 48% reported vacant or derelict buildings as either a slight or serious problem (this compares to 56% in 2012).

### Organisational Legacy

- Audit Scotland identified effective partnership working as one of the key factors that contributed to the Games success. The others were shared vision, clear governance arrangements, clear roles and responsibilities, appropriate seniority of staff in decision making and good information sharing between partners.
- Other evidence collected by partners also found that there was good partnership working between the four Games partners (Scottish Government, Glasgow City Council, Commonwealth Games Scotland and the Glasgow 2014 Organising Committee). This was achieved at both strategic and operational level.
- The Games also provided an opportunity for some organisations to 'stress test' their systems. This included transport and health systems where issues often required a multi-agency approach.
- All four Games partners actively participated in the Transfer of Knowledge (TOK) from Glasgow 2014 to future Games, including the Gold Coast 2018. This includes over 125 final TOK reports, many key statistics and copies of project documentation.

## Summary

- The approach taken by partners to leveraging benefits from the XX Commonwealth Games differed in some ways from previous Commonwealth Games. Legacy was planned for early; informed by evidence; considered at each planning, investment and strategic decision making stage; and embedded in existing policies and plans. For the first time in a Commonwealth Games, legacy was an official part of the Organising Committee's remit. This approach is likely to be more conducive to securing legacy in a number of areas.
- 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 the report does find indications of economic, social, sporting and cultural benefits to Scotland and Glasgow at this point, one year on from the Games.
- Evidence also shows while the focus was clearly on Glasgow, benefits were felt across Scotland. Games visitors stayed in every part of Scotland, cultural events were held across the country, grassroots active infrastructure improvements occurred in each Local Authority area and businesses throughout Scotland benefitted.
- The challenge will be extending and embedding these benefits to date in Scotland and Glasgow to secure lasting legacies into the future. A concerted and sustained focus by partners, embedding legacy outcomes into long term efforts, will be critical in achieving many outcomes. Final reporting in this evaluation will help assess the extent to which these longer term benefits materialise, a decade on from the baseline year of 2008.

# 1. INTRODUCTION

## Background

- 1.1 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.
- 1.2 Approximately 7,000 athletes and team officials, representing 71 nations and territories from across the Commonwealth, took part in the Games. The sporting competition covered 17 sports across 261 medal events. This included 22 medal events across five para-sports - the largest integrated para-sport programme of any Commonwealth Games to date.
- 1.3 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.
- 1.4 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”.
- 1.5 The Games were delivered within a budget of £543 million. The Scottish Government and Glasgow City Council 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.
- 1.6 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. Half price concession tickets were available for all sessions for those aged under 16 and over 60. There were a number of un-ticketed events including: Marathon, Cycling: Road (Road Race) and Cycling: Road (Time Trial) and Triathlon.

1.7 Over 50,000 people from Scotland and beyond applied to become one of up to 12,500 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 Frontrunner Volunteers, 1,200 Host City Volunteers and 3,000 volunteers for the Opening and Closing Ceremonies were recruited<sup>1</sup>.

## Legacy

1.8 Since the bidding phase, 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’. They include both short term and longer term benefits.

1.9 Partners planned early for 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.

1.10 At a national level, 59 legacy programmes and over 80 supporting legacy projects were developed under four broad themes: Flourishing, Active, Connected and Sustainable. The legacy programmes include both the scaling up and/or expansion of existing policies and programmes, alongside some new programmes specifically developed and launched for the Glasgow 2014 Commonwealth Games. Some policy areas in Scotland have used the Games as a catalyst or mobiliser for policy aims that were being pursued.

1.11 At a city level, over 80 GCC led legacy programmes and 300 community-led legacy projects have been developed under six broad themes: Prosperous, Active, Inclusive, Accessible, Green and International.

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<sup>1</sup> Pre Games volunteers were recruited by the Organising Committee to assist with early pre Games preparations, in advance of the main Clyde-sider programme launch in 2013. Host City Volunteers were recruited by Glasgow City Council/Glasgow Life to welcome and assist visitors to the city during Games time. Volunteers for the Opening and Closing Ceremonies of the Games were recruited by the Organising Committee.

- 1.12 From the outset there has been an explicit aim to ensure Games legacy has a national reach, and that all of Scotland benefits. A national network was established by SOLACE<sup>2</sup>, bringing together all of Scotland's 32 Local Authorities. This Local Authority Legacy Lead Network played a vital role, not only in cascading the opportunities that were available locally from national programmes, but also in developing their own local legacy which aligned with local priorities and aspirations. Given the success of the network it is continuing in the post-Games context and is prioritising the legacy areas for further action.
- 1.13 Glasgow 2014 Ltd had a Legacy Team embedded in its structure, a first for a Commonwealth Games. Their role has been to foster a legacy consciousness in the organisation and to work with partners to take forward legacy objectives.
- 1.14 The legacy impacts evaluated in the following chapters, therefore, stem from four things: the Games themselves and the associated cultural programme; dedicated legacy programmes designed to run alongside the Games (before and afterwards); a regeneration programme into which the Games were embedded and partnership arrangements put into place to manage the process.

## Evaluation

- 1.15 The Scottish Government, Glasgow City Council and partners are committed to a transparent and 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. Legacy evaluation and research findings have already been extensively used by SG and partners for legacy planning.
- 1.16 A Games Legacy Evaluation Working Group (GLEWG) was established in January 2012 to design and deliver the evaluation<sup>3</sup>.

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<sup>2</sup> Society of Local Authority Chief Executives and Senior Managers

<sup>3</sup> GLEWG comprises representatives from Scottish Government, Glasgow City Council, Scottish Enterprise, Visit Scotland, **sportscotland**, Creative Scotland, Volunteer Scotland, Skills Development Scotland, NHS Health Scotland and the Glasgow Research Partnership.

GLEWG continues to oversee the evaluation, including the production of this Post Games Report.

1.17 The evaluation is deliberately long term, multi-method and designed to assess legacy impacts at three levels: Scotland, Glasgow and the East End of Glasgow. This report is the third in a planned series of five legacy evaluation reports.

Report 1 - Questions, Methods and Baseline (2012)

Report 2 - Pre-Games Report (2014)

Report 3 - Post-Games Report (this report) (2015)

Report 4 - Interim Evaluation (2017 tbc)

Report 5 - Final Report (2019 tbc)

1.18 This report builds on the previous reports by setting out an early assessment of emerging evidence that helps answer the six research questions agreed by GLEWG<sup>4</sup>:

What effect have the Games had on the economy, businesses, employment, training and volunteering?

What effect have the Games had on infrastructure, sports participation and physical activity?

What effect have the Games had on civic pride and reputation?

What effect have the Games had on the cultural sector and cultural engagement?

What effect have the Games had on the lives of the community in the area of Glasgow's East End most directly affected?

Is there a partnership legacy from the Games?

1.19 The report draws throughout on an updated review of evidence for legacy from major sporting events<sup>5</sup>, analyses the wider social and

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<sup>4</sup> <http://www.gov.scot/Publications/2014/04/4572/2>

<sup>5</sup> See Evidence Review section in following chapter.

economic context for legacy through the updated indicator set<sup>6</sup> and draws on a wide range of primary legacy evaluation evidence to produce an initial assessment of emerging legacy.

1.20 The remainder of this report is structured around the research questions.

Chapter 2	Method
Chapter 3	Economic Legacy
Chapter 4	Active Legacy
Chapter 5	Civic Pride and Reputation Legacy
Chapter 6	Cultural Legacy
Chapter 7	Regeneration Legacy
Chapter 8	Organisational Legacy
Chapter 9	Conclusion

1.21 The structure of each chapter mirrors that of the chapters in the Pre Games Report. The main points from the wider evidence base are presented, before a brief description of the key interventions in terms of legacy programmes at a national and city level.<sup>7</sup> Next, the main part of each chapter distils the available evidence to date on the effect of the Games and legacy programmes on outcomes.

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<sup>6</sup> See section on Tracking Outcome Indicators in Chapter 3 on Method

<sup>7</sup> More information on legacy programmes is on the Assessing Legacy website and the Glasgow City Council website.

## 2. METHOD

- 2.1 The evidence on legacy from major sporting events varies in quality and rigour. However, it tells us that hosting major events can potentially create legacy, but that it does not happen by chance. Successful legacies are well-planned, well-delivered and embedded in existing strategies, policies and programmes.
- 2.2 This key message from the evidence on how to successfully deliver legacy has implications for the design of the evaluation. Early decisions made on the evaluation design were set out in our first report. GLEWG concluded that a 'counterfactual' or 'control' was not feasible. By 'counterfactual' we mean what would have happened in the absence of the Games. Many legacy programmes are embedded in existing programmes. This makes the generation of a 'counterfactual' position challenging.
- 2.3 This, in turn, makes it difficult to attribute legacy outcomes to specific Games-related programmes. Rather, this evaluation has been designed (where relevant) to assess the contribution that programmes are likely to have made to outcomes. 'Contribution analysis'<sup>8</sup> can be used when it is not feasible to design an 'experiment', and where it is clear that multiple interventions might affect outcomes.
- 2.4 This decision on the counterfactual has implications for the whole evaluation, in particular for the economic assessment. As previous reports state, the economic assessment does not produce a single figure of economic impact of the event and its legacy as this was not the intention of the study design. Rather, the economic assessment provides a series of data that describe both the short term economic impact of preparing for and hosting the Games, and the emerging evidence on the contribution of the Games to longer term economic outcomes.

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<sup>8</sup> Mayne, J. (2008) Contribution Analysis: An approach to exploring cause and effect, ILAC methodological brief, available at <http://www.cgiar-ilac.org/content/contribution-analysis>

2.5 Finally, the evaluation was developed within constrained resources. A clear principle of proportionality underpins the design. We have made best use of existing data where possible and have added questions to existing surveys to help address the key questions. We have only supported new work where there is a clear gap that could not be filled in any other way. This applies to supporting the new community longitudinal study of Glasgow's East End – GoWell East, and to commissioning a visitor impact study.

2.6 Our evaluation design comprises a number of key components:

- Review of evidence of legacy from major sporting events
- Tracking of over 50 outcome indicators from 2008-2019
- Monitoring and evaluation of national and city legacy programmes
- A new community longitudinal study of the host community - GoWell East
- An economic assessment
- Secondary analysis of key surveys at Scotland and Glasgow levels
- Online and digital media analysis
- Primary research on partnership and collaboration

## **Evidence Review**

2.7 A review of the evidence of legacy of major sporting events was published in conjunction with the Pre Games Report, and updated to accompany this Post Games Report. The review is a critical part of the programme of evaluation and research. It provides an evidence base to judge the extent to which legacy is possible; evidence on how best to achieve legacy, and evidence on factors which make longer term effects more likely. The evidence review influenced the design of legacy programmes at a national and city

level, influenced the design of the overall evaluation and continues to influence efforts to embed long term legacy from the Games.

## Tracking Outcome Indicators

- 2.8 A set of over 50 outcome indicators are being tracked from a 2008 baseline to 2019 across all legacy outcome areas. These provide an important canvas or backdrop for the evaluation that helps us understand the wider context of economic and social trends in Scotland and Glasgow over this ten year period.
- 2.9 The selection of these indicators was based on four criteria: quality, regularity, disaggregation and relevance. The types of data used as indicators include administrative statistical data, survey statistics and international indices which provide a ranking of Scotland or Glasgow in comparison with other countries and cities.
- 2.10 Data are at Scottish, Glasgow, and East End level, where relevant data are available. By 'East End' we are referring to the area in Glasgow where there has been substantial investment due to the Games. A study area was defined which accords with the GCC East End Local Development Strategy. This is the 'GoWell East' study area that we refer to in this report.
- 2.11 The data appear on the 'Assessing Legacy 2014' website ([www.scotland.gov.scot/AssessingLegacy2014](http://www.scotland.gov.scot/AssessingLegacy2014)) which is regularly updated. The most recent update was in July 2015 and data from this update is used throughout the report as the latest evidence on the context for legacy at national and city levels.
- 2.12 The Games were awarded to Glasgow in November 2007. 2008 was chosen by GLEWG as an appropriate baseline year for the evaluation as it predates the establishment of national and city legacy plans. If data from this baseline year of 2008 are not available for any reason, an explanation is provided on the Assessing Legacy website.
- 2.13 It is important to note that the indicators vary in nature, scope and, critically, the extent to which change is directly attributable to the Games. Some will clearly be affected by wider forces than the

Games (for example, GVA in the set of economic indicators) and so are used for contextual understanding; some more directly capture Games impact (for example, those on civic pride); some directly capture legacy programme impact (for example, number of qualified sports coaches). Any Games, and Games legacy programme, related changes to indicators would be expected at different points in time and/or at different spatial levels. The major summative reports (including this one) use indicator data in conjunction with evidence from programme evaluations and primary research evidence to make an assessment of the likely contribution of the Games and associated programmes to legacy outcomes.

## **Monitoring and Evaluation of Legacy Programmes**

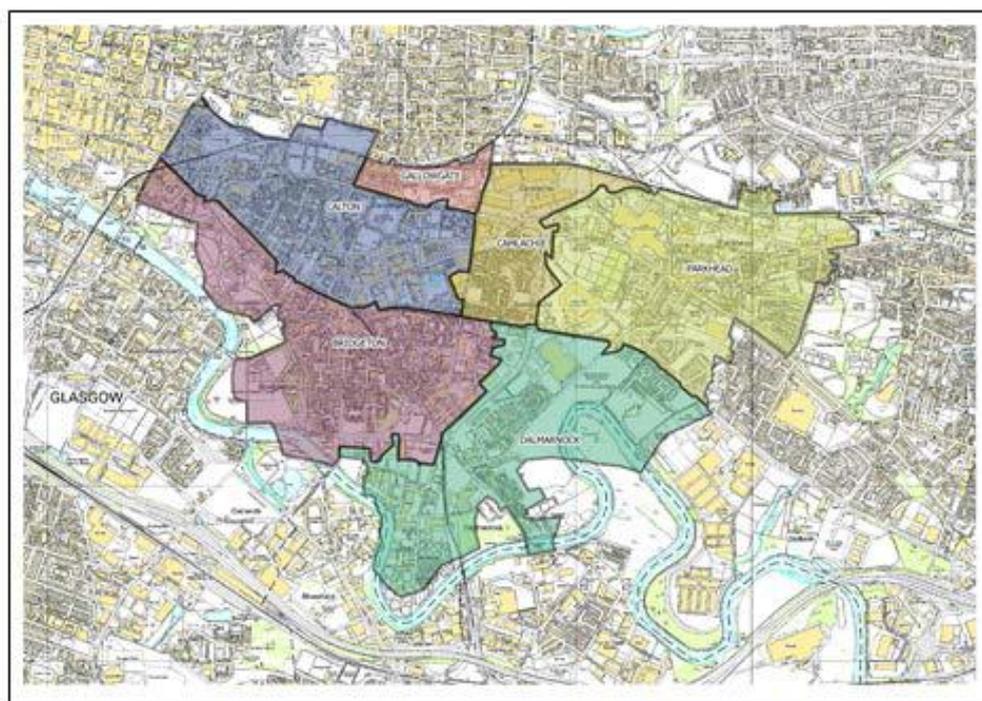
- 2.14 Fifty-nine national legacy programmes and over 80 Glasgow city legacy programmes were developed before, during and after the Games. Some were completely new, some were existing programmes that have been scaled up or expanded.
- 2.15 Evaluating every one of the national and city legacy programmes would be disproportionate and unfeasible. However, collectively with partners in GLEWG we have championed evaluations of the larger programmes, particularly where evidence was required to help directly address the six key research questions. In addition, monitoring information is regularly provided across almost all programmes and overviews are published on the Assessing Legacy website referred to earlier.
- 2.16 External evaluations of a number of the larger national and city legacy programmes have been commissioned by delivery partners—some of which have reported and whose findings are drawn on in this report.
- 2.17 This report also draws on other primary research conducted by members of GLEWG and partner research organisations such as the Glasgow Centre for Population Health which helps address the research questions. This includes, for example, primary research with Games time volunteers.

## Longitudinal Community Study in Glasgow's East End (GoWell East)

- 2.18 A key evaluation research question asks what effect the Games (and broader regeneration activity) has had on the lives of the community in Glasgow's East End where much of the new investment is directed. This is not something we can readily answer from existing data.
- 2.19 GoWell is a Glasgow-based research programme that provides evidence on the impact of regeneration. The study generates evidence on how neighbourhood regeneration and housing investment affect individual health and wellbeing; the degree to which places are transformed through regeneration and housing investment; and the effect of regeneration policy on area-based health and inequalities. We have supported a new study area in the GoWell programme in the East End of Glasgow, where much of the Games related investment occurred. We refer to this study throughout the report as 'GoWell East'.
- 2.20 GoWell East is a longitudinal community study with several components: three survey sweeps of adult householders; a qualitative component; and an ecological analysis of health and deprivation indicators. As far as we know, this is the first longitudinal community study in a Games 'host population', that is the community most impacted by the Games investment.
- 2.21 GoWell East will allow us to identify changes among a cohort of the adult population living in the East End. These include: changes in physical activity and wellbeing; perceptions of neighbourhood and housing quality and change; experiences and outcomes of employment, learning and volunteering; engagement with legacy programmes; and support for, and engagement with, the Games themselves.
- 2.22 We have discussed the difficulties of generating a 'counterfactual' in this evaluation. A benefit of building on the GoWell programme is the scope for comparability with the other GoWell Study regeneration areas in Glasgow. This will help us address in the long term the question of any potential 'additionality' of the Games-related regeneration.

2.23 The study area covers six communities in Glasgow's East End - Calton, Camlachie, Gallowgate, Parkhead (in part), Dalmarnock, and Bridgeton, see Figure 2.1. The study area comprises 27 datazones, 21 of which are in the 15% most deprived in Scotland. The area includes the Emirates Arena, the Velodrome and the Athletes Village, with the International Hockey Centre and Tollcross International Swimming Centre on the fringes.

**Figure 2.1. GoWell East Study Area**



2.24 A total of 1,015 interviews were achieved in Sweep 1. The headline findings from this sweep were published in May 2013 and reported in the evaluation Pre Games Report. Sweep 2 commenced in October 2014, after the Games and when the Games venues had reopened to the public. A total of 430 interviews were achieved in Sweep 2. The headline findings from this sweep were published in June 2015, and are reported in chapter seven below. Sweep 3 is currently scheduled for 2016.

2.25 A Prospective Economic Assessment - an assessment of the likely economic impact of the Games on the East End - was published in August 2014. A Prospective Physical Activity Assessment – a report on understanding the potential for the Games, and wider regeneration activities, to influence physical activity behaviour in

the East End was published in January 2015. Finally, a Community Comparison Report, also published January 2015, based on data collected during the Sweep 1 2012 baseline household survey, presents a more detailed look at each of the six communities that comprise the study area. Findings from all these elements of the GoWell East study are included in this report where relevant. All published reports from GoWell East are available here: - <http://www.gowellonline.com/goeast>

2.26 The GoWell East study also includes a School Study - a questionnaire survey study of physical activity among a cohort of secondary school pupils at six schools in Glasgow, two situated in the East End. Two sweeps of this study are complete, with reports from sweeps 1 and 2 already published.

## **Economic Assessment**

2.27 The SG and GCC established a Games Legacy Economic Evaluation<sup>9</sup> (GLEE) group to deliver the economic assessment. The remit of this group was to produce a high quality, robust evaluation of the economic legacies from the Glasgow 2014 Commonwealth Games.

2.28 The economic assessment has a number of components. Firstly, the SG Input Output (IO) Framework has been used to estimate GVA and employment impacts from the Games-related capital investment programme and the activities of Glasgow 2014 to deliver the Games.

2.29 Secondly, to examine the economic impact of visitors, a primary study was commissioned. Fieldwork took place during the Games at Games venues (in and outside Glasgow) and at Games-related cultural festival locations (Festival 2014 locations in Glasgow). An achieved sample of over 2,200 was reached, with some early findings already published. The XX Commonwealth Games Visitor Impact Study: Interim Report was published in November 2014 and provided final estimates of the volume of Games and Festival 2014

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<sup>9</sup> Games Legacy Economic Evaluation group comprises Scottish Government, Glasgow City Council, Scottish Enterprise, Glasgow Life and Glasgow City Marketing Bureau.

visitors, an initial estimate of average spend per visit and an initial estimate of total visitor spend.

2.30 Further reports on the characteristics and experience of Games time visitors<sup>10</sup> and the impact of Games visitors are published alongside this report. The latter takes account of standard considerations made for leakage, deadweight, displacement and substitution effects to make an assessment of whether there was any additionality of visitor impact.

2.31 Finally, we draw on evaluations of legacy programmes, survey data and the GoWell East study to assess emerging initial evidence on whether any longer term economic legacies are likely to be achieved. This includes the potential longer-term legacies for business, the labour market and the tourism and events industry.

### Secondary Analysis of Key Surveys

2.32 We have, and will, undertake further analysis of the underlying trends and patterns for some outcome indicators, where they help address the research questions specifically. Some of this analysis appeared in the Pre Games report, and some further analysis appears in this report.

2.33 In the long term, we have negotiated the inclusion of questions on engagement with the Games in the Scottish sample of Understanding Society<sup>11</sup> (US) in 2015. This will eventually allow analysis of the relationship between Games engagement and taking part in sport in the long term. We have also proposed new questions on physical activity in the birth cohort study Growing Up in Scotland (GUS) to assess whether there is any evidence of a 'Commonwealth Games cohort' of children in Scotland whose physical activity is influenced through engagement with the Games.

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<sup>10</sup> Visitor groups include event visitors, games volunteers and media personnel

<sup>11</sup> Understanding Society is a major UK household longitudinal study.

## **An analysis of online media and official digital channels**

- 2.34 An analysis of online media and official digital channels was undertaken. This analysed online media and official digital channels including social media mentions of the Glasgow 2014 Commonwealth Games.
- 2.35 This provided some evidence for one of our research questions "Has there been a change in civic pride and/or international reputation?". Specifically, this work helped assess the contribution the Games may have made to the reputation of Scotland and Glasgow, both in the UK and internationally. The time period over which data were analysed was between 14 June 2014 until the 6 August 2014.

## **Partnership research**

- 2.36 Finally, we examine the longer-term impact of the Games experience on partnership working and wider organisational legacy across sectors in Scotland. Evidence to answer this research question is drawn from a number of different sources – lessons learned research conducted by Scottish Government; organisational learning research commissioned by Glasgow City Council and Transfer of Knowledge reports from key partners.

### 3. ECONOMIC LEGACY

3.1 This chapter sets out the evidence to date that helps answers the following question set out in the Pre Games Report:

**What effect have the Games had on the economy, businesses, employment, training and volunteering?**

3.2 The Scottish Government and Glasgow City Council included making the most of the economic opportunities of the Games in their early legacy plans of 2009. Under the ‘flourishing’ national legacy theme and ‘prosperous/international’ Glasgow legacy themes, maximising the contribution of the Games to economic outcomes concentrated on the potential in three broad areas: business; labour market; and tourism and major events.

3.3 The economic impact of preparing for and hosting the Games was also hoped to contribute to economic recovery at a national and city level. This chapter presents the evidence on the economic impact of the event, and emerging evidence on potential longer term impacts on business, labour market and tourism and major events.

#### The wider evidence base

3.4 The updated evidence review that accompanies this report suggests that major events can leave economic legacies<sup>12</sup>. The review distinguishes between short term effects and long term effects. Overall, the review finds the available evidence for longer term economic legacy to be limited. Shorter term economic impacts of major events have typically been found in certain sectors - construction, hospitality and tourism, and at certain points in time over the course of preparing for and delivering the event.

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<sup>12</sup> All of the full references for the evidence cited are in the accompanying updated Evidence Review. This updates the review published alongside the Pre Games Report to include new literature published in the year up to September 2014. Other relevant evidence – for example, legacy evaluation programme reports, that were published after this date are cited directly in this report.

3.5 Such shorter term impacts can vary widely between different major events depending on each event's specific circumstances, for example, the extent to which major construction of new venues is required. Shorter term economic impacts are common, though not automatic in all sectors, nor necessarily uniformly positive. For example, while short term increases in tourism have been found, experience varies widely between events. Over-estimation of the potential impact of major events on visitor numbers is common and displacement of regular tourists is a recognised issue in the literature.

### ***Business***

3.6 The evidence review describes a mixed picture in terms of business legacies of previous major events. In the short term, increases in economic activity related to preparing for and hosting major multi-sports events can provide significant new opportunities for a range of businesses, including Small and Medium Enterprises (SMEs). On the other hand, the review cites evidence of some negative effects on certain businesses during games time if they suffer from local transport disruption and displacement of their usual customer base.

3.7 Over the longer term, the effects on businesses have been found in some cases to be more significant for the host city or region, rather than the national economy. Longer term business legacies have been found where the event leads to the development of specific sectors of the economy. Other pathways for longer term business legacy are improved international perception of the host area as a place to do business, and improved productivity related to infrastructure improvements associated with events – in particular, transport improvements.

### ***Labour Market***

3.8 There is evidence that previous major sporting events have created a boost to employment in the run up to, and during, the event. Evidence from previous events suggests, however, that

employment opportunities may not be evenly distributed with opportunities tending to go to those who already have required skills. However, there is some evidence that, if effectively targeted as part of deliberate efforts to extend potential benefits, employment opportunities can reach the long-term unemployed, including those in the host areas.

3.9 Evidence suggests positive effects from volunteering as a result of the Games are possible. People who volunteer in major events often report an intention to volunteer again and report learning new skills and gains in confidence.

3.10 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. Some commentators note that if a legacy objective is to engage more disadvantaged groups, volunteering programmes should be designed with extra training, funding and associated qualifications.

### ***Tourism and Events***

3.11 The updated review cites evidence for a short-term boost to tourism spending, and to tourism numbers over the wider period of the event. A fall in visitor numbers has, however, been observed during some events. This was the case in London 2012 where fewer tourists actually visited the city, but those who did visit spent a significantly higher amount than average. The evidence also suggests the risk of event visitors 'crowding out' usual visitors is higher in peak season, and in countries where there is already strong tourist demand.

3.12 While there is little 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. There is often an increase in the reputation of the host city as a result of a major sporting event. Nevertheless, the impact is not always positive. The evidence cites the potential for a negative impact on the image of a

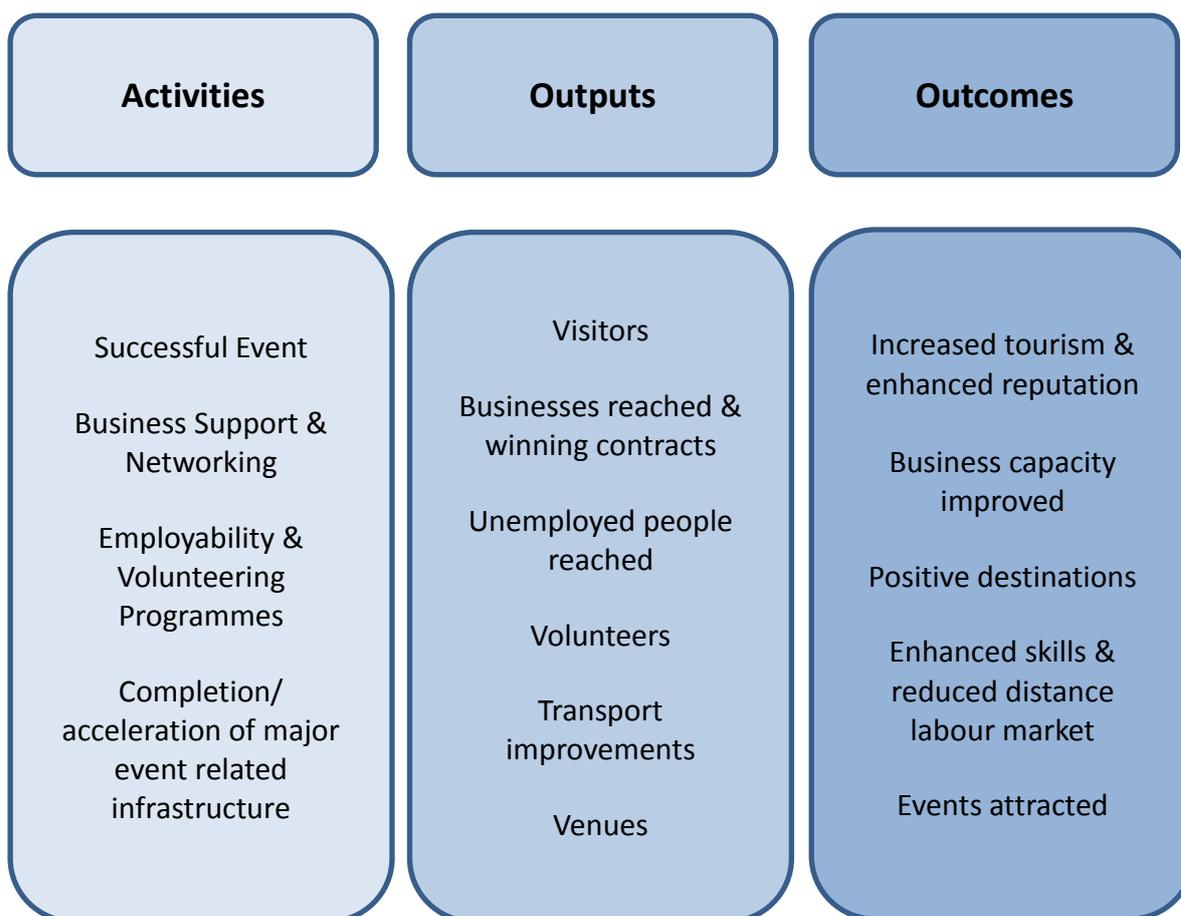
city or region if the event is not seen as a success, or if it highlights a perceived weakness.

3.13 In summary, there is a lack of evidence on whether a long-term economic legacy is plausible. What evidence there is tells us that a step change to economic participation, productivity or international reputation is required. The evidence suggests that Games-related activities can help increase labour market participation, by helping local people to gain skills and experience. Major events can, in theory, help boost productivity over the long-term by increasing business capacity and networks, but there is very limited long term research to establish whether this has happened in practice. Finally, the evidence shows that some host cities experience a boost to international reputation.

### **Glasgow 2014 Legacy Programmes and Investments**

3.14 Figure 3.1 below presents a distillation of key activities around economic legacy, their outputs and the outcomes to which these interventions are intended to contribute. The key activities relate to both the successful delivery of a well-attended event and to legacy programmes designed by partners to leverage long term and widespread economic benefit from the Games.

**Figure 3.1. Key Economic Legacy Interventions**



3.15 The prospective assessment in the Pre Games Report was that the XX Commonwealth Games would make a short term contribution to the economy in Scotland and Glasgow. If targeted effectively, it was also thought possible that employment opportunities could reach the long term unemployed.

### **Evidence to date on Games effect**

#### ***Economic impact of preparing for and delivering Games***

3.16 The Pre Games Report presented estimates from early modelling work on the impact of the Games related capital programme of construction and refurbishment of Games venues and the Athletes' Village. These estimates have been revised to remain consistent with other elements of the event economic assessment. Full details of the revisions are in the accompanying Economic Assessment Technical Report.

**Figure 3.2. SSE Hydro at Games Time**



Getty Images

- 3.17 Final modelling, using the SG Input-Output framework, shows the £530 million investment of the Games 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 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.
- 3.18 The SG Input-Output Framework was also used to estimate the employment and GVA impacts of activities of the Glasgow 2014 Organising Committee to deliver the Games event. Audit Scotland report the cost of delivering the Games event was £543 million. This includes £70 million contribution to the Games capital programme. To avoid double counting, this £70 million has been netted from the cost of delivering the Games, therefore, the sum modelled was £473 million.
- 3.19 The final modelling finds the £473 million spend by the Organising Committee over the eight years to 2014 to deliver the Games event 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.

3.20 Finally, primary data from the Games Time Visitor Survey has been used to estimate the economic impact of visitors to the Games. The economic impact of spending by visitors, volunteers and media is estimated to have supported, in gross terms, 3,575 jobs and contributed £124 million to Scotland's GVA in 2014. Of this, at the Glasgow level, the spending by visitors, volunteers and media supported, in gross terms, the equivalent of 2,075 jobs and contributed £63 million to Glasgow's GVA in 2014.

3.21 A net impact of the economic impact of Games visitors, accounting for displacement and deadweight, has also been estimated. 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.

3.22 In total, therefore, the preparation for and delivery of the XX Commonwealth Games is estimated to have contributed, in gross terms, £740 million to Scotland's GVA over the eight year period from winning the bid in 2007 to hosting the Games in 2014. On average, at the Scotland level, 2,100 jobs are estimated to have been supported in each year, with a clear peak in 2014.

3.23 Of this, at the Glasgow level, the preparation for and delivery of the XX Commonwealth Games is estimated to have contributed, in gross terms, £390 million to Glasgow's GVA over the eight year period from the winning of the bid in 2007 to the hosting of the Games in 2014, and to have supported on average 1,200 jobs in each year.

3.24 Audit Scotland, in their third report on the Games<sup>13</sup>, recognised the difficulty in assessing value for money of the overall benefits of the Games and the wider legacy activity. This is related to the issue

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<sup>13</sup> [http://www.audit-scotland.gov.uk/docs/fwd/pb\\_commonwealth\\_games\\_3.pdf](http://www.audit-scotland.gov.uk/docs/fwd/pb_commonwealth_games_3.pdf)

identified in chapter three above, that successful legacies are embedded in existing strategies, policies and programmes. This makes generating a counterfactual for what would have happened in the absence of the Games and related legacy activity challenging.

- 3.25 Nevertheless, it is possible to make an indicative assessment of value for money of delivering the Games event.<sup>14</sup> This has been done 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 as final demand.<sup>15</sup>
- 3.26 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).
- 3.27 At the Glasgow level, it is estimated that the Games provided a cumulative net GVA impact of £100 million to the economy in the city. This is driven by both net visitor impact and additional spending in Glasgow by the Scottish Government. Further details on this analysis are in the accompanying Economic Assessment Technical Report.
- 3.28 These estimates capture the economic impact up to 2014. There will also be a longer term economic impact from the investment in Games related infrastructure. For example, as mentioned later in this chapter, 45 national and international events have been secured to date using the Games infrastructure, with an estimated economic impact of over £18.5 million. This refers only to events in Commonwealth Games sports and/or in Games venues. Games related infrastructure, and an enhanced capacity and reputation for

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<sup>14</sup> See Economic Assessment Technical Report for full details.

<sup>15</sup> See also Minutes of the Input-Output Expert Users Group, November 2013.  
<http://www.gov.scot/Topics/Statistics/Browse/Economy/ScotStat/IOEUG2013Minutes>

hosting events, is likely to have also boosted the economic impact of the wider events sector in Glasgow and Scotland.

### ***Games contribution to business, labour market and tourism outcomes***

#### ***Business***

- 3.29 Increasing the growth of Scottish businesses by ensuring they were in a position to take advantage of opportunities presented by the Games was a key focus of legacy activity at national and city levels. This activity was broadly of two types: support to Scottish and Glasgow based business to win Games related contracts and networking events and business conferences.
- 3.30 The Glasgow Business Portal was established by Glasgow City Council in 2009. The on-line portal brought together contractors and suppliers by providing the opportunity for businesses of all sizes to register interest in, and then compete for, Games-related contracts.
- 3.31 Companies were also offered support to register and get 'Business Ready' through the GCC Buyer Engagement Team. The Supplier Development Programme helped companies to attain the necessary documentation (insurance, health and safety documentation). Registered companies were also invited to 'Meet the Buyer' sessions where they could get time to network with contractors to better understand their business requirements.
- 3.32 In 2008, GCC introduced Community Benefit Clauses into the tendering process for Commonwealth Games related projects, allowing for the scoring of potential contractors' bids on the basis of the economic and social benefits the bidder could offer for residents and businesses. These clauses, for example, ensured sub-contracts were advertised, widening opportunities to firms who might not otherwise had a chance to bid. By applying Community Benefit Clauses, Glasgow City Council also ensured 500 jobs were secured on Games-related contracts for New Entrant Trainees, that is, those leaving education or who were previously long-term unemployed.
- 3.33 Following the Games and the completion of Games-related contracting, the Portal was merged with the Scottish Government's

Public Contract Scotland (PCS) on the 10th November 2014. This was to facilitate a long term impact of the Glasgow Business Portal and ensure that registered users are able to compete for public sector contracts across Scotland in the long term.

3.34 At the time of transferring the Portal to Public Contracts Scotland the Portal had 22,565 registered users, 20% (4,408) of which were Glasgow-based and a further 38% (8,501) of which were based elsewhere in Scotland. Of the 756 Commonwealth Games related contracts and sub-contracts awarded through the Portal, 182 (24%) were won by Glasgow-based companies and a further 313 (41%) by businesses based elsewhere in Scotland.

3.35 In terms of contract values, £669 million worth of Tier 1 contracts were awarded<sup>16</sup>, with £423 million (63%) awarded to Glasgow-based companies and a further £87 million (13%) to businesses based elsewhere in Scotland, bringing the national total to £510 million (76% of total value).

3.36 Business legacy activity around networking events and conferences was led by a range of city and national partners throughout 2014. Key events included the Commonwealth Games Business Conference – attended by over 320 business CEOs and political leaders from across the Commonwealth – and Scotland House<sup>17</sup>, the business element of which attracted over 1,000 attendees including national and international business leaders.

3.37 Attendees at these events rated them highly and perceived them to provide opportunities for their businesses in the future<sup>18</sup>. It is, however, difficult to attribute any long term change in business activity to such networking interventions. An evaluation of

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<sup>16</sup>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. See GCC Executive Committee report on Commonwealth Games February 2015: <https://www.glasgow.gov.uk/councillorsandcommittees/viewDoc.asp?c=e%97%9Dj%94p%81%8F>

<sup>17</sup> Scotland House was a facility for networking with representation from Scotland's enterprise, tourism, sports, cultural and event agencies and a programme of formal and informal events during Games time.

<sup>18</sup> Glasgow 2014 XX Commonwealth Games Highlights Report

Scotland Welcomes the World events<sup>19</sup> found any direct short term economic impacts resulting from businesses attending these events were modest. The immediate benefits that were found centred on the 'Meet the Buyer' Showcasing Scotland Food and Drink event which provided direct opportunities for business to be transacted. A majority of the 150 companies surveyed in the evaluation, however, envisaged opportunities for new business to occur down the line as a result of attending the events.<sup>20</sup>

3.38 The evidence review suggests enhanced Games related infrastructure – including planned transport improvements accelerated due to Games – can help businesses increase their ability to operate on wider scales more quickly. Construction of the M74 completion project in particular is likely to be critical in terms of enhanced business capacity in Glasgow and the West of Scotland. The M74 completion was delivered in 2011 as one of Transport Scotland's essential infrastructure commitments to the 2014 Games.<sup>21</sup>

3.39 Finally, the evidence review also highlights the risk of negative effects on business in the short term, in particular around Games time, if businesses suffer from local transport disruption or displacement of their usual customer base during the event. Glasgow City Council had a deliberate policy of promoting the City as 'open for business' during the Games. Key live sites and Festival 2014 locations were in the city centre – in Glasgow Green, Merchant City and Kelvingrove Park. In addition, the Get Ready

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<sup>19</sup> Scotland Welcomes the World events included Geared for Gold; Showcasing Scotland Food & Drink; 2014 Commonwealth Business Conference; Scotland House Business Events and Ryder Cup Business Engagement

<sup>20</sup> Bellerby Economics (2015) Evaluation of Scotland Welcomes the World 2014: Business Engagement Events. Report for Scottish Enterprise.  
<http://www.evaluationsonline.org.uk/evaluations/Search.do?ui=basic&action=showPromoted&id=569>

<sup>21</sup> The One Year After Opening Evaluation of the M74 Completion Scheme found it is performing well and moving towards its key objectives, including improved access opportunities to strategic development areas. See Transport Scotland (2015) M74 Completion Project: One Year After Opening Evaluation. <http://www.transportscotland.gov.uk/report/m74-completion-scheme-one-year-after-opening-evaluation-6724>

Glasgow programme<sup>22</sup> was designed to proactively engage with residents and businesses in the city to ensure they had the information they required to plan ahead for any impact of the Games.

- 3.40 There is some evidence that this policy had the desired effect of averting the risk of displacement of business's usual customer base in Glasgow City Centre during Games time. During the Games, footfall in Glasgow's shopping areas rose by 21.9 per cent compared to the same period last year. Footfall across Scotland also grew by 13.8 per cent during the Games period. The monthly Scottish Retail Consortium Footfall and Vacancy Monitor reported a 4.4 per cent increase in footfall in Scotland during July 2014 compared to the same month in the previous year.<sup>23</sup> Other factors, including the weather, affect footfall rates, though given the evidence presented elsewhere in this chapter on additional visitors attracted, it is likely the Games contributed to these footfall increases.
- 3.41 Longer term impacts may arise from any reputational enhancement to Scotland and Glasgow as places to do business. This is addressed in chapter five.

### ***Labour Market***

- 3.42 The literature suggests major events can create short term boosts in employment, though opportunities do not necessarily reach those who could benefit most. Evidence that a boost to employment did occur in relation to the construction and operational activity required to deliver the Games in Glasgow is presented in the section on economic impact above.
- 3.43 The wider context shows an improvement in the labour market in Scotland and Glasgow in recent years. Long term unemployment and youth unemployment remain higher in Glasgow than the

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<sup>22</sup> <https://www.glasgow.gov.uk/index.aspx?articleid=10755>

<sup>23</sup> <http://www.spring-board.info/mediaLibrary/images/english/88081.pdf>

Scotland average. Games partners developed programmes to ensure any Games related employment boost benefitted groups who need most support getting back into the jobs market. The potential of the Games to support skills development and employability initiatives to reduce distance from the labour market, especially for young people, was also deliberately harnessed.

3.44 In total, it is estimated that over eleven thousand young people across Scotland have benefitted to date from the range of national and city employability legacy initiatives. This includes the results of considerable effort made by Glasgow City Council to use the Games to contribute to employment legacy outcomes which are estimated to have reached over 5,700 people in Glasgow alone since 2009.

3.45 Table 3.1 below lists the key initiatives, their target group and the numbers of people reached.

**Table 3.1. Employability Legacy Initiatives**

<b>Initiative</b>	<b>Target</b>	<b>Reach</b>
Commonwealth Apprenticeship Initiative (Glasgow)	School leavers	3,600
Commonwealth Jobs Fund (Glasgow)	Unemployed 18-24; 50+; veterans	962
Commonwealth Youth Fund (Glasgow)	Young unemployed <sup>24</sup>	364
Commonwealth Graduate Fund (Glasgow)	Unemployed graduates	826
Scotland's Best (Scotland)	Unemployed 16-24	1228
Employer Recruitment Incentive (Scotland)	16-19 targeted <sup>25</sup>	1507
ScotGap (Scotland)	FE & HE students	2659
Host Broadcaster Training Initiative (Scotland)	FE & HE Students	600
<b>Total</b>		<b>11,746</b>

Source: Glasgow City Council & Skills Development Scotland

3.46 Most of the Glasgow employability programmes have been aimed at young people, with the largest programme – the Commonwealth Apprenticeship Initiative – reaching 3,600 school leavers since its launch in 2009. Given its scale, it is likely this apprenticeship programme has contributed to the increase in school leavers

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<sup>24</sup> Who do not meet the Commonwealth Apprentice Initiative criteria

<sup>25</sup> Young people who have faced significant challenges including those with a disability, care leavers, carers and ex-offenders.

reaching sustained positive destinations<sup>26</sup> in Glasgow since 2009 – up 7 percentage points from 78% in 2009 to 85% in 2014.

3.47 Some of the labour market initiatives took advantage of niche opportunities presented by the Games that were unlikely to have arisen in any other way. For example, the Host Broadcaster Training Initiative (HBTI) offered practical training in live broadcast, creative production and technical skills to over 600 students in Scotland, 208 of whom gained work experience during the Games. A HBTI Talent Pool has subsequently been established for the alumni of the initiative to continue to build connections to employment in broadcasting. The growth of the events industry in Scotland discussed below provides potential future opportunities for HBTI graduates.

3.48 The Department for Work and Pensions developed a strategy to leverage the Games related employment boost to reach unemployed people. This involved matching claimants with the skills and aspiration to work at the Games with advertised vacancies in the following ways: two jobs fairs in early 2014 attended by over 3,000 job seekers and direct liaison with 18 employers advertising 8,395 vacancies across security, hospitality, catering, waste, transport, logistics and event management.

3.49 Given the data on estimated jobs supported by the Games presented above, the clear peak of those jobs supported in 2014<sup>27</sup>, and the efforts described above to leverage this to the benefit of unemployed people, it is possible the Games and related legacy programmes contributed to the growth in employment<sup>28</sup> and reduction in claimant count<sup>29</sup> in Glasgow in 2014. Wider trends including improving labour market conditions and the impact of

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<sup>26</sup> Positive destinations refers to pupils moving on to work, education or training after leaving school.

<sup>27</sup> See Economic Assessment Technical Report

<sup>28</sup> Local Area Labour Markets in Scotland: Statistics from the Annual Population Survey 2014.  
<http://www.gov.scot/Publications/2015/05/3466/0>

<sup>29</sup> See Indicator F4 on Assessing Legacy.  
<http://www.gov.scot/Topics/ArtsCultureSport/Sport/MajorEvents/Glasgow-2014/Commonwealth-games/Indicators/Flourishing>

welfare reforms will, however, clearly be the most critical factor in this picture.

- 3.50 Further, there is some evidence that employment benefits reached the host community of the East End. Sweep 2 of the GoWell East survey found one in ten households were impacted in one or more ways (new employment or additional hours worked) by the Games event itself. Further detail on the economic impacts of the Games on the East End community longitudinal cohort are presented in chapter 7.
- 3.51 Volunteering is often conceived of as a further route to reducing distance from the labour market for those out of work. However, the limited literature on volunteering at major sporting events suggests mainstream volunteering programmes associated with major sporting events tend to recruit those who already have key skills, have volunteered in the recent past and who are drawn to the excitement of volunteering at a major event, rather than necessarily volunteering for skills development or broader community benefit per se.
- 3.52 Research by the Glasgow Centre for Population Health on Clyde-sider volunteers suggests the volunteer profile and motivation of Clyde-siders fits that of a typical major event volunteer, suggested in the wider literature<sup>30</sup>. Follow up post-Games research with applicants who went on to become Clyde-siders found them to be broadly more positive about the experience in terms of the excitement of a big event and the potential for 'giving back', rather than skills development, which is unsurprising given they broadly represent an already highly skilled group<sup>31</sup> (see also chapter 7). Nevertheless, the majority of Clyde-sider respondents said they developed skills, at least to some extent, as a result of volunteering at the Games, with skills in teamwork, communication and listening mentioned most.

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<sup>30</sup> Glasgow Centre for Population Health (forthcoming) Commonwealth Games Volunteering Research, Baseline Report.

<sup>31</sup> 58% of respondents to the baseline pre Games Clydesider applicant survey had a degree or higher qualification. Ibid.

- 3.53 Aware of the potential financial obstacles to volunteering at the Games, partners established the Volunteer Support Pot (VSP) - a fund of £625,000 to support Clyde-siders and Ceremonies' volunteers at the Games. The funding, provided by the Big Lottery and Spirit of 2012 and administered by Volunteer Scotland, was used to help volunteers resident in the UK who were facing hardship or exceptional costs associated with rurality, low income, caring responsibilities or disabilities.
- 3.54 An evaluation of the VSP by the University of Strathclyde found Volunteer Scotland assessed 2,632 applications and allocated £555k to 2,177 individuals. It also provided free accommodation to 186 volunteers. 66% of beneficiaries were low income, 30% were from remote/rural areas, 3% had a caring responsibility and 1% had a disability. More than half (58%) of respondents felt that the VSP had a 'significant' or 'major' impact on their ability to volunteer.
- 3.55 In terms of lessons for the future, the evaluation of the VSP concluded the impact of such volunteer assistance programmes would be enhanced if funds were used not just to retain volunteers who had already applied to volunteer at the Games, but also to attract those put off applying due to the cost. Planning and promotion would need to be fully integrated into volunteer recruitment and selection to achieve greater inclusion.
- 3.56 Beyond the official Clyde-sider programme, there were other opportunities to take part in Games related volunteering. Aware of the research on mainstream major event volunteering programmes, and of specific efforts made to widen volunteering opportunities during the Manchester 2002 Commonwealth Games, Glasgow Life developed the Host City Volunteer (HCV) programme on behalf of GCC. The programme aimed to recruit volunteers who would provide a welcome to visitors to the city and provide information on the various cultural and sporting activities going on. Around 1200 people who live, work or volunteer in Glasgow were recruited as Host City Volunteers with specific efforts made to recruit from groups typically under-represented in volunteering.
- 3.57 Data on the Host City Volunteer programme suggests some success in recruiting from a wide range of demographic and socio-economic groups. Equality monitoring data from the OC and Glasgow Life

shows while both sets of volunteers were broadly similar in terms of age profile (with both programmes volunteers spread across all age groups) there were more volunteers with a disability amongst Host City Volunteers compared to Clyde-siders (15% compared to 4%) and more Host City Volunteers from an ethnic minority background compared to Clyde-siders (23% compared to 6%).

3.58 Directly comparable data on socio-economic background between Clyde-siders and Host City volunteers are not available.<sup>32</sup> ACORN<sup>33</sup> postcode analysis was carried out on Host City Volunteers, and found 38% were categorised as ‘hard pressed’.

3.59 The primary aim of the HCV programme was not to increase employability. Nevertheless, HCV respondents to a post Games survey conducted by the Glasgow Research Partnership indicated increased confidence was one of the key gains from their experience (77% agreed).<sup>34</sup>

3.60 Indeed, it is important to note that the aims of the national and city level legacy programmes on volunteering were wider than concerns around employability or reducing distance from the labour market. Aims included increasing civic engagement and pride and engagement with the Games as well as increasing the propensity to volunteer in the future. Further detail on the civic engagement impact of Games related volunteering programmes is in chapter 5.

3.61 In summary, the economic impact work shows the Games did provide a short term boost to employment, and it is plausible the Games contributed to the increase in employment in Glasgow in 2014. Further, there is evidence of reach of both employability programmes and Games related employment opportunities to long term unemployed people, young unemployed people and householders in the East End of Glasgow.

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<sup>32</sup> Though as noted in footnote 8 above, 58% of those who responded to the first clydesider applicant sweep in the GCPH research had a degree or higher qualification.

<sup>33</sup> ACORN CACI analysis is a geodemographic classification system based on over 400 variables and 4 core indicators of income, age, gender and ethnicity. <http://acorn.caci.co.uk/>

<sup>34</sup> The sample size for survey 1 was 838 and survey 2 (post Games) was 208.

3.62 Wider economic forces clearly play the biggest role in labour market trends, but the evidence above suggests that events can be leveraged to provide a boost and that benefits can be extended if deliberate programmes are put in place. More detail on the short and longer term impact of the extensive Games related volunteering is in chapter five on civic engagement.

### ***Tourism and Events***

3.63 The Visitor Impact Study survey also gives some insight into the potential longer term impacts of the Games on tourism. Survey results indicate that amongst those who were on an overnight trip, 31% were on their first visit to Glasgow while 13% were on their first visit to Scotland.

3.64 Visitors were asked if they were likely to return to Glasgow in the next five years. 57% of visitors who lived outside of Glasgow stated that they would 'definitely' return to the city in the next 5 years. Focusing on those visitors who had not been to Glasgow before, 32% of these visitors stated that they would definitely return to the city in the next 5 years.

3.65 The Visitor Study also gives some insight into the reach of benefit from visitors. Respondents who had stayed overnight during their trip were asked to specify where they had stayed during their trip. As might be expected, the largest proportion (50%) spent one or more nights in Glasgow, and 17% stayed in Edinburgh. What is notable is that overnight visitors to the Games reported stays in every Local Authority area in Scotland, suggesting all of Scotland enjoyed some benefit from Games visitors.

- 3.66 While these figures give some indication of future intention to visit amongst Games visitors, including first time visitors, the literature suggests any longer term impact on tourism in Glasgow and Scotland will rely, at least partly, on a change in international perception.
- 3.67 Scotland's reputation as a tourist destination improved between 2012 and 2014, according to the Nation Brands Index. Scotland has seen an increase in both overall score (from 67.4 to 68.6) and relative rank (from 13th to 12th) in its reputation as a tourist destination compared to 2012. Key Commonwealth panel countries – Australia, Canada and South Africa – placed Scotland in their top ten countries internationally for tourism. Further evidence on the international reputation of Scotland in 2014 is presented in chapter 5.
- 3.68 Finally, partners have made deliberate efforts to use games venues and infrastructure, the developing event-related skills base and an international reputation for hosting major events to attract new events to Scotland and develop the events sector.
- 3.69 Some success on attracting events in Games venues was reported in the Pre Games Report. Updated figures indicate that to date, 45 national and international events have been secured, with an estimated economic impact of over £18.5 million. These include the World Gymnastics Championships 2015 at The SSE Hydro Arena and the IPC World Swimming Championships 2015 at Tollcross International Swimming Centre. The 2017 Badminton World Championships have also been secured, as have the European Sports Championship in 2018 (joint with Berlin) – the latter comprising the European Championships in swimming, gymnastics, cycling, triathlon, rowing and golf.

## 4. ACTIVE LEGACY

4.1 This chapter sets out the evidence to date which helps answer the following question set out in the Pre Games Report:

### **What effect have the Games had on active infrastructure, sports participation and physical activity?**

4.2 In particular, the chapter focuses on the contribution of the Glasgow 2014 Games to outcomes of improvement in sporting and physical activity infrastructure; promotion of sports participation and physical activity and improvement in Scottish sporting success.

4.3 Promoting an active legacy from the Commonwealth Games is an important legacy theme common to both the Scottish Government and Glasgow City Council. The intention was to maximise the potential of the Games to support more active lifestyles, help Scotland achieve its vision of more people, more active, more often, and contribute to the development of high performance sport in Scotland.

### **The wider evidence base**

4.4 An update to the evidence review that accompanied the Pre Games Report shows that while major sporting events commonly leave an infrastructure legacy, and there can be a boost to host nation sporting performance, the evidence for a relationship between hosting major sporting events and improving population level sports participation and physical activity remains mixed and inconclusive. What remains clear is that such impacts do not arise as an automatic result of hosting a large sporting event.

### **Infrastructure**

4.5 The literature cites the risk of event venues becoming ‘white elephants’ with potential to exclude surrounding communities from access rather than serving to enhance local sport and physical activity facilities. 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.

- 4.6 This ‘white elephant’ risk is thought to have become less of an issue as awareness has increased of the importance of early planning for post Games use. Despite best intentions, however, there can still be problems with venue handling post-Games. For example, although all eight venues for the London Olympics now have their futures secured, there remain some concerns over access to these facilities by the surrounding communities, access for the disabled and those on low incomes.<sup>35</sup>
- 4.7 There is no inevitable improvement of grassroots active infrastructure related to hosting major multi-sports events. Some research has found potential tensions between funding the infrastructure required for elite competition sport and investment in community grassroots infrastructure.

### **Participation**

- 4.8 The evidence review highlights how sports participation and physical activity are often assessed using population level surveys tracking a ‘before’ and ‘after’ snapshot. This type of evidence has revealed a mixed picture in relation to the Sydney 2000 Olympics (mixed/inconclusive), Barcelona 1992 Olympics (positive but disputed), and Melbourne 2006 and Manchester 2002 Commonwealth Games (negative).
- 4.9 The meta-evaluation of the London 2012 Olympic legacy reported increases in sport participation which was attributed to the impact of the event and associated legacy programmes. Subsequent data have shown some decline in sport participation figures, though much of the increase since 2005/6 has been retained.<sup>36</sup> The House of Lords Select Committee report on Olympic and Paralympic

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<sup>35</sup> House of Lords (2013) Keeping the Flame Alive: the Olympic and Paralympic Legacy. HL Paper 78

<sup>36</sup> [https://www.sportengland.org/media/650218/1x30\\_overall\\_factsheet\\_aps8.pdf](https://www.sportengland.org/media/650218/1x30_overall_factsheet_aps8.pdf)

Legacy interpreted this data as evidence that a step-change in participation levels has not occurred.

- 4.10 A study of the impact of hosting the Winter Olympics in Vancouver in 2010 on physical activity and sports participation in a representative sample of Canadian young people aged 5-19 years showed no change during or post Games compared to previous years.
- 4.11 Theories on how major sporting events impact on population participation tend to focus on individual level factors. It is suggested that major sporting events can influence sport and physical activity 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.
- 4.12 There may also be a 'festival effect' whereby those not interested in sport and not very active consider undertaking more activity, influenced by the wider celebrations, cultural activities and community events.
- 4.13 The updated literature review found no new empirical evidence that examined either of these theories in relation to hosting mega sports events. However, there is some evidence from a study of spectators at smaller single sports events in the UK suggesting a positive influence on intention to participate more in sport with an impact on both those already active and those who were previously uninvolved in sport. It is not known how well that intention translates into actual action.
- 4.14 In summary, the weight of evidence that there is no automatic effect on population levels of sporting participation (let alone wider physical activity) from hosting major sporting events has grown over the last year. Some boost in interest in sport among some groups is plausible and consistent with the theory of a demonstration effect. Thus, the message remains unchanged that increased sports participation and/or physical activity is not an automatic result of hosting a major sporting event, but is instead affected by a multitude of individual level, social and environmental factors.

## **Performance**

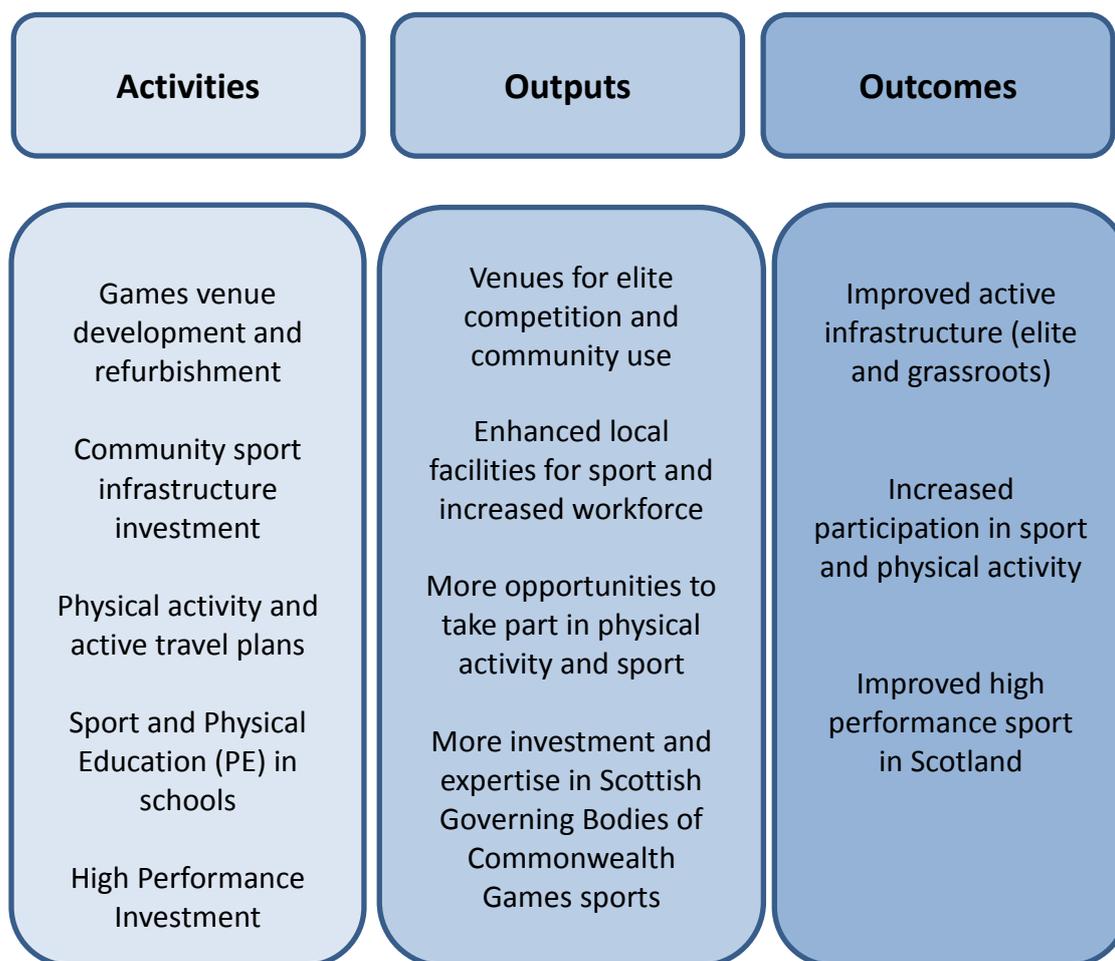
4.15 Evidence of how hosting a major sporting event impacts on the sporting performance of the host nation is limited. Elite sporting success is influenced by many factors beyond the control of government. There is evidence from the evaluation of the London Olympics 2012 that the performance of Team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

## **Glasgow 2014 Legacy Programmes and Investments**

4.16 The Scottish Government and Glasgow City Council focussed on using the Games as a catalyst for enhancing and accelerating existing policies and interventions on sport and exercise participation and physical activity more broadly. This was based on the understanding that interventions here – such as enhancing the grassroots infrastructure and improving PE in schools – are required for any long term impact on active infrastructure and population activity levels.

4.17 Figure 4.1 below presents a distillation of the large number of investments and programmes across Scotland and Glasgow that were put in place to capitalise on the Games and help contribute to a lasting legacy. These include leveraging multiple benefits from the investment in Games venues, investing and building capacity in the grassroots active infrastructure, enhancing population activity outcomes through long term policy and delivering a high performance sport programme.

**Figure 4.1. Key Active Legacy Interventions**



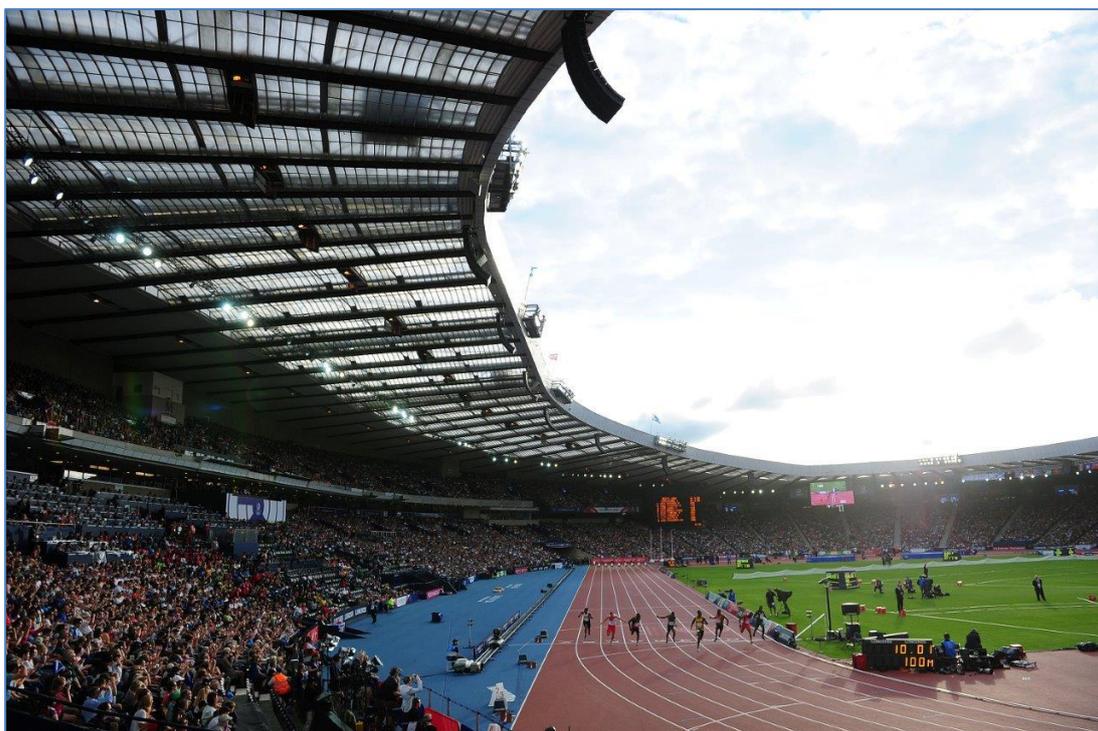
## Evidence to date of Games effect

### *Infrastructure*

4.18 Scotland’s high performance sport infrastructure has been enhanced since 2008. While 70% of the required venues were in place at the time of bidding, significant public investment to build new and refurbish existing venues was still required. As a result of this investment, facilities that are of a standard to host international competition have been developed across a range of sports including swimming, diving, cycling, bowling, hockey and badminton. This has contributed to an enhanced ability to attract international events and competitions, as discussed in the previous chapter.

4.19 New venues include the Emirates Arena and Sir Chris Hoy Velodrome, the Glasgow National Hockey Centre, Kelvingrove Bowls Centre and a venue for mountain biking at Cathkin Braes on the outskirts of Glasgow. Refurbished and adapted venues included Scotstoun Sports Campus (where the Squash and Table Tennis competition took place), Tollcross International Swimming Centre, the Royal Commonwealth Pool in Edinburgh (diving) and Hampden Park (athletics).

**Figure 4.2. Hampden Park at Games Time**



Getty Images

4.20 For the new and significantly refurbished Games venues in Glasgow, an important early strategic decision was made that these would be multi-sport venues that were capable of both hosting major events for a range of sports and providing opportunities for the local community.<sup>37</sup> To that end, business plans for these venues were put in place that set out how the twin objectives of creating high quality environments in which performance athletes could train and compete and facilities for widening community engagement in active recreation and sport were to be achieved.

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<sup>37</sup> Ekos (2014) Evaluation of the investment in Commonwealth Games Venues. Report to Glasgow Life.

4.21 In accordance with this strategy, all new and refurbished Games venues were completed and opened to the public in advance of the Games. In addition, effort was made to ensure rapid reopening post Games and all venues were once again available to the public within 12 weeks of the Closing Ceremony.

4.22 Early evidence is that Games venues are managing to balance competing needs of and demands for facilities by clubs, events, elite training and the public. An evaluation of five key venues<sup>38</sup>, indicates that there has been significant increases in community use and user satisfaction with Games venues. For example, attendances at the Emirates Arena were up 71% in January-March 2014 compared with the same period in 2013 and Scotstoun attendances were up by 29% in 2013 compared with 2012.

**Figure 4.3. Sir Chris Hoy Velodrome at Games Time**



Getty Images

4.23 Increases in satisfaction with the facilities amongst users are also clear. Ninety-eight per cent of casual users of Scotstoun rated the facilities as very good or good post refurbishment, compared to 73% pre-investment. Similarly, 100% of casual users rated Tollcross

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<sup>38</sup> Emirates Arena, Hockey Centre, Kelvingrove, Scotstoun and Tollcross

as good or very good post-investment, compared to 55% pre investment.

- 4.24 The same evaluation states “feedback from sporting governing bodies was unanimous that the investment had created flagship venues that meet the needs of all customers – from public use to the high standard of facilities required by talented and elite athletes for training and competition”.<sup>39</sup>
- 4.25 At a grassroots level throughout Scotland, several of the legacy programmes focussed on infrastructure improvement including the Legacy Active Places Fund; Community Sports Hubs; and the Supporting Coaches and Volunteers programme.
- 4.26 The **sportscotland** managed Legacy 2014 £10 million Active Places Fund provided grants to communities to help create or improve places where people can get active, for example, a new skate park, outdoor adventure facility or walking route. Over 150 awards were made across all local authorities in Scotland, with some facilities complete and open for use and others in development.
- 4.27 **sportscotland** have also been working with all 32 local authorities across Scotland to invest National Lottery money to ensure at least 150 Community Sports Hubs are in place by 2016. Such hubs provide homes for local clubs and sports organisations and are based in local facilities like sports centres, community centres and schools. To date, 142 Community Sports Hubs are operational across Scotland, with more than half based in schools. Monitoring data shows that at the end of 2014/15, there were 994 individual clubs with 114,577 members participating in 49 sports across Scotland’s 32 local authorities.
- 4.28 An evaluation of Community Sports Hubs found evidence that hubs have contributed to improved collaboration between clubs in local areas, increased awareness and recognition of the value of sport in communities and some increased participation in sport. Less evidence was found of wider community engagement, beyond the club environment. Hub officers recognised that wider community

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<sup>39</sup> Ibid pV

engagement, particularly with those not engaged in sport, is more challenging and a focus of the next phase of hub development.<sup>40</sup>

4.29 The evaluation also found some evidence that Community Sports Hubs have contributed to the development of the 'people' aspect of Scotland's active infrastructure. Over 9,000 individual deliverers of sport are involved in Hubs across Scotland. Stakeholders and hub officers observed the programme has supported the development of young sports leaders and expanded the skills of club leaders through new voluntary opportunities, including roles on management committees, steering groups, membership of Executive Boards and running facilities.

4.30 The Coaches and Volunteers legacy programme was designed to help the Scottish Governing Bodies of the 17 Commonwealth Games sports in Glasgow 2014 have sufficient high quality coaches, volunteers and officials to help widen and sustain participation. Data indicates that over 20,000 UK Coaching Certificate qualifications have been awarded in Scotland since 2008.

4.31 There is also evidence of enhanced capacity within the community sports sector in Glasgow. Glasgow Life<sup>41</sup> legacy programmes were designed to increase capacity to respond to any increased interest in sport related to the Games. These programmes have provided support to local voluntary clubs to improve quality, grow membership, recruit volunteers and train coaches. The number of clubs working with Glasgow Life has more than doubled, from 327 in 2009/10 to 791 in 2014/15. This growth in clubs supported has resulted in a corresponding increase over the same period in the number of volunteers (from 2,139 to 4,353); coaches (from 2,018 to 4,044) and club members (from 4,485 to 19,361) which are benefitting from Glasgow Life support.

4.32 In addition to the evidence above of enhanced performance and grassroots infrastructure in Scotland, there is evidence of increased

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<sup>40</sup> National Evaluation of the Community Sports Hub programme, ODS Consulting, 2014.  
[http://www.sportscotland.org.uk/resources/resources/national-evaluation-of-the-community-sport-hub-programme-\(1\)/](http://www.sportscotland.org.uk/resources/resources/national-evaluation-of-the-community-sport-hub-programme-(1)/)

<sup>41</sup> Glasgow Life is GCC's arms length charitable trust that manages cultural and sporting events and facilities in Glasgow.

use of, and satisfaction with, the active infrastructure in Glasgow and Scotland in recent years. Attendance at leisure facilities has increased year on year in Glasgow and Scotland since 2010/11 and Glasgow attendance now surpasses the Scotland rate (see Participation section below).

4.33 Satisfaction across Scotland with local sports facilities amongst users increased from 83% in 2008 to 88% in 2013<sup>42</sup>. At a Glasgow level, satisfaction was higher than the national level at 89% in 2008. Levels of satisfaction increased to 92% in 2011 and have returned to 89% in 2013. This may be reflective of some of the disruption that users will have experienced as a result of preparation for the Games.

4.34 Much of this increase in use of and satisfaction with local sports facilities is likely to be related to improvements in the core mainstream provision of Local Authority leisure services, which have seen significant increases in capital investment over the last ten years<sup>43</sup>. It is plausible that the Games related improvements in infrastructure have complemented and contributed additional impetus to these increases in use and satisfaction.

## **Participation**

4.35 As noted above, the prospective assessment of the Pre Games Report was that automatic population level increases in participation in sport and physical activity were unlikely. Increased participation among certain groups – particularly those already involved in sport to some extent – were thought plausible through the operation of a ‘demonstration effect’.

4.36 A demonstration effect is said to operate when major sporting events inspire increased sports participation in three ways: increased frequency of participation by existing participants;

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<sup>42</sup> Scottish Household Survey figures

<sup>43</sup> See Local Government Capital Expenditure statistics:  
<http://www.gov.scot/Topics/Statistics/Browse/Local-Government-Finance/PubScottishLGFStats>

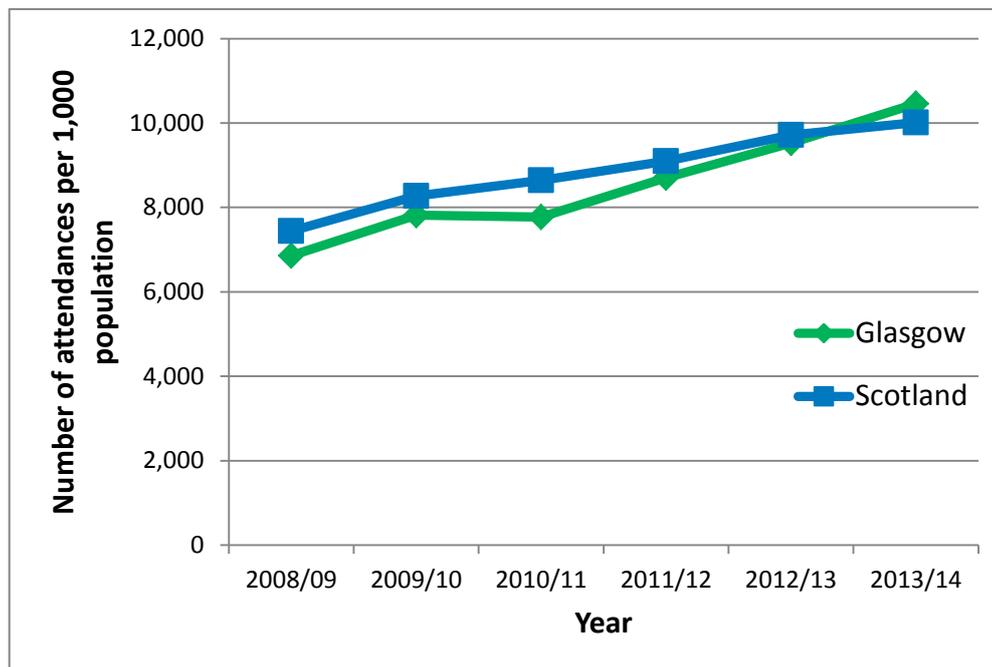
renewed participation in lapsed participants and existing participants inspired to try new sports.

- 4.37 There is some limited data that suggests a demonstration effect may have operated in relation to the Commonwealth Games. **sportscotland** figures indicate that membership of clubs in the 17 Commonwealth Games sports has increased since 2011/12. Overall, figures indicate an 11% increase in membership of the 17 Commonwealth Games sports governing bodies over the past four years. This includes notable increases in certain sports – 58% rise in membership of Netball Scotland, 49% rise in Triathlon Scotland and 37% rise in Scottish Gymnastics.
- 4.38 Membership of the Glasgow Club health and fitness network has also increased. Glasgow Club members can use 22 gyms and 12 swimming pools across the city, including new and refurbished Games venues at the Emirates Arena, Tollcross International Swimming Centre and Scotstoun Leisure Centre. Numbers of Glasgow Club members has increased from 24,000 in 2012 to 40,000 in June 2015<sup>44</sup>.
- 4.39 As mentioned above, attendance at Local Authority leisure facilities across Glasgow and Scotland has increased. Increases in Glasgow have been larger than the national average, and for the first time since 2011/12, attendance per 1000 population is now higher in Glasgow than the Scotland average. Attendances at leisure facilities in Glasgow increased from 6,855 per 1,000 population in 2008/9 to 10,461 per 1,000 population in 2013/14 – an increase of 53% (see Figure 4.4).

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<sup>44</sup> Glasgow Life Monitoring data

**Figure 4.4. Number of attendances per 1,000 population at leisure facilities, including swimming pools**



Source Audit Scotland

4.40 These increases in membership and attendance do suggest increased interest in sport and exercise, and the notable increases in certain Commonwealth Games sports and above average increase in attendance in Glasgow suggest it is plausible that the build-up to, and high profile of the Games has been a contributing factor.

4.41 Membership and attendance data is limited, however, in its ability to shed light on whether actual participation in sport and physical activity is growing at a population level (either frequency of participation, or growth of new participants). It is possible to be a member of a club and not participate frequently, and, of course, participate in sport without being a member of a club. A number of Commonwealth Games sports (including, for example, netball and triathlon) are very much niche interests at a population level and so even large increases in membership would not be expected to translate to population level increases in participation. Attendance figures tell us the total number of visits to sport and leisure facilities, but not the total number of individual users.

- 4.42 The most robust population level data we have on participation in sport and exercise is from national population surveys – the Scottish Household Survey and Scottish Health Survey. The most recent data from the Scottish Household Survey did show an increase in participation in sport and exercise from 73% in the baseline year of 2008 to 78% in 2013 – largely driven by an increase in recreational walking. The trend of increasing frequency of participation among sport and exercise participants noted in the Pre Games report also continued in 2013. The 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 possible that some of the increased participation is attributable to this.
- 4.43 It is too soon to say from national survey data whether any inspirational effect from the Games will help continue this trend of increased participation frequency, or even impact on population sports participation among non-participants. There is evidence that participants in some of the community events surrounding the Games anticipated they would increase their participation.<sup>45</sup> Future data will give insight into whether this translates into sustained changes in behaviour.
- 4.44 Further, the evidence suggests that demonstration effects can be short term, and do not impact on those uninterested in sport. Any attempt to drive longer term change in participation and widen participation to those not interested in sport requires plans to increase the infrastructure available to encourage and support sustained increases in non-sport physical activity.
- 4.45 This was the approach taken in national and city legacy programmes. These programmes focus on physical activity more broadly. At a national level, the key legacy programme is the 2014 Physical Activity Implementation Plan, “A More Active Scotland: Building a Legacy from the Commonwealth Games”.<sup>46</sup> This 10 year plan adapts key elements of the Toronto Charter for Physical

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<sup>45</sup> Event Scotland (2015) Games for Scotland Final Report.

<sup>46</sup> <http://www.gov.scot/Publications/2014/02/8239>

Activity<sup>47</sup> and links it directly to the Scottish Government’s legacy ambitions for the Commonwealth Games. Actions are set out in five settings – environment, workplace, schools, health and sport and active recreation.

4.46 Key developments on the Physical Activity Implementation Plan (PAIP) since its launch include the publication of Scotland’s first National Walking Strategy<sup>48</sup>, which includes actions for improving the environment for walking. A cross-sector delivery group, chaired by the Director of the Royal Town Planning Institute Scotland, has been established to oversee implementation of these actions.

4.47 Transport Scotland have published a new Long Term Vision for Active Travel<sup>49</sup> to encourage more walking and cycling for everyday short journeys. A new National Planning Framework,<sup>50</sup> which includes developments to promote physical activity, has also been published. All of these developments include actions contained in existing NICE guidelines for increasing physical activity<sup>51</sup> such as wider implementation of 20mph zones.

4.48 Similarly, actions in the PAIP to improve physical activity via the health sector are being overseen by a new Health and Social Care Delivery Group, chaired by the President of the Royal College of Surgeons Edinburgh. These actions include developing the Physical Activity pathway for use by health professionals, enhancing the health estate<sup>52</sup> in Scotland to make it more enabling of physical activity and encouraging the health and social care workforce in Scotland to be more active.

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<sup>47</sup> Global gold standard advocacy tool which makes the case for increased action worldwide to tackle physical inactivity. <http://www.activecanada2020.ca/background-documents/toronto-charter>

<sup>48</sup> <http://www.gov.scot/Publications/2014/06/5743>

<sup>49</sup> <http://www.transportscotland.gov.uk/news/minister-launches-active-travel-vision>

<sup>50</sup> <http://www.gov.scot/Resource/0045/00453683.pdf>

<sup>51</sup> National Institute for Health and Care Excellence

<sup>52</sup> NHS Scotland hospitals and buildings.

- 4.49 Finally, at an overarching strategic level, the National Strategic Group for Sport and Physical Activity, chaired by the Cabinet Secretary for Health, Wellbeing and Sport, have agreed a new Active Scotland Outcomes Framework.<sup>53</sup> The National Strategic Group comprises the chief executives of Scotland’s public bodies in health, sport, education, transport, environment; political and official representation from local government and academic representation.
- 4.50 The framework articulates a number of high level outcomes required to make progress on the overall long term goal of increasing the proportion of the population sufficiently active for health. It also recognises that reaching the very inactive (those active for less than thirty minutes per week) is particularly challenging.
- 4.51 Our collective understanding of the evidence on physical activity in Scotland has developed considerably in the last year with the publication of the Physical Activity Topic Report<sup>54</sup> and evidence review on enabling the inactive to become active<sup>55</sup>. Through this we know, for example, that the risk of being in the inactive group is much higher among those with a disability and/or long-standing poor health and older age groups. This suggests the PAIP actions being overseen by the Health and Social Care Delivery Group will be particularly important for reaching the inactive.
- 4.52 Data from the Scottish Health Survey indicate that nationally, 2013 saw the first increase in physical activity in adults for a number of years. In 2013, 64% of adults in Scotland met the new moderate to vigorous physical activity (MVPA) guidelines compared to 62% in 2012. An increase was also observed for Greater Glasgow and Clyde (66% in 2013 compared to 62% in 2012), although the difference was not statistically significant.

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<sup>53</sup> <http://www.gov.scot/Topics/ArtsCultureSport/Sport/Outcomes-Framework>

<sup>54</sup> <http://www.gov.scot/Publications/2014/11/8722>

<sup>55</sup> <http://www.gov.scot/Topics/ArtsCultureSport/Sport/Outcomes-Framework/More-Active>

- 4.53 Future years of data will be required to determine whether this is the beginning of a positive trend. The increase in adults physical activity was in men only and not observed for women, and involved an increase in those doing some activity to doing sufficient activity to meet the guidelines. There has been no change in the proportion of the population who are very inactive.
- 4.54 The Sport and PE in Schools Programme is the key national legacy programme aimed at children and young people, and a key setting for continued actions set out in the Physical Activity Implementation Plan. It is a 'whole school' approach to improving physical education, physical activity and sport in schools. Interventions to support the delivery of the target 2 hours/2 sessions of PE in primary and secondary schools is complemented by the Active Schools programme of extra-curricular sport and physical activity classes around the school day.
- 4.55 **sportscotland** is investing £6.8 million in local authorities over 2012/13 – 2015/16 to help them to deliver at least two hours of quality PE in primary schools and two periods in secondary schools, for pupils in S1 – S4. Education Scotland is supplementing that with a £4.8 million package of national initiatives designed to increase the support available to schools and teachers. This has included support for a network of 39 PE Lead Officers (PELOs) working across local authorities, the roll-out of the Better Movers and Thinkers (BMT) physical literacy programme, a PE Grants fund and disability inclusion training involving teachers, local authority education departments and tertiary education establishments.
- 4.56 An external evaluation concluded that all of these initiatives have made a positive contribution to the quantity and quality of PE provision in schools in Scotland.<sup>56</sup> The PELOs and BMT programme have had a particularly notable impact in terms of scale, difference made to teachers' learning and teaching practice and the opportunities for children and young people to experience quality PE. A majority of teachers surveyed agreed the programme contributes to a number of outcomes, including achieving the

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<sup>56</sup> Lowden, K. et al (2014) Measuring the Impact of the Two Hours/Two Periods of Quality Physical Education Programme.

<http://www.educationscotland.gov.uk/resources/m/measuringtheimpactofpe.asp>

schools Health and Wellbeing priorities (75%), greater engagement in PE by children and young people (74%) and helping the school provide the target two hours/two periods of PE for each pupil every week (72%).

- 4.57 Statistics published in June 2015 show that 98% of all primary and secondary schools are now meeting the PE target, up from 10% in 2004/05.<sup>57</sup>
- 4.58 The evaluation highlighted some ongoing challenges for the programme including ensuring PE provision across all schools is of uniformly high quality; involving parents and the wider community in measures to promote children's engagement in PE, physical activity and sport and ensuring the role and remit of Active Schools co-ordinators focuses on the provision of extra-curricular activities around the school day.
- 4.59 An evaluation of the Active Schools programme published in October 2014 found that overall, the programme has expanded considerably, operates across all 32 local authority areas and delivers its core aim of introducing more and better opportunities for young people in sport and wider dance, play and exercise activity.<sup>58</sup>
- 4.60 In 2013/14, pupils undertook 5.8 million visits to Active Schools supported activity – an increase of 15% since 2012/13. Some Active School teams felt the Commonwealth Games had stimulated additional demand for new sports and activities. The evaluation also found that Active Schools plays a role in growing the 'people' side of the active infrastructure in Scotland. In 2013/14, more than 20,000 individuals contributed to the delivery of Active Schools activities – 84% on a voluntary basis.
- 4.61 Many Active School teams reported demand as being high amongst those already active to some extent. Local level planning data are critical to understanding who is not taking part in Active School

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<sup>57</sup> <http://www.gov.scot/Publications/2015/06/2579/7>

<sup>58</sup> ODS Consulting (2014) National Evaluation of the Active Schools Programme. <http://www.sportscotland.org.uk/resources/resources/national-evaluation-of-the-active-schools-programme/>

activities. For example, the evaluation found that encouraging greater participation among girls and young women was facilitated by girls-only activity sessions, effective consultation, a range of activities (team and individual) and peer support.

- 4.62 Data from the Scottish Health Survey indicates that children's physical activity levels increased in 2013. In 2013, when school-based activities were accounted for, 75% of children were active at the recommended level of at least 60 minutes a day every day, a significant increase on the figure for 2008 and 2009 (71%).<sup>59</sup> The long running gap between boys and girls physical activity levels, while still significant, has narrowed since 2008. The gap was six percentage points in 2013, down from 13 percentage points in 2008.
- 4.63 The overall decline in sports participation among children noted in recent years seems to have stalled in 2013, although a decline among girls continued. Girl's adherence to the physical activity guidelines was, however, at its highest level in 2013, suggesting that the increased activity levels among girls has not been driven by increased participation in sports. It is plausible the wide programme of activities offered through Active Schools, including dance and exercise activities and girls only activity sessions, has contributed to this increase in girls in Scotland meeting physical activity guidelines. Within the Active Schools programme itself, the proportion of boys and of girls taking part is roughly equal.

## *Performance*

- 4.64 The High Performance Sport programme aimed to increase the chances of individual and team success at the Glasgow 2014 Commonwealth Games and ensure success at future major sports events through investment in high performance infrastructure; expertise and targeted support to individual athletes.
- 4.65 For 2011-15 **sportscotland** invested over £38 million of Scottish Government and National Lottery funding into the Scottish

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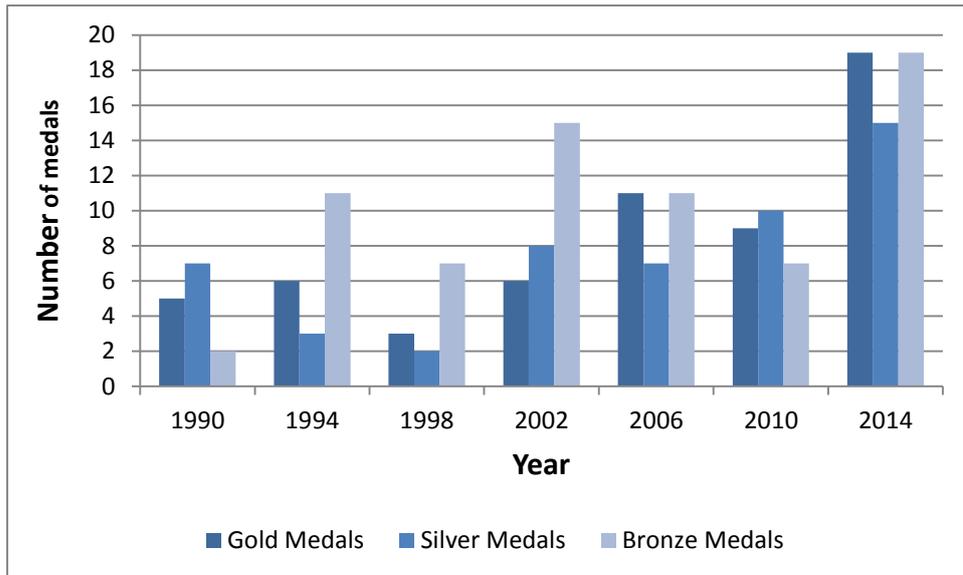
<sup>59</sup> <http://www.gov.scot/Publications/2014/12/9982/16>

governing bodies of sport responsible for the 17 Commonwealth Games sports and Scottish Disability Sport, a 23% increase compared to 2007-11.

- 4.66 Through Mission 2014 **sportscotland** ensured that the 17 sports had a clear performance plan in place for the Games. This planning framework will continue into future cycles, providing a clear methodology for major Games preparation.
- 4.67 **sportscotland** staff supported all 17 Games sports and their athletes across a range of disciplines, including: sports medicine, physiotherapy, performance lifestyle, programme design, sports science and strength and conditioning.
- 4.68 The **sportscotland** Athlete Personal Awards (SAPAs) was a three-year initiative which offered an annual financial award of £5,000 or £10,000 to individual athletes who were considered to have the potential to deliver a medal winning performance at the Glasgow 2014 Commonwealth Games.
- 4.69 These awards helped athletes cover training, competition and living costs, recognising that this financial support can be necessary for athletes looking to make steps towards medal success at major events. A total of 61 athletes across 14 sports received such awards. A further 30 athletes were supported by team awards to cycling, badminton and women's hockey.
- 4.70 The standard indicator of elite sporting success nationally and internationally is the number of medals won in international sporting competitions. The intended outcome was for increased success for Scottish athletes at the 2014 Games and any future major sporting events, with the number of medals won by Scottish athletes at the Commonwealth Games providing an indicator of this success.
- 4.71 The impact of the Games on elite sport is clear, at least in the short-term. Team Scotland achieved their aim for the 2014 Commonwealth Games, to increase medals totals across the board.
- 4.72 Team Scotland, fielding their largest team ever with 310 athletes, secured 53 medals – 19 Gold, 15 Silver and 19 Bronze ranking 4th in the overall medal table (see Figure 4.5). This surpassed their

Commonwealth Games target of breaking their previous record 33-medal haul of Edinburgh 1986. Four new commonwealth records were set by Scottish athletes. A total of 204 Scottish athletes broke into elite sport and made their Commonwealth Games debut .

**Figure 4.5. Scottish medal haul in previous games**



Source: Commonwealth Games Records

## 5. CIVIC PRIDE AND REPUTATION LEGACY

5.1 This chapter sets out the evidence to date that helps answer the following question set out in the Pre Games Report:

**What effect have the Games had on civic pride and international reputation?**

5.2 Both the national and city Legacy plans contained aspirations that the profile generated by the successful delivery of a major multi-sports event would contribute to an enhancement of Scotland and Glasgow's international reputation. A successful Games, accompanied by widespread new opportunities to volunteer, was also hoped to play a role in increasing civic pride and engagement.

5.3 This chapter distils the available evidence on Scotland and Glasgow's international reputation and civic pride since 2008, and the potential contribution of the Games.

### The wider evidence base

5.4 There is a 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.

5.5 The evidence review also finds 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, embraced by the people of the host city and nation. 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.

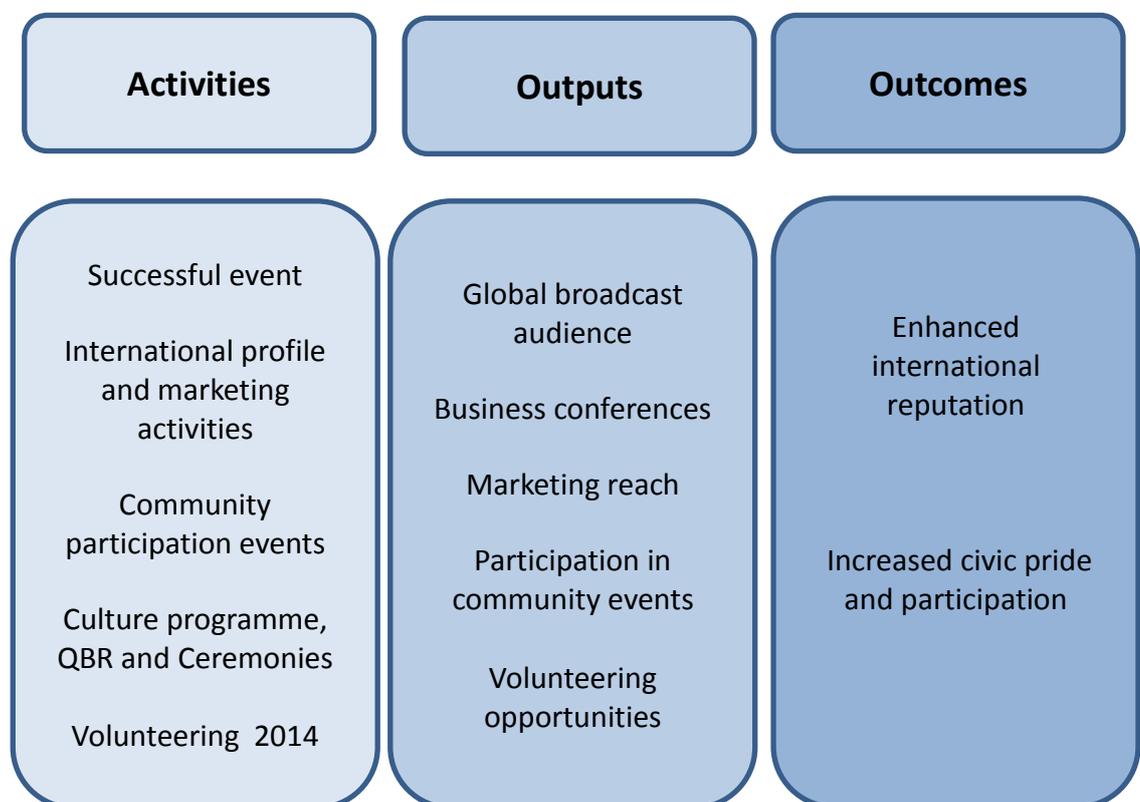
5.6 The review also found while there is much written on the link between major sporting events and civic pride, the literature contains few empirical studies that have addressed the question.

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 Legacy Investments and Programmes

5.7 Figure 5.1 below presents a distillation of the key activities (both delivery of a successful games and national and city legacy programmes); their outputs and the outcomes to which this activity was intended to contribute. A successfully delivered event with a wide global audience combined with specific international marketing and business networking events were intended to contribute to an enhanced international reputation for Glasgow and Scotland. A host of Games related community participation events, extensive volunteering opportunities, the Culture Programme, Queen’s Baton Relay and ceremonies and the excitement of the Games themselves were hoped to contribute to outcomes of increased civic pride and participation.

**Figure 5.1. Key civic pride and reputation legacy interventions**



## Evidence to date of Games Effect

### *International Reputation*

- 5.8 The Games achieved a wide 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.
- 5.9 It is estimated that the global audience reached by the Games was 1.5 billion worldwide through a range of international television and radio channels.
- 5.10 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.<sup>60</sup> This was higher than the audience for previous Commonwealth Games in Delhi and Melbourne. In Scotland, 78% of TV viewers watched the Games (3.6m people).
- 5.11 This picture of high interest and positive images of the Games, the country and Glasgow is also reflected within social media with 3.2 million mentions of the Commonwealth Games and associated keywords between the 14 July and the 6 August 2014. The Glasgow2014 website had 25.8 million page views over the 12 days between the 23 July and the 3 August 2014 from 228 countries.
- 5.12 Evidence from a range of sources<sup>61</sup> shows Glasgow residents did embrace the Games, and the majority were supportive of the Games coming to Glasgow and anticipated lasting benefits.
- 5.13 A high global and domestic broadcast audience, viewing the delivery of a successful Games that were embraced by the host city residents, suggests conditions were created for a positive boost to international reputation.

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<sup>60</sup> OFCOM (2014) Glasgow 2014 Commonwealth Games: Media Consumption Research

<sup>61</sup> OFCOM research, Glasgow Household Survey and Scottish Household Survey

- 5.14 The Nation Brands Index (NBI) is the key source of evidence on Scotland's international reputation. Data for Scotland has been collected since 2008. The overall evidence from the NBI is that international perceptions of nations are, in the main, remarkably stable and small shifts in score are considered evidence of a change in reputation.<sup>62</sup>
- 5.15 The NBI measures international reputation on six dimensions: exports, governance, culture, people, tourism, and investment and immigration. The index provides a rank and score overall and for individual elements of a country's reputation. The rank is responsive to changes in the sample of evaluated nations from year to year, and so only the score is used to examine change in reputation over time.
- 5.16 NBI results show awareness of Scotland rose from 62% in 2012 to 65% in 2014. Scotland's reputation improved in 2014 both in terms of overall score and score on each of the six dimensions measured. Scotland's 2014 score was 61.8, up from 60.1 in 2012 and the first time available data has shown an improvement since data was initially collected in 2008.
- 5.17 Scotland's international reputation for tourism increased by 1.2 points from 67.4 in 2012 to 68.6 in 2014 and remains one of Scotland's key reputational strengths. The reputation of Scotland's culture also increased by 1.2 points, from 57.9 in 2012 to 59.1 in 2014. Dimensions of Scotland's international reputation related to business saw the largest increases in score (albeit from generally lower bases). Scotland's reputation for Exports increased by 2.1 points to 55.8 and international reputation for Investment and Immigration increased by 2 points to 59.9.
- 5.18 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

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<sup>62</sup> NBI is used as a data source for the National Indicator on Scotland's reputation on the Scotland Performs National Performance Framework. A shift of more than 1 point up or down is considered the threshold for change in performance.

the score improvement. There is particular evidence of higher familiarity and favourability among panellists in Commonwealth countries including Canada, Australia and South Africa.

5.19 There were a number of high profile events in Scotland in 2014 that received global media attention, including the Ryder Cup and the referendum on independence. Fieldwork for the 2014 NBI was carried out between July 10th – July 28th 2014, coinciding with the opening ceremony and first days of competition. The timing suggests it is plausible the Games contributed to this boost in international reputation. It is, however, too soon to say whether any reputational boost will be translated into long term economic advantage through increased tourism and business.

5.20 For Glasgow in particular, 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 2014 Glasgow was ranked number 8 in the world on the Ultimate Sport Cities Index, up from 9th in 2012.

### ***Civic pride and participation***

5.21 A Games Health Impact Assessment carried out in 2012 found boosting civic pride was one of the top anticipated long term benefits of the Games of Glasgow residents<sup>63</sup>. Actions to boost civic pride recommended by the report 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.

5.22 Particularly large scale 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. Together, with numerous other projects and programmes, hundreds of thousands of opportunities

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<sup>63</sup> <http://www.glasgow.gov.uk/CHttpHandler.ashx?id=2036>

to take part in Games related community events across the city and the country were created.

**Figure 5.2. Glasgow Green at Games Time**



Getty Images

5.23 The thousands of volunteering opportunities were also hoped to contribute to enhanced civic pride and participation, and leave a legacy of enhanced capacity in the volunteering sector. In particular, Glasgow's Host City Volunteer programme was explicitly intended to impact on civic pride, widen opportunities to groups under-represented in the Clyde-sider programme and provide opportunities for residents to play an ambassadorial role welcoming Games visitors.

5.24 The extent to which the population across Scotland anticipated a civic pride boost because of the Games increased as the Games drew closer and peaked at Games time. Just under a quarter of Scots anticipated that 'people in Scotland will feel proud' as a result of the Games in July 2014, up from just under a fifth in 2012. This is in spontaneous response to an open question in a regular survey about potential Games impacts.<sup>64</sup> Post Games, this returned to

<sup>64</sup> Survey results from 2012-2015 available in the XX Commonwealth Games Omnibus Research Report here: <http://www.gov.scot/Publications/2014/10/1931>

under a fifth of spontaneous mentions, while mentions increased for feeling a sense of individual pride (from 12% in 2012 to 17% in 2015) and enhanced international reputation (from 8% in 2012 to 15% in 2015).<sup>65</sup>

5.25 Further evidence on civic pride in Glasgow is available from the Glasgow Household Survey. It shows that civic pride is already high in Glasgow. Almost nine in ten (86%) residents in 2014 said they felt proud of the city and three-quarters (75%) said they felt proud of their local area – an increase of ten percentage points since 2012. Future data from this survey will give insight into any continued possible Games effect.

5.26 Market research by the Glasgow City Marketing Bureau<sup>66</sup> indicated the branding and dressing of the city for the Games was noticed and popular among residents and visitors. For example, 60% of visitors were aware that Glasgow's brand is 'People Make Glasgow', and 93% agreed with the brand statement. There was also some indication of the role branding can play in civic pride, with 64% of residents polled saying the brand statement made them feel proud.

5.27 Research carried out by the Glasgow Centre for Population Health (GCPH) on Clyde-sider applicants - successful and unsuccessful; pre and post Games – also gives some insight into the impact of such a large scale event volunteering programme.<sup>67</sup> When asked what they felt they had gained from the experience, a high proportion of Clyde-sider survey respondents mentioned enjoyment and the fun from participating in a unique experience (90% reported this gain 'a lot or a great deal'). This chimes with wider research on major event volunteering which commonly finds a key motivation for event volunteering to be the opportunity to take part in a unique event, rather than necessarily motivation around skills development or civic engagement and 'giving back'.

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<sup>65</sup> TNS survey April 2015

<sup>66</sup> GCMB commissioned market research from Progressive and Scotpulse

<sup>67</sup> GCPH (forthcoming) 2014 Commonwealth Games Volunteering Research, Follow Up report

- 5.28 Nevertheless, an equally high number of Clyde-sider respondents reported more altruistic gains including the satisfaction from helping others enjoy themselves (90%); a sense of giving something back (81%) and being part of a team (81%).
- 5.29 A notable proportion of Clyde-sider respondents (45%) also stated their experience would result in them volunteering more in the future. Further, 58% of respondents in the Volunteer Support Pot evaluation felt their experience at the Games was likely to increase their commitment to volunteering. While we are yet to see the extent to which these intentions translate into increased volunteering behaviour, it clearly suggests the Games resulted in increased interest and the potential for increased capacity in volunteering.
- 5.30 Unusually for event volunteering research, GCPH also surveyed those who applied to be Clyde-siders but were unsuccessful. Overall, the research found the experience of applying and not being successful had limited impact on future volunteering intentions – it did not put people off volunteering in the future, in fact it was slightly more likely to have a positive impact on future intention than negative impact.<sup>68</sup>
- 5.31 As noted in chapter 3, monitoring data and evaluation of the Host City Volunteer programme found it was successful in extending the reach of volunteering opportunities. In particular, there is evidence of the HCV programme successfully engaging people with disabilities, those from ethnic minority backgrounds and those from deprived areas of Glasgow. The Volunteer Support Pot assisted those from disadvantaged groups who were potentially struggling to complete volunteer roles they had successfully gained.
- 5.32 Two recurring themes across all research carried out by the Glasgow Research Partnership (GRP) and the University of Strathclyde on volunteers<sup>69</sup> are the overwhelmingly positive nature of the experience of taking part, and the high extent to which

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<sup>68</sup> 68% of unsuccessful applicants indicated they intended to do the same level of volunteering in the future; 13% expected to do less and 19% expected to do more.

<sup>69</sup> Including Host City Volunteers, Opening and Closing Ceremony Cast volunteers, Queen's Baton Relay Batonbearers and Volunteer Support Pot beneficiaries.

participants felt pride in their role. In each GRP survey, levels of satisfaction with the experience were between 85% and 90%. Levels of pride in taking part as a volunteer were also high. For instance, 97% of Ceremonies volunteers said they were proud to have been a volunteer, as did 95% of Host City Volunteer respondents and 85% of baton bearers.

- 5.33 Findings also indicate some differences in motivation and gains anticipated between the different volunteer groups. Participating in the excitement of the event was a common motivation for Cast volunteers; baton bearers frequently mentioned a sense of honour and pride in recognition by their communities and HCV respondents mentioned the opportunity to both learn more and impart their existing knowledge of Glasgow. This latter role resonates with the recommendation in the Health Impact Assessment that roles be created to enable people to play an ‘ambassadorial’ role around the Games as one route to maximising civic pride impacts.
- 5.34 As with the Clyde-sider and VSP research cited above, intention to volunteer in the future – both event volunteering and wider community volunteering – was common among HCVs, baton bearers and Cast volunteers. Across all major volunteering programmes associated with the Games, those who took part report it has encouraged them to be more involved in their communities in the future.
- 5.35 Specific mechanisms have been put in place, at city and national levels, to try to harness this increased intention to volunteer and take part among many thousands of Games related volunteers.
- 5.36 In Glasgow, the HCV programme represents the first element of a wider Host City Glasgow programme, which runs from 2013 to 2016. This wider programme enables residents to take part in flexible learning, volunteering and citizenship aimed at increasing civic pride; engagement with the City’s sporting and cultural estate; and long term participation in volunteering.
- 5.37 At a national level, Volunteer Scotland received the details of those Clyde-sider applicants who opted to have their details shared so they could be alerted to future volunteering opportunities. Most Clyde-sider applicants opted in, and those from Scotland were

invited by Volunteer Scotland to join their My Volunteering Account (MVA) service, which has boosted numbers of MVA holders to over 6,000. Volunteer Scotland continues to work with key partners to offer ongoing opportunities to volunteer in the community.

## 6. CULTURAL LEGACY

6.1 This chapter sets out the evidence to date that helps answer the following question in the Pre Games Report:

### **What effect have the Games had on the culture sector and cultural engagement?**

6.2 National and city legacy aspirations included a positive impact on cultural engagement and the culture sector, principally through the Games related Glasgow 2014 Cultural Programme. This chapter also summarises evidence on the educational programme associated with the Games, Game on Scotland.

### **The wider evidence base**

6.3 The updated evidence review which accompanies this report found limited evidence to help assess what the long term impact of hosting a major event and its related festivals may be on cultural engagement and the culture sector.

6.4 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.

6.5 It is plausible that widening the range of cultural opportunities helps engage those not interested in sport. Previous major sporting events have seen equal or greater participation in the cultural events compared to the sporting events. Whether this translates into a sustained increase in cultural engagement or a boost to the culture sector is uncertain.

6.6 The evaluation of the 2012 Olympiad remains one of the few sources of evidence on cultural engagement associated with large scale Games-related cultural programming. This reported 43.4 million public engagement experiences (including participants, spectators and volunteers), more than for the sporting events. It also cites survey evidence suggesting participants are more likely to

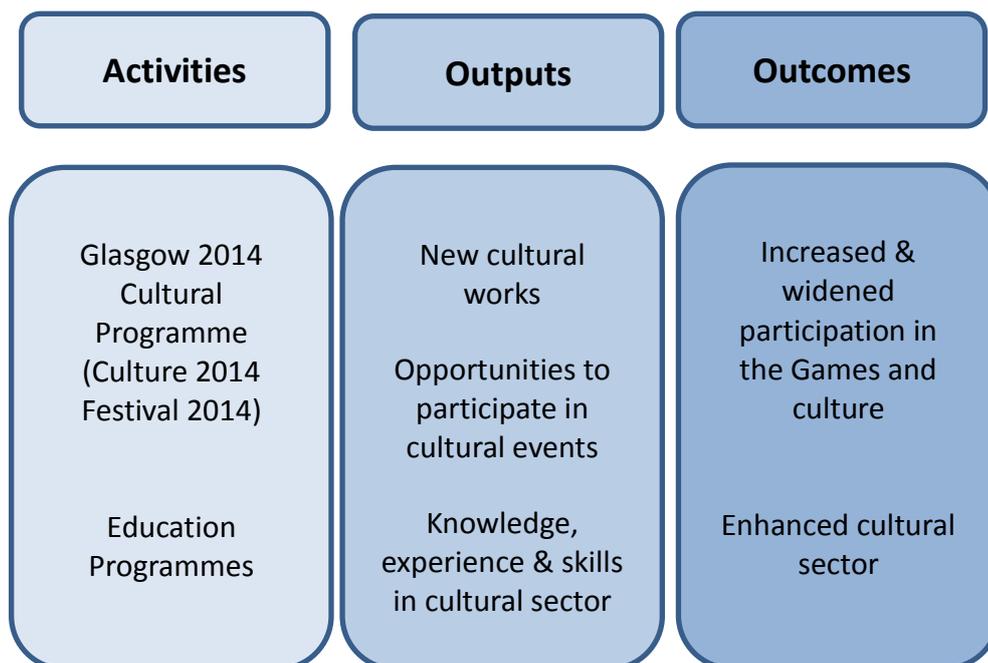
attend cultural activities in the future as a result of taking part in the programme. It is not clear, however, to what extent attendance was widened to those who do not typically engage in cultural activities and to what extent intention is translated into action.

- 6.7 There is some evidence that the scale and reach of cultural programmes associated with major Games 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.
- 6.8 Although it is common for major sporting events to have linked educational and learning programmes that can demonstrate ‘reach’, there remains little available evidence of their long-term impact.

### Glasgow 2014 Legacy Investments and Programmes

- 6.9 Figure 6.1 distils the range of legacy programmes and investments aimed at providing opportunities to engage with the Glasgow 2014 Games through culture and learning. More detailed information on individual programmes is available on the Assessing Legacy website.

**Figure 6.1. Key Cultural Legacy Interventions**



- 6.10 The key programme was the Glasgow 2014 Cultural Programme - a national programme of new work by world-leading and emerging Scottish and international artists.
- 6.11 The programme consisted of two strands: Culture 2014, a nationwide programme which ran throughout the year leading up to the Games with activity focused around key dates such as Commonwealth Day, 100 Days to Go and the return of the QBR to Scotland; and Festival 2014 a citywide programme which took place during Games time, from 19 July to 3 August 2014.
- 6.12 The broad aims of the cultural programme 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'.
- 6.13 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 £13.2m. 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.
- 6.14 Game on Scotland, and the linked Game on Glasgow, is the official education programme for the Glasgow 2014 Commonwealth Games. It is designed primarily to enable educators to use the Games as a resource for learning and teaching activities that will contribute to the delivery of Curriculum for Excellence<sup>70</sup>. It was also used to encourage engagement with the Games and increase knowledge and understanding of the world and Scotland's place in it among learners.

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<sup>70</sup> Scotland's education curriculum from ages 3 to 18.

## Evidence to date of Games effect

- 6.15 The evaluation of the Glasgow 2014 Cultural Programme found it was unprecedented in scale compared to any previous cultural celebrations in Scotland.<sup>71</sup> 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.
- 6.16 Glasgow 2014 Cultural Programme was the first Commonwealth Games cultural programme to have a dual city and nation focus, and the first delivered by the national and city public bodies with responsibility for culture (see chapter 8 on organisational legacy for more detail). It was the first Commonwealth Games cultural programme to start a year out from the Games. Glasgow 2014 was also the first Commonwealth Games where the Organising Committee operationally brought together all their responsibilities for the non-sport elements of the Games: QBR, the Opening and Closing Ceremonies and the Culture Programme.
- 6.17 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.

## *Impact on participation*

- 6.18 The programme attracted a mass audience. Attendance at cultural events and participation in cultural activities were high – the programme attracted an estimated 2.1m attendances and 600,000 participants. Notable elements of the programme aimed at inspiring participation at scale included Get Scotland Dancing and Big Big Sing.

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<sup>71</sup> BOP consulting (2015) Glasgow 2014 Cultural Programme Evaluation: Overarching Report. Creative Scotland and Glasgow Life.

- 6.19 A large proportion of the events took place in Glasgow, though the year-long nationwide Culture 2014 ensured events were programmed and audiences reached throughout Scotland. Given that ticket sales for the sport events in the Games were 1.2m, it is clear that the Culture Programme contributed to increasing participation in the Commonwealth Games related events in Scotland in 2014.
- 6.20 The evaluation also provided evidence that the Culture Programme provided a high level of affordable opportunities to take part. Over 8 in 10 projects in the Programme reported that some or all of their activities were provided free of charge.
- 6.21 However, and related to the well-known difficulty in gathering demographic data for free events<sup>72</sup>, the evaluation could not robustly assess the extent to which the programme attracted new audiences for culture and the arts. The evaluators conclude from the limited data that does exist<sup>73</sup> that the pattern of participation in the Culture Programme is likely to have reflected long standing differences in participation in culture and the arts in Scotland and other countries<sup>74</sup>.
- 6.22 There is evidence, however, from the 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<sup>75</sup> among participants in Games related cultural events<sup>75</sup>.

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<sup>72</sup> With, for instance, no box office data available for analysis

<sup>73</sup> For example, the Games time Visitor Survey found the demographic groups most likely to attend Festival 2014 events were aged 25-64 and in full or part time employment.

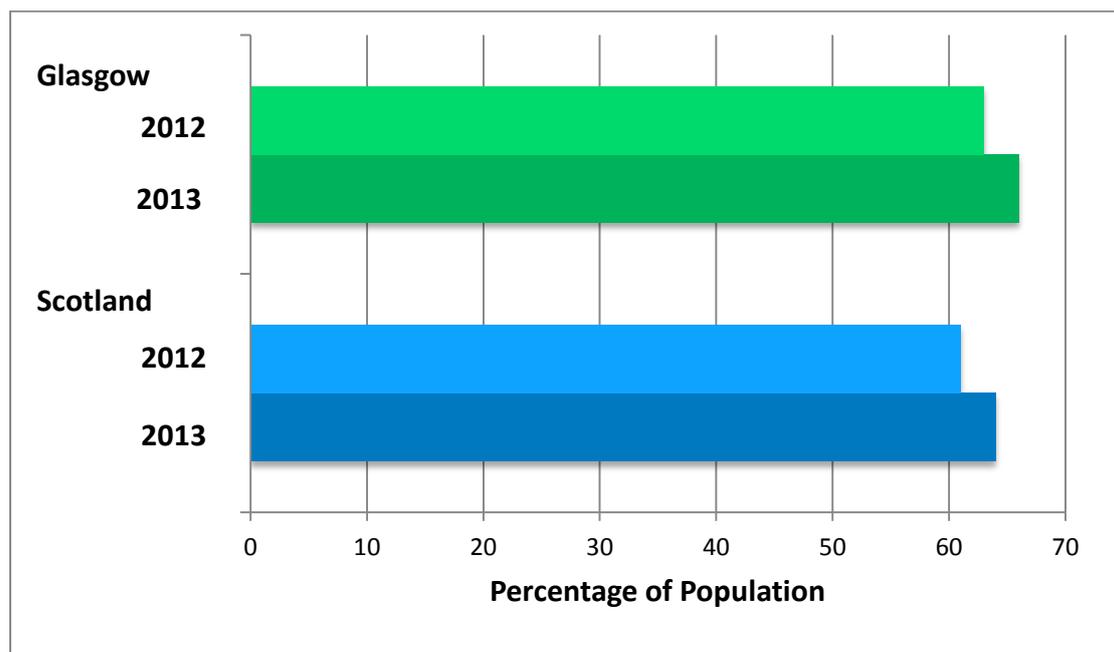
<sup>74</sup> For example, the Scottish Household Survey finds differences in cultural engagement by age, disability, educational attainment and deprivation.

<sup>75</sup> Big Lottery (2015) Legacy 2014 Evaluation. [Big Lottery Fund's contribution to the 2014 Commonwealth Games Legacy](#)

6.23 It is too soon to say whether the high levels of attendance and participation in the Culture Programme noted above will impact on the national statistics on cultural engagement. The national data that is available to date shows an increase between 2012 and 2013 in attendance in culture and the arts at Scotland and Glasgow levels (see figure 6.2 below).

6.24 Some of the 2013 data was gathered in the second half of the year, after the launch of the Glasgow 2014 Cultural Programme, so it is possible that Programme projects contributed to this increase. However, it is expected that any impact would be more evident in the 2014 data. This will be available later in 2015.

**Figure 6.2. Attendance at cultural events and visiting places of culture in the last 12 months, Scotland and Glasgow, 2012 and 2013**



Source Scottish Household Survey

### ***Impact on the Culture Sector***

6.25 Evidence on the impact of the Glasgow 2014 Cultural Programme on the culture sector in Scotland is clearer. Chapter 8 sets out the extent to which the programme created new partnerships in the sector in Scotland. It also suggests that the model of the delivery

by partnership between Scotland and Glasgow's public bodies for culture, rather than an externally commissioned curator, means the experience, skills and knowledge developed have been retained in Scotland - in these bodies and across the thousands of artists that created and delivered the programme.

6.26 Several individual cultural works produced as part of the Glasgow 2014 Cultural Programme already have a life beyond the Games and the end of the programme. Examples include Dundee Rep Theatre, touring *In My Father's Words*, a play in Gaelic and English, to New York in 2015 and *From Scotland With Love*<sup>76</sup>, a film and original score that uses archival footage of Scotland, playing at international film festivals in Argentina and New Zealand, and to be performed in the Edinburgh International Festival in 2015.

6.27 Beyond individual examples, the evaluation found producer capacity in Scotland has been built, 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).

6.28 However, while the evaluation concludes the programme constitutes a step change in how culture sector partners work together in Scotland, and how major event related cultural programmes are conceived and delivered, it is too soon to talk of a step change for the entire Scottish arts and culture sector as a whole, not least because of the range of wider trends and forces that will have an influence over the long term.

### ***Learning and youth leadership***

6.29 The evaluation of the official Games related educational programme, *Game on Scotland*, found evidence of delivery of enhanced learning opportunities and the development of a wide range of well used learning resources related to the

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<sup>76</sup> A collaboration between director Virginia Heath and musician King Creosote

Commonwealth<sup>77</sup>. Over 90% of Scottish schools, across all local authorities, took part in the programme.

6.30 Links between schools in Glasgow and in Commonwealth Countries have increased since 2009 through the Connecting Classrooms across the Commonwealth legacy programme. It is possible these national and city education programmes related to the Games have contributed to enhanced learning experiences, in particular around global citizenship.

6.31 Finally, a number of youth leadership programmes were developed as legacy programmes including Young Scot Youth Legacy Ambassadors and **sportscotland**'s Young Ambassadors. Young Ambassadors in sport is delivered through the Active Schools Programme mentioned in chapter 5, and the target to have two ambassadors for sport in every secondary school in Scotland has been exceeded – there are 1,313 now in Scotland. Their key role is to inspire other young people to participate in sport. A similar initiative in Glasgow, the Sports Leadership Award, has also expanded, from 250 young leaders receiving awards in 2009/10 to 1,303 in 2014/15.

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<sup>77</sup> [http://www.educationscotland.gov.uk/resources/g/genericresource\\_tcm4856689.asp](http://www.educationscotland.gov.uk/resources/g/genericresource_tcm4856689.asp)

## 7. REGENERATION LEGACY

7.1 This chapter sets out the evidence to date that helps answer the following question in the Pre Games Report:

**What effect have the Games had on the lives of the community in the area of Glasgow's East End most directly affected?**

7.2 The chapter addresses the question of whether the Glasgow 2014 Games investment, embedded in a wider regeneration programme, has contributed to physical, environmental and socio-economic improvement for those living in the areas of the East End of Glasgow most affected by the Games.

7.3 Regeneration in the East End relates mainly to the Sustainable theme of the Scottish Government's legacy framework. It also relates primarily to the Prosperous theme under Glasgow's legacy framework, which has as one of its outcomes to improve the physical appearance of Glasgow, particularly the East End.

7.4 Evidence for this section comes from a range of sources, but in particular includes the latest data available from the GoWell East longitudinal household survey of residents in the East End of Glasgow. GoWell East surveys the communities in the East End of Glasgow which are situated closest to the main Commonwealth Games sites, where residents may benefit from, or be otherwise affected by, the considerable amount of physical area changes (house building, road construction and upgraded sports facilities), as well as associated social and economic changes linked to the Games.

7.5 The study area was surveyed in the summer of 2012, with 1,015 adult householders interviewed across the six communities on that occasion. The aim of the post Games survey was to follow up as many of these baseline survey participants as possible if they remained living in the study area. Of the achieved baseline wave 1 sample, 41% of participants also completed wave 2 of the survey, from which a longitudinal dataset of 414 participants within the East End of Glasgow was formed. All findings presented in this chapter are based on an analysis of the baseline and follow-up survey responses from the 414 members of an East End

longitudinal cohort, constructed through data-linkage between the two surveys.

- 7.6 This longitudinal cohort of adult householders is not representative of all adult residents in the study area in all key respects. Nonetheless, the study provides an indication of how a substantial group of residents have responded over time to the Games and other changes brought about by regeneration in the area<sup>78</sup>.

### **The wider evidence base**

- 7.7 The updated evidence review that accompanies this report maintains that major sporting events can leave long term legacies in terms of regeneration. The review cites evidence that events can speed up and extend regeneration plans and thereby act as catalysts for accelerated socio-economic development where large capital investments are made. However, these need to be linked to the city's wider plans and objectives, rather than be delivered as stand-alone initiatives. The need to engage communities in the regeneration process is also highlighted as key to long term successful regeneration.
- 7.8 Two key potential problems around event led regeneration are raised in the literature: the development of infrastructure that is too focussed on the Games time period alone and widespread or large scale displacement of local populations.
- 7.9 However, the use of vacant and derelict land and remediation of contaminated land 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.

### **Glasgow 2014 Legacy Investment and Programmes**

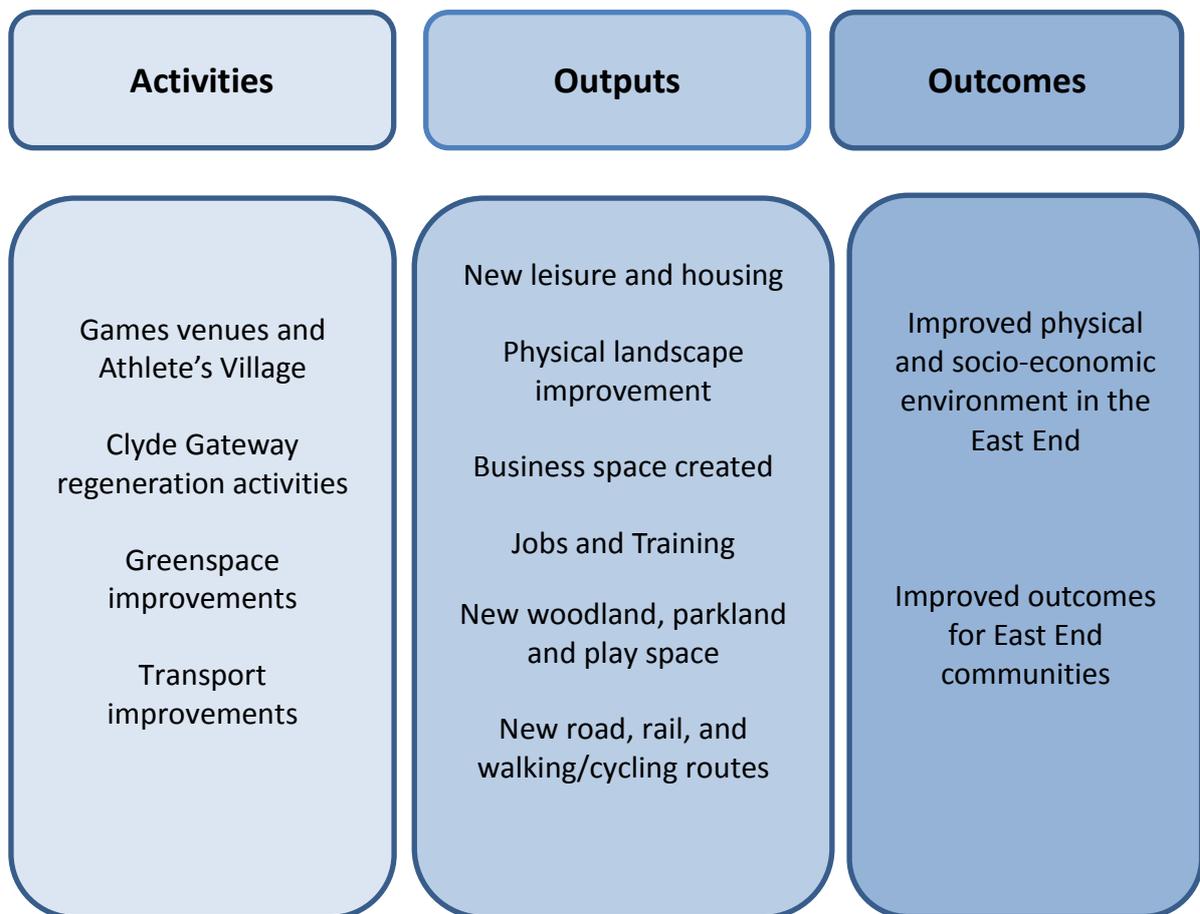
- 7.10 A number of legacy investments and programmes are specifically focussed on the East End of Glasgow and neighbouring South Lanarkshire. Figure 7.1 presents a distillation of the key types of

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<sup>78</sup> Cleland et. al. (2015) GoWell East: Studying Change in Glasgow's East End: Headline Indicators Report for Wave 2 (2015) in comparison to Wave 1 (2012)

intervention funded by Games partners. Broadly, they include the completion of key Games requirements in terms of venues and the Athletes' Village, and wider attempts to leverage benefit from the Games by accelerating regeneration efforts, greenspace improvements and transport improvements.

**Figure 7.1. Key Regeneration Legacy Interventions**



7.11 As outlined in previous chapters, the preparation for the Games involved the development of seven major new and improved sports infrastructure projects around the city. Three of these developments took place in or adjacent to the East End: the Emirates Arena and Sir Chris Hoy Velodrome; Tollcross International Swimming Centre; and the Glasgow Green National Hockey Centre.<sup>79</sup>

<sup>79</sup> Clark and Kearns (2015) The Glasgow 2014 Games: Regeneration and Physical Activity Legacy

- 7.12 Although not directly related to legacy investment, it is important to also note that a number of smaller sporting and physical activity facilities in and around the East End area were also improved around the same time, partly to compensate for the closure of Tollcross during its refurbishment.<sup>80</sup>
- 7.13 Clyde Gateway Urban Regeneration Company (URC) is responsible for Scotland's largest regeneration programme. It was launched six weeks after the Games were awarded to Glasgow to drive forward the bid commitment that the Games would be a catalyst for the physical, economic and social transformation of Glasgow's East End and neighbouring South Lanarkshire.
- 7.14 Over the past five years, Clyde Gateway URC, with partners, has refurbished historic sites, made improvements to the public realm, created new business space, reclaimed contaminated industrial wasteland and is nearing completion of a major new park and woodland for the communities in the East End and South Lanarkshire.
- 7.15 In addition to this physical regeneration, Clyde Gateway is delivering a range of employment and training projects to support people into work, many for the first time.
- 7.16 A further £600,000 of funding for Clyde Gateway was announced by the Scottish Government in March 2015. Funding will be used for employment and education initiatives and to promote physical activity in school pupils.<sup>81</sup> Partners have reaffirmed a collective commitment to the regeneration of the area to ensure an enduring legacy and recognise that success will only be achieved if communities are themselves at the heart of the regeneration.
- 7.17 A £1 billion programme of Games-related transport infrastructure projects has included improvements to the M74 in the East End, the construction of a new dual carriageway known as the Clyde Gateway and the refurbishment of the Dalmarnock Railway station.

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<sup>80</sup> Clark and Kearns (2015) The Glasgow 2014 Games: Regeneration and Physical Activity Legacy

<sup>81</sup> <http://www.legacy2014.scot/news/%C2%A3600000-legacy-boost-funding-to-strengthen-commonwealth-games-legacy>

7.18 In addition to physical infrastructure and environmental improvements, there are a range of other legacy programmes including employability, cultural and physical activity programming and interventions taking place in the East End.

7.19 For example, a report by GoWell East on the likelihood of an active legacy for residents in the East End<sup>82</sup>, identified a total of 39 relevant legacy programmes in operation. The role of these programmes ranged from improvements to sporting facilities to support for the development of sports clubs, events, coaching and volunteers to stimulate participation in sport and physical activity; interventions to promote physical activity in schools and several aimed at improving the physical environment intended to support physical activity and active travel through better designed environments.

### **Evidence to date on Games effect**

7.20 The GoWell East study area runs from Saltmarket and High Street in the west to the edge of Tollcross Park in the east, including the six communities of Bridgeton, Calton, Camlachie, Dalmarnock, Gallowgate and some of Parkhead . The area is broadly similar to the Glasgow City Council East End Local Development Strategy area.

7.21 Altogether, it covers an area of 623 hectares with over 10,000 houses and a population of nearly 19,000 people. It is an area with relatively high levels of deprivation, with 21 of the 27 datazones in the area included in the most deprived 15% areas in Scotland.

7.22 Life expectancy is lower than the Scottish average, self-assessed general health is relatively poor and there is a relatively high prevalence of disability and long-term ill health (45%)<sup>83</sup>. The levels of deprivation and poor health present challenges as far as expectations of any impact from the Games and regeneration activities may have on many of the outcomes that are being sought.

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<sup>82</sup> Clark and Kearns (2015) The Glasgow 2014 Games: Regeneration and Physical Activity Legacy

<sup>83</sup> Clark and Kearns (2015) The Glasgow 2014 Games: Regeneration and Physical Activity Legacy

## *Physical Environment*

7.23 The physical environment of the East End of Glasgow has been transformed since 2008 and it is clear the Games have contributed to this transformation.<sup>84</sup> The new venues and converted Athletes' Village mentioned above are some of the more obvious Games related physical environment changes and were both built on previously vacant and derelict sites. Regeneration legacy interventions embedded in Clyde Gateway activity have also contributed markedly to changes in the East End's physical environment.

7.24 Key Clyde Gateway projects include the re-opening of the historic Olympia building at Bridgeton Cross; the completion of more than 40 office suites for small businesses at Rutherglen and Bridgeton; the delivery of Clyde Gateway East Business Park adjacent to Junction 2a of the M74; and the construction and opening of Eastgate, an office development which has become the headquarter building for the 500 staff of Community Safety Glasgow.

7.25 A further eight projects are at advanced stages of delivery. These include a new Community Legacy Hub at Dalmarnock and a new urban woodland park at Cuningar Loop on the banks of the river directly opposite the Athletes' Village. Projects to attract new business include the Rutherglen Low Carbon Zone for business and industry; a new office development at Riverside East in Dalmarnock that has become home to around 1,000 Police Scotland staff and the establishment of the National Business District at Shawfield on land that was heavily polluted and contaminated from previous industrial usages.

7.26 The Athletes' Village<sup>85</sup>, situated in Dalmarnock, has completed the retrofit process following the Games, with a large proportion of the

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<sup>84</sup> It should be noted that while the Clyde Gateway regeneration area and the GoWell East study area overlap, they are not exactly coterminous, and some of the environmental changes described in this section lie outside the GoWell East study area.

<sup>85</sup> The Athletes' Village is Scotland's first large-scale carbon neutral housing development and has won numerous awards, including: Best Green Initiative (Homes for Scotland Awards, 2013); Best Regeneration Project (Herald Property Awards, 2013); City Regeneration Project of the Year (Scottish Property Awards 2014); Best Regeneration Project RICS (Scotland) Awards, 2014).

furniture and fittings from the Games being donated to local charitable causes in Glasgow. It now provides a new residential community with 300 private homes, 400 homes for social rent and a new 120-bed care home for the elderly on the 38.5 hectare site. The first residents have now moved in to the village which was home to around 7,000 competitors and officials during the Games. Further phases of development at the Athletes' Village are planned which will create another 765 homes, shops and commercial property.

7.27 The M74 Completion evaluation referred to in chapter 3 found, “the opportunities offered by the new route will benefit the regeneration of the east and south Glasgow, particularly in 2014 for the 2014 Commonwealth Games where the route has played a role in delivering a key transport solution.”<sup>86</sup> The long term economic impact on the East End will be the subject of a future M74 evaluation reports.

**Figure 7.2. Redtree in the East End of Glasgow before and after Regeneration**



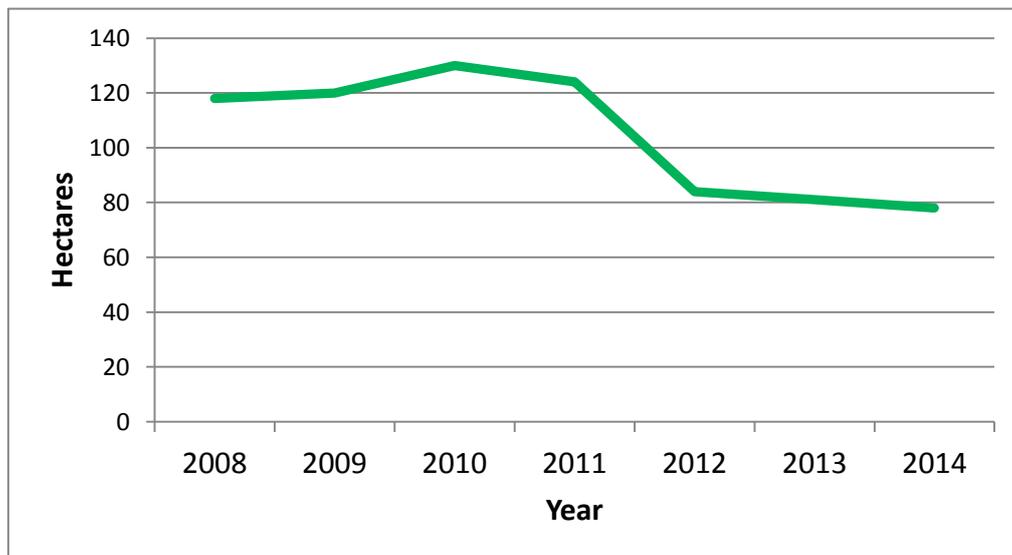
<sup>86</sup> <http://www.transportscotland.gov.uk/report/m74-completion-scheme-one-year-after-opening-evaluation-6724>



Clyde Gateway

7.28 The significant changes to the physical environment, involving extensive remediation to bring contaminated and vacant and derelict land back into use, is reflected in official statistics. Since 2008, there has been a 34% reduction in the amount of vacant and derelict land in the East End. This compares to a 12% reduction in vacant and derelict land across Glasgow over the same time period. In total, 71 hectares of vacant and derelict land in the East End have been brought back into use since 2008 (see Figure 7.3).

**Figure 7.3. Total area of vacant and derelict land in the East End of Glasgow (hectares)**



Source: Scottish Vacant and Derelict Land survey

7.29 Interventions to improve the greenspace in the East End have also progressed since 2008. Work is now well under way at Cuningar Loop with the main path network infrastructure taking shape, remediation work of the soil on site is complete and tree planting is now under way. The boardwalk, which will take visitors along each side of the Clyde, is also under construction.

7.30 Additional funding was secured via the Active Places Fund to develop a bespoke play space at Cuningar Loop that will use natural materials and landscaping to form a play space for children (see Figure 7.4). Funding has also been secured for installation of a bike skills and bouldering area onsite. Detailed planning is now under way for all the additional elements for the site.

7.31 Other environmental improvements progressed by Clyde Gateway - because of their prioritisation by the local community in consultation activity - include the Calton Burial Ground, Tullis Street Gardens and public realm improvements across the East End, in particular, at Bridgeton Cross.

**Figure 7.4. Cuningar Loop before and after the development of the Commonwealth Woodland**

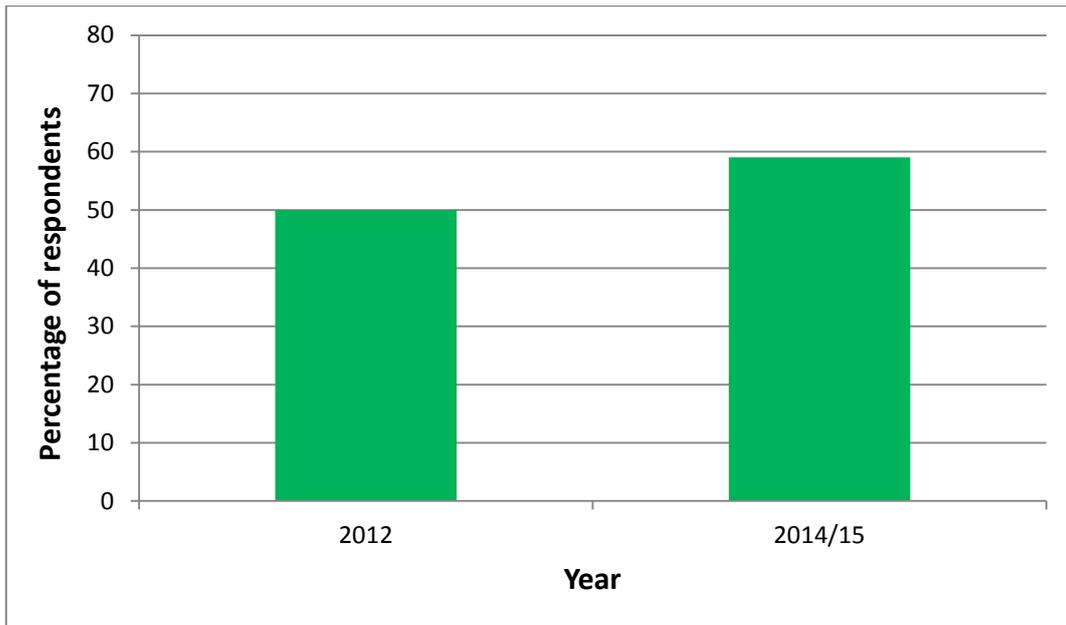


Forestry Commission

7.32 These improvements in the physical environment in the East End have been noticed by the local community. Nearly three-in-five of cohort members (59%) said that their neighbourhood had got better as a place to live in over the past two to three years, more

than the 50% who said so in 2012 (see Figure 7.5). This is higher than the national rate for identifying positive neighbourhood change for those living in deprived areas, currently at 24%. Seventy-three per cent of the cohort rated the quality of local greenspace as good in Wave 1 and this increased to 76% in Wave 2.

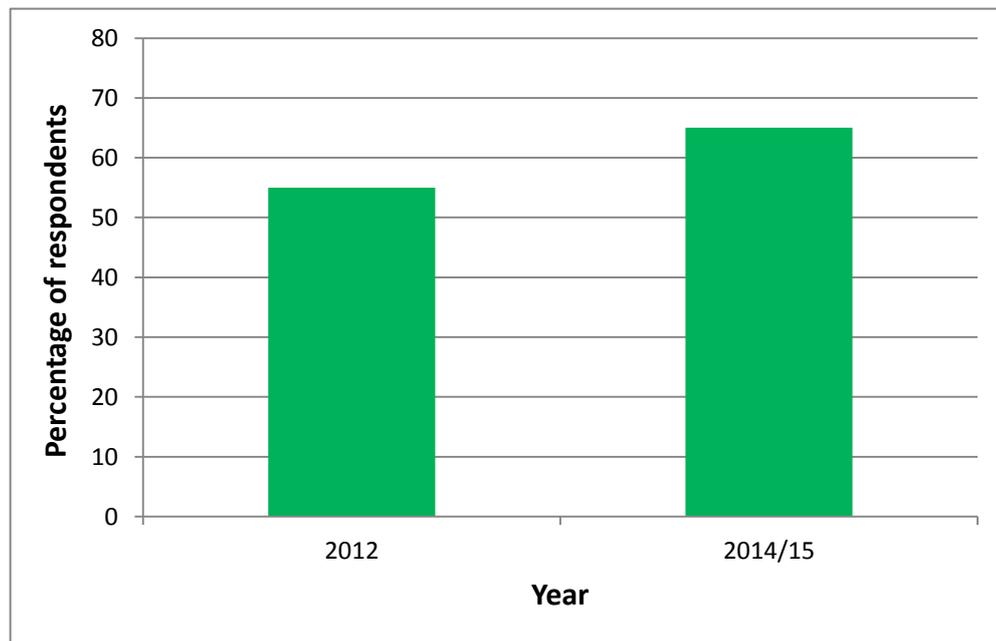
**Figure 7.5. GoWell East longitudinal cohort respondents perceived positive neighbourhood change**



Source GoWell East: Headline indicators comparison report June 2015

7.33 Neighbourhood satisfaction also increased among cohort members between 2012 and 2014/15 (74% satisfied at Wave 1 to 78% at Wave 2). Feelings of neighbourhood safety were notably higher in the post Games sweep. Among the baseline cohort, 55% said they felt safe walking alone in the neighbourhood after dark – this increased to 64% of cohort members at Wave 2 (see Figure 7.6).

**Figure 7.6. GoWell East longitudinal cohort respondents who felt safe walking alone in the neighbourhood after dark**



Source GoWell East: Headline indicators comparison report June 2015

7.34 Respondents' ratings of the sports facilities in their area show positive signs of improvement. At Wave 1, 54% of the cohort said that the sports facilities in or near their local area were either 'very good' or 'fairly good'. By Wave 2, this proportion was 71%.

7.35 Perception of the attractiveness of local buildings, environment and greenspace were 1%, 2% and 3% higher respectively in the longitudinal cohort post-Games compared to 2012. Conversely, perception of vacant and derelict land as a problem in the area was 8% lower (56% in 2012 compared to 48% at wave 2).

7.36 Although there is variation in the degree of change across these indicators, overall, they indicate that the cohort perceive continued positive change in the physical appearance and quality of their area; and feel safer and generally more satisfied in their neighbourhood. Nevertheless, it is clear too that cohort members recognise there is still some way to go in the regeneration of the physical environment in the East End.

7.37 Data is currently not available but in due course, comparison of the GoWell East study area to other GoWell areas should give an indication of whether the Games have brought additional benefit through associated regeneration activities.

### ***Socio-economic environment***

7.38 An issue raised in the literature on event led regeneration is that of physical displacement, often as a result of the requirement for land for event related construction. For the Glasgow Commonwealth Games, the approach taken was to use vacant and derelict land for new venue construction; refurbish existing facilities, and keep to a minimum the requirement for residential areas to be acquired for new construction.

7.39 Displacement can also occur via exertion of pressures such as changes in housing availability, house prices and jobs resulting in members of the local community experiencing pressure to move away only to be replaced by higher income groups: this social displacement is often referred to as gentrification. Gentrification takes place over time and it is too early at present to comment on this in any depth. The ecological study and further data from the GoWell East study should allow analysis of this in due course.

7.40 The Athletes' Village provides a large element of social housing and many of the employment and other programmes were targeted to those at greatest distance from the labour market in the East End, hence efforts have been made to avoid gentrification and ensure benefits reach the East End communities.

7.41 There are indications that many in the host community in the East End have benefited from employment and training opportunities brought about as a result of the Games and wider regeneration activity. The GoWell East post Games survey found one-in-twenty cohort households had experienced employment resulting from the regeneration activity in the area over the 2012-14 period. This involved either employment in the construction of infrastructure and facilities, or subsequent employment working in those facilities. In addition, one-in-ten respondents reported employment gains (either additional employment or extra working

hours) for someone in the household during the Games time in 2014.

### **Wider Legacy Outcomes**

7.42 GoWell East also provides some insight into the extent of any change over time observed in key legacy outcomes in the East End around physical activity, engagement in culture and volunteering.

7.43 Overall, the study found that while perception of the quality of local sports facilities has seen notable positive change, use of facilities and wider reported physical activity behaviours<sup>87</sup> were all lower among cohort members in Wave 2 compared to Wave 1. These changes are likely to be related to the closure of some local facilities for Games related use and to the fact that fieldwork for Wave 2 was carried out in autumn/winter compared to the summer fieldwork period of Wave 1. There is evidence that physical activity decreases in adults in winter<sup>88</sup> thus much of the decrease may be due to seasonal variation. A clearer long term picture on physical activity among East End residents will be possible after the second follow up survey in 2016.

7.44 When asked directly about the influence of the Games on activity, some modest positive impacts were found. Eight per cent of the cohort said that they were doing more sport, or a new sport as a result of being inspired by the Games. The GoWell research team interpret this as some evidence of the operation of a 'demonstration effect'. A further 12% of the cohort reported thinking about doing a new sport, or more sport or physical activity as a direct influence of the Games. The future survey sweep in 2016 will give insight into the extent to which this contemplation leads to behaviour change.

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<sup>87</sup> Sports participation, wider physical activity and visits to the outdoors

<sup>88</sup> Chan, CB et al (2009) Assessing the Effects of Weather Conditions on Physical Activity Participation Using Objective Measures. *International Journal Of Environmental Research And Public Health* 6:10 pp 2639-2654

- 7.45 Finally, there are indications that attendance at the cultural events around the Games was as respondents intended. Around a quarter of the cohort (26%) said in 2012 that they intended to take part in a Games related cultural event (Culture 2014, Festival 2014, or the Merchant City Festival), and 25% subsequently reported actually taking part.
- 7.46 In contrast, a much lower percentage of the cohort reported getting involved in the Games as an official volunteer (3%) compared to the intention to volunteer reported in 2012 (25%).<sup>89</sup> Volunteering rates in general amongst the cohort (not necessarily related to the Games) increased, however, between waves 1 and 2, from 26% to 29%, suggesting that respondents found other ways to volunteer. This may have been through multiple legacy programmes or general opportunities to volunteer in the community.
- 7.47 Finally, evidence from the evaluation of the Glasgow 2014 Cultural Programme suggests it provided a catalyst for increased social and cultural events and engagement in the East End, an area which has traditionally been underserved in terms of cultural events compared to the city centre or West End. East End Social, a project by East End based record label Chemikal Underground, combined community events in schools, care homes, libraries and local churches with larger concerts such as the Last Big Weekend Festival.

### ***Disruption of the event***

- 7.48 The literature review highlighted how, despite often positive changes overall, in the short-term events of this scale can lead to disruption for local communities. Construction associated with major events and Games time disruption related to traffic and spectator management at venues can notably impact on residents' daily lives.

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<sup>89</sup> The Wave 2 Headline Indicators report indicates this is likely because of an 'intention-action' gap where most who expressed interest in volunteering in the baseline survey did not apply to do so in the formal large scale programmes.

7.49 East End cohort members clearly experienced Games time disruption and inconvenience – mainly related to transport, parking and security arrangements around the Games. In total, 72% of cohort respondents reported one or more inconvenience from the Games.

7.50 Nevertheless, a clear majority (77%) of those cohort members who experienced inconvenience said they thought it was worth it for the enjoyment or benefit the Games brought. As in Scotland, and across Glasgow, the level of support for hosting the Games remained high in the post Games time. 81% of the cohort said they were supportive of the Games in Wave 2.

## 8. ORGANISATIONAL LEGACY

8.1 This chapter sets out the evidence to date that helps answer the following question in the Pre Games Report:

### **Is there a partnership legacy from the Games?**

8.2 In particular, the Pre Games Report asks whether organisations worked together to maximise Games opportunities. This chapter describes the partnership context for the delivery of the Games, evidence on the extent to which partnership working was successful, and the wider legacy for organisations involved in the Games. This wider legacy includes human capital legacy in terms of skills and experience developed among organisations' workforces and a 'delivery' legacy in terms of physical assets and systems and processes used during Games delivery which have been retained, redistributed, and enhanced for use in a range of post Games environments.

### **Glasgow 2014 Commonwealth Games Partnerships**

8.3 Events of the scale and complexity of a Commonwealth Games clearly cannot be delivered by one organisation alone. In submitting a bid to host, the Commonwealth Games Federation (CGF) requires a partnership to be established. The bid itself is submitted by the host nation Commonwealth Games organisation; the support of the national and local government of the host nation and city is required, and the CGF also requires an independent company to be established to co-ordinate the delivery of the event.

8.4 The four strategic partners, therefore, who signed the contract with the CGF to deliver the Games to an agreed standard, are Commonwealth Games Scotland; Scottish Government; Glasgow City Council and Glasgow 2014 Ltd (the Organising Committee). These four strategic partners also signed a Minute of Agreement in 2008 which set out their respective roles and responsibilities. These roles included introducing required legislation and overall responsibility for a safe and secure Games (Scottish Government); delivery of major infrastructure projects including transport, venues

and Athletes' Village (Glasgow City Council) and planning and delivery of the event (Organising Committee).

- 8.5 High level joint governance arrangements were established by the partners through the setting up of the Glasgow 2014 Strategic Group. The Strategic Group was chaired by the First Minister, had representatives from all partners and responsibility for overarching direction of Games planning and delivery, including ensuring the Games contributed to local and national objectives and long term legacy.
- 8.6 Underneath this high level governance structure was, and continues to be, an extensive range of partnerships across public, private and third sector organisations aimed at ensuring a successful Games and legacy. Police Scotland, Transport Scotland and **sportscotland**, among many other national government agencies played critical roles in Games delivery.
- 8.7 Equally, no single organisation could have delivered Scotland's legacy aspirations on its own. Many of Scotland's national bodies - including those in charge of sport, culture, health, tourism, enterprise and skills development – were closely involved in devising and delivering legacy programmes. Third sector organisations, such as the Lottery distributors and those representing young people, were important in engaging with individuals and communities by providing opportunities to participate in Games related activities. Local authorities played a key role in broadening the geographical reach of the legacy and making it relevant and meaningful across Scotland.
- 8.8 The Glasgow 2014 Organising Committee had, for the first time in a Commonwealth Games, an Engagement and Legacy Team whose remit was to develop a 'legacy conscience' within the organisation and in the delivery of the Games.

## Evidence to date of Games Effect

### Partnership

- 8.9 The Games were delivered successfully, and Audit Scotland, in their third audit report on the Games<sup>90</sup>, identified effective partnership working as one of the factors that contributed to this success. Their findings are that seven factors contributed to the success of the partnership working: a shared vision; clear governance arrangements; clear roles and responsibilities; appropriate seniority of staff in decision making; continuity of staff; personality of staff and good information sharing between partners.
- 8.10 It is inevitable, given the scale and complexity of the Games undertaking, that challenges in partnership working arose. For example, Audit Scotland found in their second report that joint working arrangements at the operational level were overly complex, with a large number of working groups whose responsibilities and accountability were not always well defined.<sup>91</sup> The risk of delays in decision making was recognised, and as the Games time approached, it was recommended that partners developed clearer, faster and more streamlined delegation and decision making processes as part of the governance arrangements. Partners established a Games Executive Committee in response to this, which enabled faster operational decision making during Games Time.
- 8.11 Other evidence is available from a Scottish Government Lessons Learned project<sup>92</sup> which was developed to capture organisational learning from the experience of delivering such a major event. These lessons learned were collected from Scottish Government and wider public sector staff using several different methods: desk based research, Games Time Observation, a staff survey and a Lessons Learned Event.

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<sup>90</sup> Audit Scotland (March 2015) Commonwealth Games 2014 Third Report

<sup>91</sup> [http://www.audit-scotland.gov.uk/docs/central/2012/nr\\_120322\\_commonwealth\\_games\\_km.pdf](http://www.audit-scotland.gov.uk/docs/central/2012/nr_120322_commonwealth_games_km.pdf)

<sup>92</sup> Giarchi, I. (2014) Lessons Learned from the XX Commonwealth Games, Scottish Government.

- 8.12 This research found staff involved in the event themselves felt there was good partnership working across a number of different levels – between the four Games partners, across wider stakeholder partners and across local authorities. Staff views were that the nature of the Games created a high profile, ambitious and tangible goal with a clear and public time limit, and this required and enabled effective partnership working.
- 8.13 The Games, due to its visibility, size, complexity, and clear deadline, were also thought to encourage new working relationships. In order to deliver, people had to both work in a range of different ways and with people they would not necessarily normally have worked with.
- 8.14 There were some reflections that greater flexibility in resourcing between the Games partners would have been beneficial, for instance, through a higher use of secondments between organisations. The research also found that the post Games transition experience for some staff could have worked better, and included better consideration of how best to use skills gained through the Games experience.
- 8.15 Similar findings were in a survey of Glasgow Council Family staff involved with the delivery of the Games conducted by the Glasgow Research Partnership in October 2014<sup>93</sup>. The majority of respondents (86%) viewed their Games time role as a positive experience with a range of benefits reported, from increased pride in the organisation (74% agreed) to increased willingness to take on challenges (69% agreed).
- 8.16 Evidence on the extent to which the Games impacted on organisational partnerships in Scotland is also available through evaluation of legacy programme activity – in particular, the evaluation of the Culture Programme. The previous chapter set out the key findings of the culture programme evaluation in terms of its audience reach and creation of new cultural works. It is clear from the Culture Programme evaluation that the scale of the programme

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<sup>93</sup> Glasgow Research Partnership (2014) Games Times Roles and the 2014 XX Commonwealth Games. A survey of staff in the Glasgow Council Family. Available here: <https://www.glasgow.gov.uk/index.aspx?articleid=14659>

was unprecedented in Scotland, and the programme was delivered through a large degree of collaboration and partnership at strategic and operational levels.

- 8.17 At the strategic level, the Glasgow 2014 Culture Programme was the first Commonwealth Games cultural programme to have dual host city and nation focus, and the first to be jointly delivered by the national and local authority public bodies for culture. The evaluation found this partnership approach was unique and worked. The relationship between Creative Scotland and Glasgow Life in particular was found to be particularly positive. Strong relationships built on trust have developed which are anticipated to continue in the future. Joint delivery of the Culture Programme by these bodies, rather than outsourcing the programme to an external curator, has resulted in the knowledge, skills, experience and capacity developed being retained within Scotland.
- 8.18 At the delivery level, 1,600 new partnerships were developed by projects in the Culture Programme, and the majority of these partnerships were with organisations outwith the culture sector: in education, in sport, in the community and voluntary sector and in health. Culture programme projects derived financial (in terms of leveraged match funding), artistic and organisational benefits from partnership. Notably, more than a quarter of projects identified sustained partnerships as a long term legacy benefit of their participation in the culture programme. Virtually all projects stated they would repeat their partnership and work with their new collaborators in the future.
- 8.19 Overall, the evaluators conclude that these developments in strategic and operational partnership have contributed to enhanced capacity and ambition across the culture sector in Scotland and constitute a step-change in how strategic culture partners in Scotland work together and engage with wider strategic stakeholders.
- 8.20 The evidence on partnership above focuses on some of the key high level partnership required to deliver the sporting event of the Games and the cultural events of a year-long culture programme. The delivery of the Games and related legacy programmes involved many more partnerships across many sectors and levels. Further

evidence on these partnerships is available on the Assessing Legacy website.

### *Wider organisational legacy*

- 8.21 The delivery of the Games and cultural programme was unprecedented for a major event delivery project in Scotland in terms of scale, complexity and numbers of organisations involved. Research with over 300 government and public body staff who worked on the Games found evidence of a human capital legacy from the Games in terms of increased skills, knowledge and experience<sup>94</sup>.
- 8.22 The nature and breadth of experience staff gained while working on the Games was not necessarily available in other posts. The experience enabled people to acquire new skills and greater personal resilience and confidence. In most cases staff reflected on the experience as personally uplifting, rewarding and one which they will draw on, use and refer to for the rest of their careers. Working on such a high profile, visible and publically understood project gave a great sense of pride to many of those involved. The legacy of this for the individuals concerned is difficult to quantify, though likely to be significant in the long term.
- 8.23 The lessons learned by organisations involved in delivering the Games also have an international legacy dimension through the Transfer of Knowledge (ToK) process. Glasgow 2014 was the first Commonwealth Games to include ToKs from all Games Partners. Because all Games partners participated in the ToK process the information provided is now also a resource for Scotland for future major event planning. Because the Games was a success in terms of delivery, the usefulness of this material is likely to be higher.
- 8.24 To give a sense of the scale of the XX Commonwealth Games ToK: it contains over 125 ToK Reports from each Glasgow 2014 functional area and additional ToK documents from Glasgow City Council, Police Scotland, Transport Scotland and Scottish Government on

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<sup>94</sup> Giarchi, I. (2014) Lessons Learned from the XX Commonwealth Games, Scottish Government

how the Games were delivered. This amounts in total to over 3,000 documents about how to deliver a mega event such as the Games.

8.25 Other organisational legacies for Scotland and Glasgow include the systems and processes used during Games delivery which were enhanced, modified or retained in post Games environment. The delivery of the Games enabled an unprecedented, co-ordinated test of major infrastructure and services. In particular the XX Commonwealth Games enabled large scale stress testing of transport and other public services at a national level and city operations level in Glasgow. Such large scale stress tests are not normally possible by other methods. The Games therefore were probably the largest stress test of public services in Scotland since the Second World War.

8.26 For example, in terms of transport stress testing, more than 1,800 additional train services successfully ran from Glasgow Central alone during Games Time. ScotRail laid on the biggest train timetable ever seen in Scotland. There were around 700,000 journeys on Glasgow's SPT Subway, of which 210,000 took advantage of free transport for Games ticket holders. The planning, experience and delivery of this volume of public and active travel has potential long term benefits for the public transport system, particularly where systems and processes are modified based on these experiences for use during business as usual, when the system comes under pressure, and during future major events.

8.27 Police Scotland, in their organisational lessons learned process, found there was a clear sense that organisational change can be accelerated when the police force is under operational delivery pressure. Police Scotland was formed in 2013 with the merger of all eight territorial police forces in Scotland. Delivering the Games became a critical issue for this new body and forced it to deal with many issues that otherwise may have been deferred. The Games also provided an opportunity for Police Scotland to test and build infrastructure and process in an accelerated manner. Police Scotland realised some positive organisational benefits, with staff working across previous Force boundaries.

8.28 In terms of sustainability, there are a range of delivery legacies from the XX Commonwealth Games. Glasgow 2014 was the first

Commonwealth Games to achieve certification to ISO 20121: Event Sustainability Management Systems<sup>95</sup>. ISO 20121 provides ‘the framework for identifying the potentially negative social, economic and environmental impacts of events by removing or reducing them, and capitalizing on more positive impacts through improved planning and processes’.

8.29 As part of this, the OC developed environmental management plans for Games venues, implementing initiatives to minimise and recycle waste, improve resource efficiency, and working to ensure sustainability was embedded within the procurement process for the Games.

8.30 Games tickets came with the provision of funded travel on Glasgow’s public transport network. There was no spectator parking at venues. A modern fleet of low-emission temporary energy generators were used at the Games; and venues used mains electricity for energy provision where possible. All competition venues had bicycle parking facilities available outside the venue perimeter fence.

8.31 It is highly likely that future Games will adhere to these new sustainability standards, itself a legacy from this Games internationally. In addition, learning from the Games experiences will be used in future events in Scotland and particularly in Glasgow. As part of this, a refreshed Sustainable Events Guide for Scotland was produced by Zero Waste Scotland.<sup>96</sup> The sustainable legacy from the Games was highlighted in an exhibition “Showcasing Sustainability Exemplars” which ran at the Lighthouse in Glasgow between April and October 2014.

8.32 In terms of accessibility and inclusion the XX Commonwealth Games accessibility team provided comprehensive guidance, audits of venue and village plans, access to assistive technology<sup>97</sup> and

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<sup>95</sup> <http://www.iso20121.org>

<sup>96</sup> <http://www.resourceefficientscotland.com/resource/how-plan-and-deliver-environmentally-sustainable-events>

<sup>97</sup> Audio description, remote BSL interpretation, hearing enhancement technology, speech to text reporting

mobility support services for spectators<sup>98</sup>. They also provided workforce training on accessibility and inclusion. The outcome of this, in terms of delivery legacy, includes a legacy for venues of improved accessibility; a comprehensive list of recommendations for future Commonwealth Games on accessibility and inclusion and knowledge which can be used for future major event planning in Scotland.

8.33 Finally, and wider than the venues and Athletes' Village discussed in previous chapters, there is a physical asset legacy from Games on two fronts: Games related public realm enhancements and Games related assets distributed through a programme of asset dissolution.

8.34 The full extent of this physical asset legacy is too broad to list in detail here. For illustration, Games related public realm improvements in Glasgow included improved cycling and walking routes; footway improvements, improved lighting, resurfacing and additional greenspace.

8.35 Glasgow 2014 Ltd undertook a programme of asset dissolution post Games with the stated aim to 'maximise legacy through distribution'. For example, Glasgow Housing Association received all furniture, fittings and equipment from the Athletes' Village and other items from the Athletes' Village were used for 'starter packs' by organisations that support homeless people. Games sports equipment was distributed by **sportscotland** through Active Schools and governing bodies to all 32 local authorities in Scotland. Medical equipment was also reused with some gifted to Scottish charities.

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<sup>98</sup> Dedicated accessibility/mobility team, role-specific training, mobility buggies, wheelchair loan and push service

## 9. CONCLUSION

- 9.1 At the beginning of this report, it was set out that since partners in Glasgow and Scotland bid for the XX Commonwealth Games, there has been an emphasis on their commitment to leverage the best possible social and economic benefit from the Games. It is these benefits that have been described as ‘legacy’ and they include both short term and longer term benefits.
- 9.2 The report has synthesised a wide range of evidence to assess the extent to which benefits have been leveraged from the Games to date. One year on from the Games, we are only in a position to assess short term benefits. The evidence presented throughout this report suggests short term benefits have accrued, particularly for business, tourism, international reputation and in the regeneration of one of Scotland’s poorest areas.
- 9.3 There is also some evidence that the reach of these short term benefits has extended to communities and groups who could benefit most. The wider evidence base suggests this reach is not automatic. It requires the explicit design of programmes and interventions to link opportunities that arise - in volunteering, jobs, business contracts, sporting and cultural events and opportunities – to communities and groups that can benefit most.
- 9.4 This conclusion chapter is structured in three sections. The first section summarises the legacy of the XX Commonwealth Games for future major event organisation; the second section summarises the benefits to Scotland and Glasgow to date, one year on from the Games; and the final section sets out the steps being taken to extend legacies into the future.

### **XX Commonwealth Games – Key Messages for Future Events**

- 9.5 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 positive<sup>99</sup> – with improved facilities, regeneration, tourism, enhanced civic pride and international reputation commonly mentioned anticipated benefits.

- 9.6 GoWell East findings indicate that the Commonwealth Games were a positive experience for many of the people interviewed in the East End of Glasgow and that any Games time inconvenience encountered was worth it.
- 9.7 The event itself was widely heralded as a success. This is important for legacy too, as the evidence suggests legacy, in particular reputational legacy, depends in part on the delivery of a successful event. A high global and domestic broadcast audience viewing the delivery of a successful Games that were embraced by the host city and nation residents suggests conditions were created for a positive reputational legacy for Scotland and Glasgow.
- 9.8 Some things were done differently in the XX Commonwealth Games, compared to previous Commonwealth Games. Legacy was planned for early; informed by evidence; considered at each planning, investment and strategic decision making stage; and embedded in existing policies and plans. For the first time in a Commonwealth Games, legacy was an official part of the Organising Committee's remit.
- 9.9 Most of the venues for the XX Commonwealth Games 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 developed for the city and the East End and used temporarily for the Games, rather than developed for the Games, with post Games use a secondary consideration. 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.

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<sup>99</sup> 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.

9.10 And the approach to cultural programming was different. The 2014 Culture Programme was the first Commonwealth Games culture programme designed for both the host city and the host nation, and the first to start a year out from the Games. This represents a significant 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.

9.11 The preparation and delivery of the XX Commonwealth Games required successful partnership working at a range of strategic and operational levels. Audit Scotland identified effective partnership working as one of the key factors that contributed to the Games success. Other evidence collected by partners also found that, while there were challenges, overall there was good partnership working between the four Games partners (Scottish Government, Glasgow 2014, Glasgow City Council and the Commonwealth Games Federation).

## **XX Commonwealth Games - Benefits to Scotland and Glasgow to date**

9.12 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 the report above does find indications of economic, social, sporting and cultural benefits to Scotland and Glasgow at this point, one year on from the Games.

9.13 Evidence throughout the report shows while the focus was clearly on Glasgow, benefits were felt across Scotland. Games visitors stayed in every part of Scotland, cultural events were held across the country, grassroots active infrastructure improvements occurred in each Local Authority area and businesses throughout Scotland benefitted.

9.14 The impact of the Games on high performance sport in Scotland is clear. Team Scotland, fielding their largest team ever with 310

athletes, including para athletes, secured 53 medals – 19 gold, 15 silver and 19 bronze, coming 4<sup>th</sup> in the overall medal table. This represents Scotland's highest ever medal tally in a Commonwealth Games.

- 9.15 Businesses across Scotland benefitted from Games contracts, and it is likely the support interventions put in place by partners facilitated this. £669m worth of Games Tier 1 contracts were awarded – with £510m of this (76%) awarded to businesses based in Scotland.
- 9.16 The short term risk noted in other major events of businesses suffering from disruption and displacement of their usual customer base because of the Games was averted. The deliberate efforts by partners to promote the city to residents and visitors as 'open for business' are likely to have played a part in this.
- 9.17 There is evidence the Games event was leveraged to provide a labour market boost which did reach those who could benefit most. For example, it is estimated that over eleven thousand young people across Scotland have benefitted to date from the range of national and city employability legacy initiatives.
- 9.18 The XX Commonwealth Games attracted approximately 690,000 unique visitors. 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 Commonwealth Games.
- 9.19 Evidence from the Nation Brands Index shows Scotland's international reputation improved in 2014, the first time available data has shown an improvement since it was first collected in 2008. Given the timing of the fieldwork, and the high global broadcast audience, it is likely the XX Commonwealth Games contributed to this boost in international reputation.
- 9.20 In terms of opportunities for local communities, venues were open to the public in advance of the Games, and unusually quickly after the Games. There is evidence of significant increases in community use of and satisfaction with Games venues. It is likely any risk of

'white elephant' major event venues noted in the literature has been averted.

- 9.21 There is evidence that Scotland's grassroots sport and physical activity infrastructure (people and places) has been improved since 2008 as a result of legacy programmes at a national and city levels. Use of, and satisfaction with, Scotland and Glasgow's active infrastructure has increased since 2008. It is plausible that the Games related improvements in infrastructure have complemented and contributed additional impetus to these increases in use and satisfaction.
- 9.22 There is some evidence that suggests a 'demonstration effect' of increased interest in sport and exercise, among those who already take part in sport to some extent, has occurred. Membership of Commonwealth Games sports governing bodies has increased as have attendances at leisure facilities.
- 9.23 Much of the Games related investment in physical infrastructure took place in the Clyde Gateway area, one of the most deprived areas in Scotland spanning Glasgow's East End and parts of neighbouring South Lanarkshire. There had been previous regeneration efforts in this area of Glasgow, but the evidence to date suggests the scale and pace differs both from these previous efforts and from other regeneration programmes in Glasgow.
- 9.24 While there is still some way to go, there has been much change in the physical environment of the East End of Glasgow and it is clear the Games have contributed to this improvement. The amount of vacant and derelict land has reduced as Games-related, and wider regeneration-related, infrastructure has been built on remediated brownfield sites.
- 9.25 And there is evidence of the community in the East End feeling their neighbourhood has improved as a place to live, to a much higher extent than is found in other areas of high deprivation across Scotland. Feelings of neighbourhood satisfaction and neighbourhood safety were notably higher among GoWell East respondents post Games, compared to their perceptions in 2012.

## **XX Commonwealth Games - Extending Legacies into the Future**

- 9.26 The challenge will be extending and embedding these benefits to date in Scotland and Glasgow to secure lasting legacies into the future.
- 9.27 A direct lasting legacy is likely to be the growth of the events sector in Scotland. The facilities built and redeveloped for the XX Commonwealth Games have opened opportunities to host more events in Scotland and, importantly, different types of events. This infrastructural capacity has been accompanied by greater capacity in the events supply chain, greater confidence within the sector, and greater external reputation.
- 9.28 There is already impact evident in terms of ability to attract major events. To date, 45 national and international events have been secured using Games infrastructure, with an estimated economic impact of over £18.5m.
- 9.29 To capitalise on the learning and experience from 2014, Scotland has developed a new National Events Strategy, to be published shortly. This aims to grow the events sector with an events portfolio that comprises core events unique to Scotland each year as well as high profile major events, with benefits for the people of Scotland and visitors.
- 9.30 Longer term legacy for high performance sport and para sport in Scotland is the focus of investment in the 2015-16 Draft Scottish Budget. £6m was provided for the development of a new National Para Sports Centre, the first of its kind in the UK, which will ensure disabled athletes can train at world-class, fully integrated multi-sports facilities. Further, £24m was provided for the development of a National Performance Centre for Sport in Edinburgh.
- 9.31 It was suggested above that there has been some evidence for the operation of a demonstration effect of increased interest in sport and exercise related to the XX Commonwealth Games. The evidence suggests, however, that demonstration effects can be short term and do not impact on those uninterested in sport. Attempts to leverage any event related inspiration have been made through national and city legacy programmes that focus on physical

activity, reaching the inactive and taking a long term approach through improving sport and physical education in schools.

- 9.32 It is too soon to say from national population statistics whether the increases noted in participation in sport and exercise, and physical activity more broadly, between 2012 and 2013 have continued. There is evidence of improvement in quantity and quality of sport and PE in schools across Scotland.
- 9.33 It is clear though that increasing population levels of physical activity is a long term generational challenge. Population activity levels are affected by a range of individual and environmental factors. The wider trends in transport, occupational changes and technological changes are challenging.
- 9.34 There are signs that Scotland is in a relatively good position internationally, with the cross sector nature of challenge recognised through the National Strategic Group for Sport and Physical Activity. Since the Games there has been an enhanced focus at Scotland and Glasgow levels on reaching the very inactive.
- 9.35 The early signs on regeneration of the East End are encouraging, and while sustained efforts on physical regeneration will be required, there is a higher emphasis in recent funding on social and community development programmes.
- 9.36 The overall assessment of the GoWell East research team is that medium to long term sustained economic improvements in the East End related to the XX Commonwealth Games and associated regeneration activities are possible. Crucially, they will depend on the regeneration effort continuing for a further ten to 15 years after the Games, and upon the strategic partnership operating between Clyde Gateway and other public agencies continuing with a common focus and priority on the East End<sup>100</sup>.
- 9.37 Efforts have been made to build on the organisational lessons learned and experience of successful partnership working for the wider benefit of the public sector in Scotland.

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<sup>100</sup> [http://www.gowellonline.com/assets/0000/3665/GoWell\\_East\\_Economic\\_Assessment\\_Report.pdf](http://www.gowellonline.com/assets/0000/3665/GoWell_East_Economic_Assessment_Report.pdf)

9.38 The Commonwealth Games were, however, an exceptionally large event for Scotland and Glasgow. Part of the challenge of capitalising on the enhanced partnerships and experience built up in partner organisations will be transferring this practice to 'business as usual', in the absence of the imperative of the delivery of a mega event.

9.39 Finally, the updated evidence review found that while new evidence on mega events and legacy is emerging, the overall message remains unchanged that robust empirical evidence of legacies from major sporting events is limited in both quantity and quality. It is hoped this evaluation adds to the evidence base internationally on the plausibility of legacy in different domains and the factors which make legacy more likely. Final reporting in this evaluation will help assess the extent to which these longer term benefits materialise, a decade on from 2008.



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Any enquiries regarding this publication should be sent to us at  
The Scottish Government  
St Andrew's House  
Edinburgh  
EH1 3DG

Social Research series  
ISSN 0950-2254

First published by The Scottish Government, July 2015  
ISBN: 978-1-78544-517-0 (web only)

E-book in EPUB format first published by The Scottish Government, July 2015  
ISBN: 978-1-78544-518-7 (EPUB)

E-book in MOBI format first published by The Scottish Government, July 2015  
ISBN: 978-1-78544-519-4 (MOBI)

Published by The Scottish Government, July 2015

Produced for The Scottish Government by APS Group Scotland, 21 Tennant Street, Edinburgh EH6 5NA  
PPDAS52949 (07/15)

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