HOUSE OF LORDS

Select Committee on Olympic and Paralympic Legacy

Report of Session 2013–14

Keeping the flame alive: the Olympic and Paralympic Legacy

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The Select Committee on Olympic and Paralympic Legacy

The Select Committee on Olympic and Paralympic Legacy was appointed by the House of Lords on 16 May 2013 with the orders of reference "to consider the strategic issues for regeneration and sporting legacy from the Olympic and Paralympic Games."

Membership of the Committee

Lord Addington
The Earl of Arran
Lord Bates (Resigned October 2013)
Lord Best
Baroness Billingham
Lord Faulker of Worcester
Lord Harris of Haringey (Chairman)
Baroness King of Bow
Lord Moynihan
Lord Stoneham of Droxford
Baroness Wheatcroft
Lord Wigley

Declaration of Interests

See Appendix 1.
A full list of Members' interests can be found in the Register of Lords' Interests:
http://www.parliament.uk/mps-lords-and-offices/standards-and-interests/register-of-lords-interests/

Publications

All publications of the Committee are available on the internet at:
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SUMMARY

The hosting of the London 2012 Olympic and Paralympic Games was an outstanding success. The Games exceeded expectations and confounded sceptics by giving the world a spectacular example of what the United Kingdom is capable of doing, delivering a major event to time and to budget.

The success of the Games is a credit to the organisations involved, particularly LOCOG, the ODA and the BOA. As well as showcasing the UK's professionalism and expertise to the world, the experience of the Games should convince the UK of the value of holding such events in future.

The Committee's task was not to examine the Games themselves, but whether they will have an enduring sporting and regeneration legacy. The evidence we took suggested that legacy played a bigger part in the planning of the 2012 Games than in previous Games, and this in itself deserves credit.

The London 2012 legacy promised nothing less than a healthier and more successful sporting nation, open for business, with more active, sustainable, fair and inclusive communities. These laudable aims, supported across the political spectrum, attracted significant public and private investment. This report considers whether the promised legacy will be delivered.

Governance of the legacy

In the run up to 2012, and during the course of the Games, a combination of tight deadlines and political impetus ensured that a complex web of organisations pulled together in the same direction to deliver outcomes to an obvious timeframe.

We are unconvinced that the Government's current oversight arrangements represent a robust way to deliver the legacy. There is confusion on the timeframes and targets involved in its delivery and a lack of clear ownership.

We recommend that one minister be given overall responsibility for the many strands of the legacy, working with the devolved administrations to ensure UK-wide coordination. In the same vein, we call for the Mayor to be given lead responsibility and the necessary powers to take forward the vision for the future development of East London and create a lasting Olympic legacy in the capital.

Participation in sport

The UK faces an epidemic of obesity and the promise of inspiring a new sporting generation was a crucial and tantalising part of the legacy aspiration. A post-Games step change in participation across the UK and across different sports did not materialise.

We suggest urgent action to put in place clearly defined plans, under the lead of the single Minister for the Games Legacy, to inject more coherence into current efforts. In the medium term we must ensure that similar opportunities to improve sporting participation are not lost at future events.

The Games were an impressive example of what could be done to inspire volunteers, but again more needs to be done, including in planning future events, to ensure this has a meaningful legacy for volunteering more widely.

The Paralympic Games provided genuine inspiration for people with and without disabilities to take up sport but there are barriers in the quality of the facilities available in clubs, which affect disabled people looking to participate in sport.

A hoped-for legacy of the Paralympics was the transformation of general perceptions of disability. Extensive media coverage had a powerful effect on changing general public perceptions of disabled sport. There was less clear evidence that there was a similar impact on the broader perception of people with disabilities.

Physical Education and school age children

The interaction between sports clubs and schools, as well as wider social infrastructure, is key to establishing life-long patterns of physical activity. We support the findings of a recent study by Baroness Grey-Thompson on sport in schools in Wales and believe the principles underlying her findings should be applied throughout the United Kingdom.

In particular, PE needs a greater emphasis in the school day and that teachers, particularly in primary schools, need the training and skills to teach PE if we are to achieve meaningful progress. Improving PE is fundamental—where it starts and ends—and we call on the DfE and Ofsted to take more active roles in making this change happen.

High Performance Sport

We examined UK Sport's "no compromise" approach to sports funding which has clearly improved the top-end of Team GB's performances in the recent past. The no compromise approach is principally retrospective; it does not sufficiently help emerging sports some of which, such as handball or volleyball, generated real enthusiasm at London 2012.

The heavy focus on volume of medals also has an inherent bias against team sports. We call for UK Sport to adopt a more flexible approach, which reflects this problem and also enables sports to nurture a broader base and a wider pool from which future world class talent may emerge.

The legacy of the facilities

Looking at the future of the Games' facilities, we were disappointed by the disputes over the future use of the Olympic Stadium and ask those involved to work together to ensure that it is used for maximum community benefit. The other permanent facilities have been fitted out to combine accessibility for the whole community and to provide sustainable world class facilities for hosting future sports events. We hunted for, but did not find, white elephants.

Regeneration

It is the local people who should stand to gain most from the Games' legacy, and it is for this reason that the regeneration of East London was a major plank in the promised legacy. Previous Games and other major sporting events around the world have failed to leave meaningful transformative legacies for local people.

The regeneration of East London was at the centre of the London bid internationally and, more importantly, domestically. This is a big task with a potentially big reward. Whilst the sporting legacy can be measured in the short to medium term, we were repeatedly told that the regeneration legacy is a longer-term project.

The redevelopment of the Olympic Park itself is led by the Mayor's London Legacy Development Corporation (LLDC). The Park will offer a mix of good quality new housing within the former athletes' village and five new neighbourhoods will be developed across the Park. It is important that a fair proportion, at least LLDC's target of 35%, of this housing is affordable for, and accessible to, local residents; we recommend that the LLDC should take steps to manage and monitor this.

Outside the Park, there is massive potential and need for further housing development in the surrounding boroughs. We believe it is essential that the Mayor, the GLA and local authorities work together to accelerate development on these sites and to ensure that the high standards so far achieved are sustained in subsequent development.

The development of the Park and surrounding area will generate new employment opportunities. The perception of the local people we met during this inquiry was that so far they have not felt the benefits of these opportunities.

We call on the responsible bodies to develop a coordinated programme through which new opportunities can be targeted at local communities. These jobs will only be taken by locals if the skills base of people in the area improves. This requires action and investment in the short term to secure the long-term dividend.

The transport infrastructure left in the wake of the Games is critical. We recommend that the Department for Transport take proper ownership of the unsolved problem of providing Stratford International station with international services. Transport for London made great strides in improving the accessibility of the London transport network, including for travellers with disabilities.

The momentum of these changes must not be lost, and the successful joint working by transport operators must be maintained. A number of initiatives piloted during the Games allowed businesses, particularly SMEs, a platform to compete to provide services in support of the Games. These initiatives were successful and need to be maintained to maximise the benefits to businesses.

More needs to be done to ensure that the longer-term economic benefits of the Games, particularly in tourism, are felt in the country outside southern England and more focussed ownership at Ministerial level should help to achieve this.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

Sporting Participation

1. Even a year on from the Games, it seems that many sports clubs do not feel equipped to meet increases in demand from new members. We believe that this patchy infrastructure at grassroots level is a symptom of three factors. The first factor is the level of funding for sports clubs. The second is a lack of coordination between the grassroots level sports organisations and the organisations responsible for high performance sport. The third factor is related: the lack of a clear legacy plan for capturing the enthusiasm of the Games within all sports.

2. We call on the Government urgently to coordinate the work of producing action plans for individual sports, involving the relevant clubs, governing bodies and the Home Nations sports councils. These plans are necessary to stimulate enthusiasm and capture participants for future major events, identifying where possible gaps between likely supply and demand. (Recommendation 1)*

3. The methodology used for the Active People Survey and the Taking Part Survey has clear limitations. We welcome the recognition by the Government that it needs to be improved, bearing in mind the need to ensure that future surveys will need to produce statistics which are comparable to what is already gathered.

4. We urge the Department for Culture, Media and Sport and Sport England jointly to develop a better and more up-to-date methodology, taking full account of tools such as mobile devices and social media, to capture better the activity levels of younger people, particularly those under 16 years old. (Recommendation 2)

5. The legacy aspiration was for a step change in participation, with the inspiration of the Games leading to much greater participation by the general public. Looking at the data as they stand, it too soon to say whether the slight post-Games rise in activity will be sustained, or whether the slight fall overall earlier this year was more than a seasonal blip. Whatever the position, the evidence does not support a surge in participation in the immediate wake of the Games across the population as a whole. For those sports with the best records, such as cycling, it is equally hard to say that the growth in participation is solely or even largely down to the Games, such has been the sustained success of British cyclists at previous Games and recent Tours de France. London 2012 will nevertheless have played an important role in the cumulative effect, although we have not been able to quantify it.

6. The longer term picture from 2005 is positive but a long term sustained legacy in participation will need real commitment to infrastructure, social as well as physical. This will need schools and local authorities to be as much a part of the picture as Sport England's approach to funding.

7. The gap in participation between previously under-represented groups and the general population does appear to be narrowing, albeit slowly. The narrowing of the gap is to be welcomed, but it will only be sustained if the right sort of investment is put into developing the facilities in sports clubs to ensure that they are more inclusive environments than in the past, for example by ensuring that adequate separate shower and changing facilities

are provided or by installing floodlights so that existing facilities can be used over a longer period of time by a wider number of people. As significantly as the physical infrastructure at grassroots level, a change of culture and board composition of governing bodies of sports should be a key driver in broadening the base of people who participate in sport, at the same time appropriately reflecting the participants' views.

8. The Paralympic Games seem to have provided tangible inspiration for people with disabilities. There are however still real barriers to increasing their access to participating in sport. These barriers include, but are not limited to, the lack of adequate coaches and facilities in clubs. Although Sport England appear to have used the 2012 Games to make progress in getting the majority of the sports it funds to sign up to improvements, this does not appear so far to be filtering down to grassroots level. At a year's distance from the Games it is possible to diagnose this problem, but not to ascertain whether sufficient steps are being taken to improve the position.

9. Alongside the framework of new event legacy action plans coordinated by Government which we have proposed, national governing bodies' Whole Sport Plans would provide a good way to track the trend of the performance of national governing bodies in boosting participation, including to previously underrepresented parts of society, an in helping clubs to develop better facilities.

10. We call on Sport England to make Whole Sports Plans publicly available, so that the debate on progress on growing participation in each sport can be informed. We invite the Government to report to Parliament each year on whether these Plans demonstrate the hoped-for continuing progress. (Recommendation 3)*

11. We welcome the recent announcement by NBC that it will broadcast events from the next winter Paralympic Games in Sochi live.

School Age Sport

12. We received evidence from several quarters that the ending of funding to School Sports Partnerships, and ultimately its replacement by the School Sport Premium, was a mistake. The rights and wrongs of this decision are now academic to the legacy, which must be forward-looking. SSPs were not universally successful, but did provide a way for schools to cooperate to build shared infrastructure, particularly in competitive sport. The Government, Local Authorities and schools themselves must all be alive to the danger of individualised funding to different schools, giving them a high degree of discretion, leading to uneven teaching of PE. They need to consider what more they can do in concert to ensure cooperation and the building of shared infrastructure.

13. We call for investment to be made in primary school teachers and club coaches, the link between whom is of critical importance, to create a more positive disposition to sport and physical activity in young people in the UK. (Recommendation 4)

14. We call on the Government to require Ofsted to inspect and report on the time in the school day spent on PE, including 'out of hours' sport, in all school inspections. This would ensure that school leaders take the development of PE seriously and invest in the professional development of teachers and coaches. (Recommendation 5)*

15. In parallel and to the same end, we call on the Government to conduct a review of initial training for specialist PE teachers so that they can deliver a 21st century curriculum with the quality of PE teaching which our young people need and deserve. (Recommendation 6)*

16. Cooperation between schools, particularly between secondary schools, whether independent or in the state sector, and primary schools in the vicinity must continue to be fostered. Facilities, particularly in independent schools, which enjoy charitable status, must be made to work for the wider community through partnerships with other schools and clubs, not least in developing the facilities as hubs for inter-school competition.

17. As a part of its routine inspections, we call on Ofsted to pay close attention to primary schools' use of the Sport Premium, to ensure that schools pool resources and infrastructure wherever possible. (Recommendation 7)

18. There are a variety of ways by which a framework for competitive sport in and between schools can be developed, ranging from the inter-school competitions organised by national governing bodies to school age events such as the School Games. Competitive sport is not, however, for every child at every stage in their development. We agree that choice must be widened in order to encourage the greatest possible number of young people to find a form of physical activity which they will enjoy and sustain.

19. The difference between the levels of participation between young children with a limiting disability and those without is unacceptably stark and the scale of the challenge is vast. We welcome the Project Ability scheme as step in the right direction, and over time we expect it to be expanded to extend the opportunities to competitive sport more widely than at present.

High Performance Sport

20. International sporting competition does not stand still. In the build up to 2012, resources and expertise were marshalled behind the aim of continuous improvement in high performance sport with spectacular results. With a reduction in the expert personnel, and in some cases the recruitment of the same people by Team GB's international rivals, it is difficult to view the aim of improving the hauls of medals from the London Olympic and Paralympic Games as a realistic one. In our view this is particularly the case for the number of gold medals, by which almost all medal tables are ordered.

21. We encourage all governing bodies of sports to consider establishing athletes' commissions so that athletes' voices can be heard. (Recommendation 8)*

22. UK Sport's "no compromise" approach to funding Olympic and Paralympic sports governing bodies has been a key part of helping established high performance sports to do better in terms of securing medals in major competitions. However too strict an adherence to this approach, which is by its nature based largely on a retrospective assessment of performance, will develop a growing gap between the sports which already do well and those which have little realistic prospect of developing in the next few years. Unless it is moderated, and tied more strongly to performance pathways, this approach will fail to foster the long-term development of sports from grassroots level up.

23. We recognise the strength of the no compromise approach as a factor in the success of Team GB at the Olympic and Paralympic Games and we would

not want to undermine the firm disciplines it has embedded. However, we believe it works best with those few sports with a strong tradition of medal success at recent Games. It is not a 'one size fits all' panacea.

24. For the majority of sports; including the winter Olympic sports, we call for the no compromise approach to be reviewed with a view to adopting a more flexible approach which would give more weight to other measures than recent medal success and forecasts; including support for the performance pathways, improved governance of sport and the scope for high performance athletes to inspire greater general public participation in the sport. (Recommendation 9)*

25. We endorse the Government's aspiration for greater synergies to be developed between UK Sport and Sport England, as well as the other Home Nations sports councils. It is too early to tell whether the current moves towards closer working have been successful. The Government are committed to reviewing public bodies regularly. The next triennial review of UK Sport and Sport England will take place in 2014–15 and this will be a good opportunity to see whether it goes far enough.

26. We recommend that consideration be given at the forthcoming review whether the closer working has delivered the hoped-for increase in coherence, or whether a full merger is necessary and practical. The review should give genuine consideration, not simply to whether the two bodies are fulfilling their remits, but whether the current structure is the possible best way to grow performance pathways from entry level to high performance sport. (Recommendation 10)

27. The level of cooperation by British Olympic Association and British Paralympic Association was a great success in reducing the separation of the performances in the public's mind. This success could be built upon with opportunities to combine events as already happens in events such as the London Marathon. The level of maturity of the Olympic and Paralympic Games remain different. The Olympic sports have for some time been largely subject to intense competition in terms of the numbers of countries participating. This picture is changing, and it may be that more similar approaches to managing and developing athletes will emerge over time. Nevertheless we believe that for now BOA and BPA should continue to cooperate, but retain their separate identities.

28. It seems clear that there is no current will on the part of any of the Home Nations' football associations to field Team GB men's football teams in future. There may be a stronger case for fielding a Team GB women's team since this represented the apex of women's football and that London 2013 had demonstrated significant support for the clear potential women's football had to inspire greater participation in women's sport as part of the London sports legacy. However, the Committee were aware of the concerns of the Home Nations and their lack of confidence that, despite the assurances given for London 2012, their separate status on FIFA and their current representation on the International Football Association Board would remain under threat from within FIFA.

29. We urge the relevant governing bodies and the BOA, the IOC and FIFA to work towards providing all necessary assurances required to allow the BOA to continue to field a women's team at the Olympic Games, to take into account the views of the footballers and, subject to all the Home Nations

Football Associations being satisfied with the assurances they receive, to field a men's team in the Under 23 tournament (with three overage players) that comprises the Olympic Football competition. (Recommendation 11)

30. A real achievement of the Games is the development of the expertise, international standing and self-confidence to bid for and secure future major sporting events. The record of successful bids for major events over the next decade is already impressive. Importantly, these future events will not all be based in or centred on London; and their hosting may prove the major positive legacy of the Games to the UK as a whole. The continuing programme of events will create a platform and a sequence of opportunities for the UK to develop further its expertise and its reputation for delivering major events and providing a whole host of related services.

The Legacy of Sports Facilities

31. The bid process has been completed and construction is well underway to convert the Olympic Stadium to its new use. It is not for this Committee to comment on the fairness or otherwise of the process, which has recently been subject to a failed application for judicial review. In examining the arguments over the Stadium's future use, we are concerned that the central point is being missed: the Stadium is a national asset and the focus should be on making the best use of it for the community and for the taxpayer. There is also the issue of the important morale and leadership role two successful football clubs can have in their local community, particularly in encouraging the motivation and aspirations of less motivated children in education. Ongoing conflict and bad relationships will only hinder the impact they can have on this vital work.

32. The ongoing dispute over the Stadium has been a disappointing distraction. We urge those concerned to think further on how the two most local football clubs might work together, including whether any difficulties can be ameliorated through wider community use of the Stadium, which may include its occasional use by Leyton Orient FC if appropriate financial arrangements can be agreed. (Recommendation 12)

33. We are reassured by West Ham United's firm guarantee that the quality and quantity of seating for spectators with disabilities will not be compromised by the re-design of the stadium. We hope that the Olympic Stadium will set a gold standard for accessibility. We are concerned that by contrast the position at many Premier and Football League stadia is unacceptable for spectators with disabilities.

34. We urge the Government to work with the football authorities and the Sports Grounds Safety Authority to revise the licensing conditions under the Safety of Sports Grounds Act 1975 to ensure appropriate and improved standards of access and facilities for disabled spectators. (Recommendation 13)*

35. A key part of the legacy value of the Games' facilities was their future use in attracting sporting events to the UK. The value of these venues for the future staging of events seems already to have been demonstrated. At the same time, we are concerned that not enough has been done to ensure that the facilities are affordable and accessible to those in the local community.

36. We call for the pricing structure at facilities such as the White Water facilities in Lee Valley Regional Park to be reviewed. As with our recommendations

on the facilities in many independent schools, we see enormous legacy value in utilising these facilities as hubs for schools and clubs. (Recommendation 14)*

The Legacy for Regeneration in East London

37. During the course of our inquiry we were consistently told that much of the pre-Games infrastructure expenditure in East London was incurred on projects which would have taken place even if the Games had not happened, but that these projects would have been delivered over a much longer time scale. One 2012 legacy was therefore to have accelerated this investment. This also implies that the total incremental economic benefit of hosting the Games was considerably lower than the total benefit being attributed to the project; we received evidence to support this view. We call on the Government to publish figures setting out the true net benefit of hosting the Olympic and Paralympic Games. (Recommendation 15)*

38. The hosting of the Games required sustained commitment from a wide variety of national, regional and local partners, working towards a shared goal. The delivery of a successful regeneration legacy in East London will require the same cooperation and a sustained, consistent vision, but over a longer period of time. The office of the Mayor is best placed to provide ownership to this, and should have clear responsibility for setting out and leading this vision.

39. We urge all partners involved in delivering the legacy in East London to maintain the long-term commitment required to deliver positive change. We recommend that the office of the Mayor should produce an annual report setting out the extent to which partners are making progress in delivering the legacy for East London. This should be received and debated by the London Assembly. (Recommendation 16)*

40. We welcome the provision of a significant amount of affordable housing within the East Village. The measures that are being taken to make this housing available to local people are also welcome.

41. We recommend that Get Living London continue to monitor levels of local interest in private housing within the development, and should be prepared to report how much of this interest develops into long-term occupation. (Recommendation 17)*

42. We note the ambitious measures that have been taken to secure an integrated mix of housing tenures within the village. It will be important for both landlords to continue to maintain a strong visible presence on-site. The success of the village will have a direct bearing on future developments within the Park, and beyond.

43. We recommend that Triathlon Homes, GLL and, where appropriate, the LLDC, monitor how this mix of tenures works when fully occupied, how this might evolve over time, and develop robust plans for overcoming any identified challenges. We recommend that the office of the Mayor, and the London Borough of Newham, should consider how well the village is working when fully occupied. (Recommendation 18)

44. The boroughs surrounding the Olympic Park have a relatively high number of families who require more than three bedrooms. It is vital that new housing within the Park is accessible to, and suitable for, local residents.

45. We recommend that the LLDC undertake a robust assessment of the level of such need within the area, and use this to require developers to make appropriate provision when bringing forward new housing within the Park. It is important that new housing reflects the needs of local people. (Recommendation 19)*

46. We welcome the measures that are currently being taken to promote sustainable design, construction and energy use, and to follow Secured by Design principles, on the Olympic Park. The Park is, however, an iconic site and should be capable of setting an example in this regard.

47. We recommend that the LLDC and development partners should consider what further steps they could take to promote sustainability on the site and should seek to promote the highest possible standards in security and in efficient, viable, sustainable design and construction. The LLDC should seek to retain, wherever possible, the feel-good factor of naming roads, buildings and facilities with an association of the 2012 Olympic and Paralympic Games in mind. (Recommendation 20)

48. The Olympic Park will eventually house over 10,000 new households. These residents will be living close to major sporting and leisure facilities and an emerging commercial and business centre. This is a new community, with no collective history. The LLDC should consider the long-term sustainability, security and cohesion of the community that they are creating to be amongst their highest priorities; ultimate responsibility for this lies with the office of the Mayor. (Recommendation 21)

49. The Mayor, in the annual report specified in Recommendation 16, should make clear the steps that are being taken to deliver supporting infrastructure within the Olympic Park. This social and community infrastructure should be capable of being sustained beyond the eventual winding-down of the LLDC itself. (Recommendation 22)*

50. There is a risk that successful development of the Olympic Park will contribute to a further increase in house prices in the surrounding area. There is, however, potential for significant further housing development in other parts of the host boroughs. We believe it essential that the Mayor's office brings forward housing development on these sites, helping to facilitate supporting infrastructure where required. This is particularly the case for those sites that are owned, fully or in part, by the GLA itself. The developments on these sites should follow the same principles as set out in Recommendation 20.

51. Developments within and around the Park will generate new job opportunities. We recommend that the LLDC, employers and the host boroughs do more to communicate the availability of these opportunities to local residents. These bodies should develop a coordinated programme through which employment opportunities at the venues within the Park are made available to local residents, with clear and targeted communications to support local employment. (Recommendation 23)*

52. We believe that efforts to provide staff to the major construction sites across East London would benefit from long-term additional investment in the skills base of the local population.

53. We recommend that the Mayor, the GLA, employers and the host boroughs work together to develop and invest in a construction skills programme

through which a coordinated approach can be taken to making skilled staff available for the wide range of major development sites across the host boroughs. (Recommendation 24)*

54. A lack of access to skilled workers is currently restricting the growth of creative, digital and ICT businesses in the area around the Olympic Park. There are likely to be significant future employment opportunities available in these sectors.

55. We recommend that the Mayor, local authorities, educational institutions and employers work together to provide a coordinated response to meeting skills shortages in this area. (Recommendation 25)*

56. Interventions to support local residents in developing the skills needed to access new jobs should not be limited to the two sectors that we have outlined above. Enhanced delivery of appropriate skills, education and training opportunities will be vital if the growth boroughs are to meet their convergence aims. We believe that the Mayor's office should demonstrate support for convergence by prioritising the skills challenge in the host Boroughs.

57. The office of the Mayor should work with local authorities and education providers to provide an ongoing structure for delivering targeted support, aimed at giving local residents the skills, confidence and aspirations needed to access jobs in those sectors that are most likely to deliver employment opportunities. These plans should be developed following consultation with local employers. (Recommendation 26)*

58. The Javelin high speed train services were a major success story of the Games. We support efforts to make these services available to regular users of the London transport system, through travelcard and oystercard services.

59. We recommend that TfL, Southeastern trains and, where appropriate, the Department for Transport, work to bring about this positive change. (Recommendation 27)*

60. A substantial public investment has been made into Stratford International station but there are, as yet, no international services using this station. It is, in our view, vital that efforts to secure an international service at the station are intensified; whilst it is not essential that all trains stop there, it is essential that some trains begin to stop there.

61. We recommend that the Department for Transport take proper ownership of this issue, and give a higher level of priority to the need to secure a return on the substantial investment made at Stratford International. (Recommendation 28)

62. The eastern end of the Olympic Park benefits from good connectivity and clear access points. This is not the case on the western side of the Park, which is to be the location of one of the major employment sites in the area.

63. We recommend that the LLDC, TfL and local authorities continue to work together to enhance access to the west of the Park. Resolving this issue is likely to require further investment. (Recommendation 29)

64. The challenge of hosting the Games encouraged operators to think more creatively about how they could work together to manage demand. Greater attention was also paid to the needs of disabled users, and those who were not familiar with the transport network. Post-Games, we believe that it is

essential that this focus is not lost. We urge TfL and other providers to continue to place a high emphasis on improving accessibility.

65. We welcome the fact that joint working between transport providers seen in the run up to the Games is now continuing. We recommend that transport providers continue to work together to mitigate against disruptions caused by major events and improvement works. (Recommendation 30)

The Economic, Social and Cultural Legacy

66. The UK is the first country to create a scheme to recognise Olympic suppliers post-Games, and this is to be welcomed. We believe, however, that further improvements to the Supplier Recognition Scheme are possible, and recommend that the Government work with the BOA, and with suppliers, to narrow the range of exclusions from the scheme. (Recommendation 31)*

67. We believe that the CompeteFor portal allowed SMEs a better level of access to the Games supply chain than might otherwise have been the case. We are pleased to see that the GLA has continued using this service post-Games. We believe that there is a strong case for rolling out CompeteFor still further.

68. We recommend that the Government work with major public sector procurers to make CompeteFor permanently available to SMEs across a wider range of public sector procurement programmes. The Government should refrain from introducing new procurement systems into areas of activity where CompeteFor would be suitable for use. (Recommendation 32)*

69. We note that economic benefits which might have arisen from the Games are disproportionately weighted towards southern England. The scale of difference goes beyond that which might reasonably be expected to occur as a result of the Games taking place in and around London.

70. We urge the Government and UKTI to assess the reasons for this disparity and, in light of this assessment, to revise their plans for promoting post-Games investments in regions outside southern England, whilst recognising the importance of London to the UK economy as a whole. (Recommendation 33)*

71. Initial results suggest that levels of overseas tourism to the UK are being sustained and improved since the Games; this is to be welcomed. Tourism in London has seen a particular benefit, in terms of both the numbers of visits and levels of spending, since the Games. We welcome this positive development. We note, however, that London accounts for almost half of all tourist visits to the UK.

72. We are concerned that more needs to be done to ensure that regions outside London enjoy a tourism legacy from the Games. We recommend that the Government and Visit Britain conduct an analysis of how effectively their current major campaigns are promoting the rest of the UK, and, where required, bring forward changes to ensure that regions outside London can share more fully in the tourism legacy. (Recommendation 34)*

73. London 2012 was rightly praised for the sustainable design and construction measures which were used in the development and building of the Park by the Olympic Delivery Authority. The events themselves also set new international standards for sustainability, which future hosts of major events are committed to maintaining.

74. The experience of developing and working to meet these standards should give UK businesses a competitive advantage when bidding for future contracts. We are not convinced, however, that this niche area of UK expertise is being effectively promoted.

75. We recommend that the Government and UKTI develop an appropriate strategy to promote the sustainability expertise of the UK event industry. (Recommendation 35)*

76. We recommend that the methods used to recruit and train volunteers for London 2012 should be applied more widely; the Games provided an impressive example of what can be done to inspire volunteers. The lessons learned from this process should be built upon to support future events. (Recommendation 36)

77. We share the view that the opportunity to create a comprehensive programme, building upon the success of the Games Makers initiative, has been missed. Planning for the volunteering legacy should have started much earlier; organisations that would be charged with carrying this forward should have been established well in advance of the Games. The work that the Join In programme is carrying out is commendable, but began too late to have maximum impact.

78. We ask the Government, in their response to this report, to set out what the long-term, distinct, legacy benefits of the Cultural Olympiad will be, and to explain how these will be measured and monitored over time. Whilst some of the events which comprised the Cultural Olympiad itself were undoubtedly well received, we have seen no evidence to suggest that there has been any coordinated, properly resourced attempt by Government to use this potential to deliver a distinct cultural legacy from the Games. (Recommendation 37)

The Delivery and Governance of the Overall Legacy

79. Strong and sustained cross-party cooperation was essential to the successful preparations for hosting the Olympic and Paralympic Games; a similar degree of cross-party cooperation is required if we are to deliver a coherent legacy. Within Government, cross-cutting decision making, rather than silo working, is required. Structures for delivering this coordination must be embedded for the long-term.

80. The Cabinet Committee tasked with coordinating the legacy looks, on paper, to be a strong coordinating body composed of the right departments and non-governmental actors. It is concerning, however, that the Government would not confirm how frequently the Committee actually meets. The Committee has a huge and difficult task in trying to ensure a coherent approach to the legacy from the many organisations and authorities involved in delivering the Olympic and Paralympic legacy. This Committee must be capable of giving leadership to the legacy, and must be more than a theoretical body. Delivery of the legacy is every bit as important as delivery of the Games themselves. Given the public interest in the legacy of such a public event, we believe that the frequency of meetings and content of agendas should not be shrouded in secrecy.

81. As such, the need for clear, strong leadership and ownership within Government is paramount. Such leadership needs to be supported with the appropriate resources to allow coordination of activity across a wide range of different bodies. We are not convinced that either the leadership, or the

resources, are provided within the current structure. The arrangements for replacing the Olympic and Paralympic Legacy Adviser, if he were to step down, do not seem clear to us. Likewise, we would question how well placed DCMS is to provide long-term coordination, across Government, of a legacy programme that requires substantive inputs from UKTI, FCO, DCLG, DH, DfE and a host of regional and local bodies.

82. We recommend that one Government minister, at Secretary of State level, should be responsible and accountable to Parliament for coordinating delivery of the legacy. This would provide clear, identifiable, national ownership of the Olympic and Paralympic legacy. (Recommendation 38)*

83. Outside London, it is not clear who is responsible for taking forward the legacy of the Olympic and Paralympic Games. This is leading to the perception—and reality, in some cases—that the legacy is 'London-centric'.

84. We recommend that the Government give responsibility for delivering the legacy outside London to the designated Minister, with appropriate resources to support them in this role. The designated Minister should work with the devolved administrations, where appropriate, to secure ongoing cooperation and commitment to delivery of the legacy. (Recommendation 39)*

85. There is a debate to be had about whether the area for which the LLDC is responsible should be extended further to promote integration. We recommend that consideration be given to the optimum extent of the LLDC boundary. (Recommendation 40)

86. Tensions between some of the host boroughs and the LLDC are a cause for concern. In setting out planning policy, making planning decisions and negotiating Section 106 agreements, the LLDC needs to ensure that it is working closely with the relevant local authority for the area concerned. The LLDC should examine its working practices and decision making structures in this regard, taking on board concerns raised by the host Boroughs. Strong joint working will be essential to developing and delivering a clear vision for the future of East London.

87. We were told that the LLDC is a "sunset organisation", with a life-span of approximately ten years. We would question whether the LLDC can deliver against its remit within this timeframe; we were consistently told that this project was a long-term one, and believe that it will take longer than a decade to deliver.

88. Regardless of the ultimate lifespan of the organisation, the fact that the LLDC will not last forever reinforces the need for balanced, detailed cooperation with the surrounding boroughs. These local authorities will inherit the communities created by the LLDC. The limited lifespan of the LLDC also reinforces the need for the office of the Mayor to provide long-term, overarching leadership and ownership for the legacy in East London.

89. The division of management responsibilities between the London Legacy Development Corporation and the Lee Valley Regional Park Authority makes coherence on the Olympic Park more difficult to achieve. We were reassured to hear of the strong working relationships that currently exist between the two organisations; it will be important to maintain this relationship over the long-term. Both organisations should give thought to how the relationship might evolve in future, particularly when the work of the LLDC comes to an end.

90. Ultimate responsibility for the long-term, over-arching leadership and ownership for the legacy in East London must fall to the office of the Mayor.

91. We recommend that this principle is accepted both by national Government, by the Greater London Authority and by the London Boroughs and that the office of the Mayor is given the necessary powers and authority to ensure that that legacy is delivered. (Recommendation 41)*

Olympic and Paralympic Games Legacy

CHAPTER 1: INTRODUCTION

Background

92. The staging of the Olympic and Paralympic Games ("the Games") in London during the summer months of 2012 is widely held to have been a huge success, exceeding prior expectations. Nothing we have received in evidence questions the unequivocal success of the Games, which relied on the effective coordination and drive of a large number of bodies.

93. It was not the role of the Committee to re-examine the staging of the Games themselves, but to seek to measure the likely legacy which will be secured against what was promised and against what might have been achieved, focussing on the twin aspects of maximising sporting and regeneration legacy.

Why does legacy matter?

94. The anticipated legacy of summer and winter Games has become an increasingly prominent part of the dossiers of the cities bidding to host them since the 1990s. In 2003, the IOC Charter was amended to include an aspiration "To promote a positive legacy from the Olympic Games to the host cities and host countries."

95. The recent history of bids for Olympic Games was not a happy one prior to the success of the 2012 bid in 2005 and this history is set out in Box 1 below. The prominence and credibility of the legacy which was promised in 2005 was a significant factor in its success. Although it is an important factor for the IOC members, who decide on which city should host an Olympic Games, it is particularly relevant to the public in the host country.[1]

96. The investment of public and private money in the hosting of Games is significant. There has sometimes been a perception of insufficient long-term benefits, or even adverse long-term consequences, for cities and countries having hosted the Games. There have been high profile public debates over the level of long-term debt incurred by the city of Montreal in 1976, concerns over the social impact of urban displacement caused by the Barcelona Games in 1992 and the Beijing Games in 2008, and criticism of environmental impacts, by amongst others the United Nations Environment Programme, which remains prominent in relation to the Sochi 2014 Games.[2] The

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1 David Luckes was commissioned by the British Olympic Association to write the initial feasibility study for the 2012 Games bid. He told us that "Legacy itself does not necessarily convince people to vote for you internationally. It has a strong domestic sell and it was a strong, I suppose, pitch, for want of a better phrase, domestically, to say, "This is something that will have tangible benefits for people on the ground in East London". Sometimes that pitch is oversold internationally, because if you have people from Malaysia or Botswana, the legacy value of regenerating East London is probably less to them." (Q 121) This view was endorsed by John Coates, Vice-President of the IOC and President of the Australian Olympic Association.

2 United Nations Environment Programme. (2010). Sochi 2014 – UNEP Mission Report Nairobi: UNEP http://www.unep.org/sport_env/sochi2014/Documents/Other/First%20Mission%20Report.Sochi.Final.pdf

challenge therefore in developing a meaningful regeneration legacy for the Park and the surrounding area, and where possible a meaningful economic legacy for the UK as a whole, was a steep one.

97. It is important to try to make an objective assessment over the Games' Legacy. Legacy covers a wider range of issues than the physical infrastructure and facilities left behind, including a variety of "hard" and "soft" legacies. Apart from regeneration, the UK faces an epidemic of obesity. The promise of inspiring a new sporting generation and thereby making the nation healthier was a tantalising part of the legacy aspiration. Growing sporting participation would achieve many such social goods, in addition to the narrower but important aim of identifying and developing the most talented people from the widest pool.

BOX 1

The history of UK Olympic Games Bids

The United Kingdom has hosted three summer Olympic Games, in each case in London. In 1908, London was chosen to host the Games in order to replace Rome following a volcanic eruption. London bid successfully for the Games in 1944, but these Games were cancelled after the advent of the war. In 1948, London was selected at short notice to host the Games as one of four applicants, although no ballot was taken. On three further occasions, Birmingham for the 1992 Games and Manchester for the 1996 and 2000 Games, the BOA made unsuccessful bids. Only in 2005, bidding for the 2012 Games, has the UK successfully bid for and staged the Games. A key part of the successful bid was the strength and centrality of its concept of legacy; the IOC's bid evaluation report concluding that "the Olympic Park would undoubtedly leave a strong sporting and environmental legacy for London".

What was promised?

98. The most straightforward way to seek to assess the legacy of the London 2012 Games is to look at what was promised. The 2005 bid promised four themes underlying its vision for the Games, two of which were the sporting and regeneration legacy:

- Delivering the experience of a lifetime for athletes;
- Leaving a legacy for sport in Britain;
- Benefiting the community through regeneration; and
- Supporting the IOC and the Olympic Movement.

99. The Government's initial legacy aims were set out by DCMS in its 2008 document, *Before, During and After: Making the Most of the 2012 Games*, which set out five areas of ambition for a long-term legacy from the 2012 Olympic and Paralympic Games:

- To make the UK a world-leading sporting nation;
- To transform the heart of East London;
- To inspire a generation of young people;
- To make the Olympic Park a blueprint for sustainable living; and

- To demonstrate that the UK is a creative, inclusive and welcoming place to live in, to visit and for business.

100. In 2009 a sixth legacy aim was added, "to develop the opportunities and choices for disabled people".

101. In December 2010 the current Government issued a further, four point legacy plan:

- Harnessing the United Kingdom's passion for sport to increase grass roots participation, particularly by young people—and to encourage the whole population to be more physically active
- Exploiting to the full the opportunities for economic growth offered by hosting the Games
- Promoting community engagement and achieving participation across all groups in society through the Games; and
- Ensuring that the Olympic Park can be developed after the Games as one of the principal drivers of regeneration in East London.

102. Although the Government were responsible for producing the legacy plan, its development and delivery has involved a bewildering number of other bodies at different stages, including the London Organising Committee for the Olympic and Paralympic Games (LOCOG) and the Olympic Delivery Authority (ODA); the British Olympic Association (BOA) and British Paralympic Association (BPA); Sport England and UK Sport; the Mayor of London, the Olympic Park Legacy Company and the host boroughs in East London: Barking and Dagenham, Greenwich, Hackney, Newham, Tower Hamlets, Waltham Forest. This multiplicity of bodies and acronyms has created a veritable Tower of Babel of potentially conflicting voices; the resulting cacophony conflicts with the need for clarity of voice and purpose.

103. At the heart of the staging of the Games themselves was the Olympic Board, with the remit of hosting an inspirational, safe and inclusive Olympic and Paralympic Games and leaving a sustainable legacy for London. We felt the nature of the board could be well understood by analogy to the launching of a successful theatrical event from scratch. The Government, through the ODA, built the theatre, LOCOG was the impresario, the producer of the event, the BOA provided the actors and actresses in the form of athletes, and the Mayor of London took responsibility for the legacy when the curtain came down, although many of those listed in paragraph 102 continue to see themselves as playing a central role. With this sort of structure underpinned by a common goal, there was a natural tendency for each body to share ideas, take an interest in the others' responsibility and to build legacy into decisions on the design of the facilities.

The Committee's inquiry

104. On 20 May 2013, the House appointed this Committee to "consider the strategic issues for regeneration and sporting legacy from the Olympic and Paralympic Games, and to make recommendations". The membership of the Committee is set out in the inset cover to this report.

105. The Committee was set a tight timetable by the House, to complete its report by 15 November. Interest in the Games' legacy has been high and the twin aspects: sport and regeneration had a range of key stakeholders on different

sides of the argument. For that reason, we endeavoured to take evidence from as many of the key stakeholders as possible. We held 33 oral evidence sessions, hearing from 53 witnesses, and received 67 responses to our call for written evidence, issued in June.

106. Within our remit of the strategic issues for regeneration and sporting legacy, this report focuses on:

- Sporting Participation (Chapter Two);
- School Age Sport (Chapter Three);
- High Performance Sport (Chapter Four);
- The Legacy of Sports Facilities (Chapter Five);
- The Legacy for Regeneration in East London (Chapter Six);
- The Economic, Social and Cultural Legacy (Chapter Seven); and
- The Delivery and Governance of the Overall Legacy (Chapter Eight).

107. The Committee's inquiry began within a year of the Games themselves, which is a very early point at which to seek to review progress on what is hoped to be a sustainable legacy in the longer term. This Committee was an ad hoc appointment by the House and therefore ceased to exist on the production of this report. The Liaison Committee, which is responsible for reviewing the work of the House's select committees, has decided to follow up the recommendations of former ad hoc committees a year after their reports are published. Some of our recommendations (those starred in the summary which precedes this Chapter) are therefore identified as issues which should be subject to this process and on which others in the House will want to return over the coming years.

108. We are grateful to the Committee's secretariat and our two specialist advisers, Professor Allan Brimicombe and Professor Ian Henry, for their assistance to the inquiry.

CHAPTER 2: SPORTING PARTICIPATION

What was promised?

109. The 2010 Legacy Action Plan promised "to increase grass roots participation, particularly by young people—and to encourage the whole population to be more physically active".

110. In its 2007 report, *London 2012 Olympic Games and Paralympic Games: funding and legacy*, the Commons Culture, Media and Sport Select Committee concluded that "no host country has yet been able to demonstrate a direct benefit from the Olympic Games in the form of a lasting increase in participation".[3] Systematic reviews of literature both academic and policy-related, further demonstrate this point.[4] The challenge therefore is a lofty one.

Why does it matter?

111. The public policy case for increasing sports participation is compelling: the cost of obesity to the UK taxpayer has been estimated at £20 billion per year, and we have had convincing evidence of the wider lifelong benefits which playing sport as part of an active lifestyle can have. The Sport and Recreation Alliance's *Game of Life* report in 2012 highlights the positive impact which participation in sport can have on physical and mental health, education and employment, reducing antisocial behaviour and crime and enhancing social cohesion. The Chair of the SRA, Andy Reed, told us that participation can "add probably one to one and a half grades to an individual for those most likely to be excluded from school. I have some rugby programmes that demonstrate that you can reduce the levels of absenteeism."[5]

What is the evidence of an immediate legacy?

112. The overwhelming majority of evidence we received related to sports participation in England, rather than in the other Home Nations, and our conclusions in this and subsequent Chapters are therefore more geared to England than to other parts of the UK.

113. Sport England, the body responsible for sporting participation in England, told us that "the early signs are promising", with 1.4 million more people playing sport than was the case in 2005 at the point when the bid was won.

> "Analysis of overall participation levels since 2005 shows a steady upward trend. The initial figure of 13.9 million people (34.2% of the population) for the period October 2005/6 had increased to record levels by October 2011/12, when it reached 15.5 million (36.0%)—1.6 million more people playing sport. The period between October 2010/11 and October 2011/12 saw a significant increase of 753,600 people, with the

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3 Culture, Media and Sport Committee, *London 2012 Olympic Games and Paralympic Games: funding and legacy* (2nd Report, Session 2006–07, HC 69–I).

4 See McCartney, G., Thomas, S., Thomson, H., Scott, J., Hamilton, V., Hanlon, P., Morrison, D. S. Bond, L. (2010). 'The health and socioeconomic impacts of major multi-sport events: systematic review' (1978–2008). British Medical Journal, 340. doi: 10.1136/bmj.c2369; and Weed, M., Coren, E., & Fiore, J. (2009). A Systematic Review of the Evidence Base for Developing a Physical Activity and Health Legacy from the London 2012 Olympic and Paralympics Games. London: Department of Health.

5 Q 182

> majority of that growth (578,500) driven by women. The most recent figures, released in June 2013, showed that most, but not all, of that growth has been sustained. The current level of 15.3 million means that 533,000 of the 753,600 gained have been retained. While it was disappointing to see the slight dip in figures, it was not unexpected due the exceptionally cold weather in January and March. There is confidence among many sports that figures are already showing signs of recovery, suggesting that the dip in figures is temporary, and the longer term upward trend will continue."[6]

114. Sport Wales delivered a similarly positive assessment, reporting "increases in swimming club membership of around 30%, similar increases of around 20% to 30% in boxing, and hockey organisations are suggesting a 40% increase in their membership" since the Games.[7] Sportscotland told us that, in the year of the Games, "our national statistics on participation increased for the first time in a long time. That increase has been maintained this year and the frequency of existing participants has shown an increase."[8]

115. Some individual sports have particularly outstanding records in boosting participation around the Games. Ian Drake, CEO of British Cycling described the Games as

> "transformational for British Cycling and also cycling in Britain, in terms of the public perception and interest in our sport, and participation levels across competition, recreation and utility cycling. There are almost 2 million people now riding on a regular basis. We saw our membership increase from 24,000 in 2009 to 76,000 at present, and we are growing at a rate of 54%, year on year. The transformation did not just happen around the four weeks of the Olympics and Paralympics. We set our plan out prior to the Games to have a four-year plan to ensure that we delivered a legacy, working with Sport England, UK Sport and, critically, our commercial partner in Sky to get a million more people cycling before the opening ceremony of the Games, and ensure that our elite successes delivered more than the medals themselves. We achieved all the goals we set out in the run-up to the Games, and that gave us the growth and momentum to continue to accelerate our legacy since 2012, and put our sport in a fantastic position, as we build and look to Rio and beyond."[9]

116. The English Football Association by contrast claimed to have no evidence of increases in participation in the male population though it pointed to improvements in attendances and media coverage of the women's game, and referenced the projects it had launched to foster increases in participation in competitive women's football, though these were largely at the elite level.[10]

117. The quality of provision in small local clubs is key to the take up of sport at grassroots level. The headline figures from the Sport and Recreation Alliance's most recent survey of clubs suggest there are real difficulties here in upgrading their existing facilities. Under half of clubs surveyed were

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6 Sport England.

7 Q 393

8 Q 396

9 Q 93

10 Football Association.

optimistic about training and developing their coaches and volunteers and only 31% felt they had sufficient coaching resource to meet the demands of their members over the next two years. More positively the number of volunteers at the average club had risen by 20% from 2011 numbers. As Lord Coe told us, "A lot of clubs are reporting people turning up there and wanting to help." But he also added that "Sometimes the clubs are not always in a position to know exactly what to do with them, and there will need to be work going forward to make sure that we capture that."[11]

118. **Even a year on from the Games, it seems that many sports clubs do not feel equipped to meet increases in demand from new members. We believe that this patchy infrastructure at grassroots level is a symptom of three factors. The first factor is the level of funding for sports clubs. The second is a lack of coordination between the grassroots level sports organisations and the organisations responsible for high performance sport, which is considered in more detail in Chapter Three below. The third factor is related: the lack of a clear legacy plan for capturing the enthusiasm of the Games within all sports.**

119. The lack of a clear plan and of more effective coordination between grassroots and high performance sport has hindered the efforts to foster a step change in sports participation in the immediate wake of the Games. The 2012 Games still have a real resonance with the people of the country, so this opportunity is not necessarily lost, but it will evaporate in the coming years if unaddressed. Moving forward, we are aware of a number of major events in the coming decade, particularly the Commonwealth Games in Glasgow in 2014. These events will present similar, albeit smaller, opportunities to generate the short term results which London 2012 seems not to have achieved. Some sports are well equipped to meet these challenges, but the unevenness of sports' preparedness at grassroots level suggests to us that central coordination is necessary.

120. **We call on the Government urgently to coordinate the work of producing action plans for individual sports, involving the relevant clubs, governing bodies and the Home Nations sports councils. These plans are necessary to stimulate enthusiasm and capture participants for future major events, identifying where possible gaps between likely supply and demand.** (Recommendation 1)

121. The plans would focus on capturing a participation legacy and could be tailored to specific sports and specific events, complementing the Whole Sport Plans which are discussed below in paragraph 144 and 145. This work would be helped if our later recommendations, on leadership within Government and on the integration of schools and communities are accepted. In the medium term, the issue should be considered as part of the ongoing debate about the roles of Sports Councils in the Home Nations and UK Sport, which is discussed in the same Chapter Four.

How reliable are the surveys' data?

122. Sport England's data come from its *Active People Survey* (APS), which measures the level of regular participation in sport by members of the general

[11] Q 71

public over the age of 16. A number of those giving evidence pointed to limitations of the APS methodology, including the size of local samples, the method of data collection, and the lack of reference to those under 16 which constituted a priority target group. David Brooker of DCMS told us that the Department had reviewed the relationship between APS and its own *Taking Part Survey* (TPS), which gathers data on adults and childrens' participation in sport and leisure activities, with a view to establishing how the data generated might be improved.[12]

123. DCMS described the actions to improve the quality of the data as follows:

> "Active People is a 161,000 sample size telephone survey but is in the process of modernising to include on-line, face to face and mobile telephone methods of collection.
>
> DCMS and Sport England consulted during 2012 on proposed changes to the way we measure sport in Active People (APS) and Taking Part (TP) to
>
> - Address quality/coverage concerns
> - Create a single measure for sport
> - Assess the potential to bring the surveys closer together
>
> Over 200 people responded, comprising Local Authorities, sport governing bodies, County Sport Partnerships, central government departments, academics and charities.
>
> The main findings from the consultation were: (% in brackets shows percentage of respondents who considered this essential or important)
>
> - Support for the proposal of having a single measure for sport (70%);
> - Strong demand for continued provision of sport specific results (71%), used for NGB performance management and Local Authority estimates for sport (88%);
> - Support for lowering the age range of APS to 14+ (87%);
> - Concern that we retain consistency and continuity with previous APS results, to enable stakeholders to see trends over time (76%);
> - High interest in using new and mixed methods to survey people, to reduce our reliance on landline interviews (38%), to have more face to face (34%) and to explore digital data collection (75%);
> - Preference for six monthly sport result (46%) and results in same or similar format as currently (37%), supported by tools (78%);
> - Need to continue to measure the Olympic effect (59%) and to provide cross cultural analysis (29%) through Taking Part.
>
> Sport England are implementing online and mobile phone pilots to allow them to consider producing a fully mixed-mode survey. Their work has been informed by technical advice from the Methodology Advisory Service and the Government Statistical Service Methodological Advisory Committee within the Office of National Statistics and the survey contractors TNS BMRB.

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[12] Q6

> Using this advice and the findings from the consultation, DCMS will to continue to ask sport participation questions in Taking Part Survey, but on behalf of Sport England. This means that sport participation data will not be analysed and reported on by DCMS or in the Taking Part publications. This approach allows for the inclusion of face-to-face data within Active People over time, so that Active People can become a fully mixed-mode survey. In the shorter term the data will be used to validate the landline estimates."[13]

124. The methodology used for the Active People Survey and the Taking Part Survey has clear limitations. We welcome the recognition by the Government that it needs to be improved, bearing in mind the need to ensure that future surveys will need to produce statistics which are comparable to what is already gathered.

125. **We urge DCMS and Sport England jointly to develop a better and more up-to-date methodology, taking full account of tools such as mobile devices and social media, to capture better the activity levels of younger people, particularly those under 16 years old.** (Recommendation 2)

126. **The legacy aspiration was for a step change in participation, with the inspiration of the Games leading to much greater participation by the general public. Looking at the data as they stand, it too soon to say whether the slight post-Games rise in activity will be sustained, or whether the slight fall overall earlier this year was more than a seasonal blip. Whatever the position, the evidence does not support a surge in participation in the immediate wake of the Games across the population as a whole. For those sports with the best records, such as cycling, it is equally hard to say that the growth in participation is solely or even largely down to the Games, such has been the sustained success of British cyclists at previous Games and recent Tours de France. London 2012 will nevertheless have played an important role in the cumulative effect, although we have not been able to quantify it.**

127. **The longer term picture from 2005 is positive but a long term sustained legacy in participation will need real commitment to infrastructure, social as well as physical. This will need schools and local authorities to be as much a part of the picture as Sport England's approach to funding.** This is discussed in Chapter Four below.

Inclusivity in participation

128. Sport England's evidence cited data relating to the impact on participation for a range of historically under-represented and high priority groups, and on policies aimed at increasing participation in such groups.

129. One such group is young people aged between 16–25, where the longer term trends show a decline in participation in sport of 1.6% from 2005/06. The more recent snapshot was more positive, with the number of people playing sport regularly in this demographic increasing by nearly 63,000 over the past 12 months to 3.86 million, with particular increases in basketball and swimming. Sport England run a number of programmes to target this 16–25 year olds, such as "Sportivate, Satellite Clubs, Active Colleges and Active

[13] The Government and the Mayor of London.

Universities." Sport England "estimate that around 60% of the £493 million being invested in NGBs will be spent on initiatives targeting young people."[14]

130. Sport England's data also suggested that the historic gender gap was narrowing between the number of men and women playing sport regularly, down from 2.2 million in 2010/11 to 1.7 million last year. Sport England attributed this in part to high profile women athletes in specific sports, most notably with "the Nicola Adams effect" which "has seen women's boxing participation up 15,500 over last 18 months, and up more than 50% since a year ago." Although the gap in participation rates is evidently narrowing, women remain 9% behind the figure of men who participate regularly. Sport England is investing money in a variety of schemes to address this gap.[15] It should be noted that Sport England's data includes activities such as Boxercise and other non-competitive forms of boxing.

131. Richard Caborn of the Amateur Boxing Association of England argued that, should a legacy be created from the inspiring performance of athletes such as Nicola Adams, investment in clubs would be needed with a view to

> "changing conditions for women boxers: to start putting showers in, and that is very expensive to boxing clubs who are running on very meagre means. It is very difficult to cater for that. So if we really wanted to expand boxing at the grassroots, at the club level, we do need investment into that infrastructure, and coaching as well."[16]

132. A further issue of concern was the gender balance on the boards of sports national governing bodies, a number of those governing bodies from whom we took evidence reported disappointingly low numbers of women members. Maria Miller told us that "it is of paramount importance that those governance bodies, like any governance body, are reflective of society, and a great deal of progress has been made. I think there is only now one governing body that does not have any women on it".[17] As a follow-up to this exchange, Lord Moynihan, a member of the Committee, asked the Government which Governing Bodies of Sport, currently in receipt of lottery or Government funding, have achieved the target of at least 25% of women on their boards. The Minister's reply cited the most recent annual audit by the Women's Sport and Fitness Foundation[18], which found that "nearly half" of governing bodies in receipt of government or lottery funding met that target and said that the Government expected all such funded governing bodies to meet the target "by 2017".

133. Mrs Miller also acknowledged that "we still have a huge way to go in representing people from ethnic minority communities".[19] Sport England's

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14 Sport England.

15 *Ibid.* Sport England also told us that it was investing "£1.7 million in the Women's Sport and Fitness Foundation (WSFF) to provide expertise in the best ways to engage women and young girls, and has made significant investment in sport popular amongst women, such as netball (£25.3m), running (£22m), equestrianism (£6m), swimming (£20m) and tennis (£17.4m). A new initiative launched in May saw Bury chosen as the location of a pilot where a large number of projects designed specifically to get more women playing sport are being delivered and closely monitored and evaluated to provide a blueprint for other places in England to replicate in future."

16 Q 79

17 Q 457

18 Available at http://www.wsff.org.uk/resources/trophy-women-2013

19 Q 457

participation figures for ethnic minority groups "generally show that they are well represented", with 36.7% playing sport regularly, compared to the general population rate of 35.2%. Within this overall positive picture, some groups are under-represented, "in particular African, Caribbean and Asian girls, of which just under 26% play sport once a week."[20]

134. There remains a significant socio-economic gap, with "only 26.6% of people from lower socio-economic groups participate compared with 41.3% from managerial and professional socio-economic groups."[21] We received evidence from StreetGames, a charity promoting 'doorstep sport' targeted at encouraging disadvantaged young people to take up sport. The scheme is having some evident success from modest beginnings seven years ago:

> "our network has expanded from start-up to over 250 local projects, attracted over 230,000 participants and generated over 2.4 million attendances at doorstep sport sessions. Circa 85% of our participants live in the 20% most deprived wards. The projects in the network are locally owned, locally controlled and enjoy an enviable reach into disadvantaged communities."[22]

135. Stonewall, representing gay, lesbian and bisexual individuals and groups, argued that London 2012 had done little to address the barriers associated with sexual orientation and access to sport participation. It conducted research in 2012 which found that "one in three gay and bisexual boys and one in seven lesbian and bisexual girls experience homophobic bullying during sport. This has a negative impact on how they perceive team sports, with two thirds of lesbian, gay and bisexual pupils saying they don't like playing them." The study reported a significant rise in the negative response to the question on antipathy to playing games, up from half of respondents to the equivalent study in 2007. Stonewall conclude that "measures introduced to promote sports participation amongst young people in the run up to the Games, including the School Games, have failed to reach lesbian, gay and bisexual young people."[23]

136. **The gap in participation between previously under-represented groups and the general population does appear to be narrowing, albeit slowly. The narrowing of the gap is to be welcomed, but it will only be sustained if the right sort of investment is put into developing the facilities in sports clubs to ensure that they are more inclusive environments than in the past, for example by ensuring that adequate separate shower and changing facilities are provided or by installing floodlights so that existing facilities can be used over a longer period of time by a wider number of people. As significantly as the physical infrastructure at grassroots level, a change of culture and board composition of governing bodies of sports should be a key driver in broadening the base of people who participate in sport, at the same time appropriately reflecting the participants' views.**

137. Within the above general conclusion, the issue of inclusivity for people with disabilities deserves particular attention. Sport England told us that the

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20 Sport England.

21 *Ibid.*

22 StreetGames.

23 Stonewall.

number of disabled people participating in sport once a week was currently 1.7 million, an increase of 353,000 since 2005/06, although we noted that the participation of people with disabilities was only 18.2%, which was half that for non-disabled people.[24]

138. The British Paralympic Association shared this positive assessment and cited research by Channel 4 and the English Federation for Disability Sport that showed that "70% of disabled people agree that the London 2012 Paralympic Games was inspirational for them" and that "8 out of 10 disabled people are considering taking up sport following the Games".

139. Charles Reed of the English Federation of Disability Sport praised Sport England's role in adapting its funding after the games so that sports "governing bodies have now been specifically targeted with increases in the number of disabled people who are taking part in their sport."[25] Sport England confirmed that 42 of its 46 funded sports had committed to such targets, compared to only 11 in the previous funding round.

140. However the Sport and Recreation Alliance highlighted remaining concerns, arguing that there was "still a challenge to make a real difference to the numbers of disabled people who are playing sport, and to overcome some of the practical barriers that exist."[26] Two thirds of the respondents to an SRA survey in October 2012 said that:

> "they did not have suitably trained staff to cater for disabled participants, whilst 3 in 5 lacked the appropriate equipment. The same survey showed 89% of clubs reporting no change in the number of disabled people joining, with 86% noting no change in the number of enquiries from disabled people and 96% reporting no change in the number of disabled people volunteering in their clubs."[27]

The SRA's October 2013 Sports Clubs survey[28] revealed that only 35% of clubs had access to appropriate equipment for disabled people.

141. The Association for Physical Exercise praised the increased profile of sports such as boccia and goal ball in the wake of the Games but argued that not enough children with disabilities were taking part at present.[29] The latter issue is considered in more depth in the following Chapter.

142. The Committee was conscious in considering participation that, above all, sports should be inclusive. In the context of disability sport, this means that all sports, beyond those which are also Paralympic sports, need to be accessible. As well as the Paralympics, the sports and participants which are included in other events, such as the Special Olympics and the Deaflympics, need to be embraced as part of the picture.

143. **The Paralympic Games seem to have provided tangible inspiration for people with disabilities. There are however still real barriers to increasing their access to participating in sport. These barriers include, but are not limited to, the lack of adequate coaches and**

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24 Sport England.

25 Q 109

26 Sport and Recreation Alliance.

27 *Ibid.*

28 Available at http://www.sportandrecreation.org.uk/policy/SSC

29 Association for Physical Exercise.

facilities in clubs. Although Sport England appear to have used the 2012 Games to make progress in getting the majority of the sports it funds to sign up to improvements, this does not appear so far to be filtering down to grassroots level. At a year's distance from the Games it is possible to diagnose this problem, but not to ascertain whether sufficient steps are being taken to improve the position.

144. At present 46 governing bodies of sports are rewarded with lottery funding from Sport England for the production of Whole Sports Plans, which focus on those aged from 14–25. These plans are for four year periods and are updated annually. They contain agreed targets for rises in participation to be measured by TPS, including inclusivity targets. **Alongside the framework of new event legacy action plans coordinated by Government which we have proposed (see paragraph 120), national governing bodies' Whole Sport Plans would provide a good way to track the trend of the performance of national governing bodies in boosting participation, including to previously underrepresented parts of society, an in helping clubs to develop better facilities.**

145. **We call on Sport England to make Whole Sports Plans publicly available, so that the debate on progress on growing participation in each sport can be informed. We invite the Government to report to Parliament each year on whether these Plans demonstrate the hoped-for continuing progress.** (Recommendation 3)

Did the Paralympics change the perception of disability?

146. The Government's sixth legacy aim, "to develop the opportunities and choices for disabled people" runs wider than sport. In the sporting context, there was consensus from our witnesses that the Paralympic Games had a real impact on the impact of disabled sport. The Secretary of State for Culture, Media and Sport, Maria Miller told us that the Games had "a powerful effect" on perceptions.[30] The British Paralympic Association and others praised Channel 4's extensive coverage of the Paralympics and gave more detailed evidence of changing attitudes:

> "According to LOCOG and BBC Comm/Res research:
>
> - 91% of viewers said the coverage of the games had demonstrated what disabled people can achieve, that disabled athletes are as talented as non-disabled athletes.
> - 68% of people said that it had a favourable impact on their perceptions of disability sport.
> - Approximately 75% of Britons feel more positive about the role of disabled people in society following the Paralympic Games.
> - 2 out of 3 London 2012 research respondents agreed that the Games will lead to a 'greater acceptance of disabled people'."[31]

147. Improved attitudes to disabilities within their sports were also evidenced by British Swimming, the Amateur Swimming Association and English Handball.

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30 Q 485

31 British Paralympic Association.

148. Baroness Grey-Thompson agreed that public attitudes to athletes with disabilities had improved and that the Games had done much to "change was that people understood what it took to be a Paralympian, which was great, and there has been a very positive view of Paralympians, which is amazing." However she felt that there was a downside to the growing awareness of Paralympians, who were "a very different group of people to the rest of the disabled population", and that it might foster expectations that all disabled people were capable of similar performance. She also cited the most recent disability hate crime statistics, which she described as "the worst they have ever been in 10 years of reporting."[32]

149. Possible recommendation: The wider claims for the Paralympics having caused a sea change in broad public perceptions of those with disabilities seem to us to be unproven. There is however strong evidence of the effect which the Games, Team GB's success, and the media coverage have had on broader public perceptions of disability sport. This in itself is important and can have a real benefit in the longer term. Given their importance, and potential fragility, we call on the Government actively to monitor public perceptions of disability and to continue to promote disabled athletes.

150. The impact of the media coverage in the UK perhaps only highlights the opportunity lost in the USA, where NBC did not broadcast the 2012 Paralympics live. **We welcome the recent announcement by the same network that it will broadcast events from the next winter Paralympic Games in Sochi live.**

[32] Q 132

CHAPTER 3: SCHOOL AGE SPORT

Background

151. There is consensus that the critical juncture for lifelong enthusiasm in sport to be sparked is at an early age, when patterns of lifestyle are established. This clearly means that schools, both primary and secondary, have a key role. At the same time, school sport does not operate in a vacuum: it is important to consider the relationships between schools and other bodies in developing life-long habits of physical activity and developing future sporting talent.

The legacy of School Sports Partnerships

152. State funding of school sports has generated significant controversy in recent years, most centring on impact of the Government's discontinuation of funding for School Sports Partnerships (SSPs) in 2010. SSPs were based on networks of schools which would receive around £250,000 each per annum in order to develop infrastructure to boost the teaching of PE and additionally to support local sports outside schools.

153. In its recent report, *School Sport following London 2012: No more political football*,[33] the Commons Education Select Committee concluded that:

> "There is clear evidence that the ending of the school sport partnerships funding has had a negative impact, including on the opportunities for young people to access competitive sporting opportunities in school. School sport partnerships were expensive but delivered benefits for children. The Government needs to show that an alternative programme (at lower cost) can deliver significant increases in participation in school sport."

154. School Sports Partnerships were described by Baroness Campbell of Loughborough, Chair of the Youth Sport Trust, as "an evolving structure, and it still had some evolution to go and it still had some improving to do." She noted that, despite the ending of funding to SSPs, "about 50% have survived in some form or other".[34] Kate Hoey MP, who as Sports Minister introduced the concept of SSPs, suggested that, where SSPs had been successful, they were still largely in place. She shared the view that they were a transitional tool;

> "it was never at that time considered to be something that would last forever. It was very much that we thought that if this happened and we could get schools, particularly head teachers, to realise the importance of PE and school sport, it would then really mean that they would start to make sport and PE much more important for themselves within the priority area."[35]

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33 Education Committee, *School Sport following London 2012: No more political football* (3rd Report, Session 2013–14, HC 164–I).

34 Q 156

35 Q 461

The Sport Premium

155. In March 2013, the Prime Minister announced new ring-fenced funding for sport in schools, in the form of a Sport Premium of £150 million each year targeted at the provision of PE in primary schools. In written evidence, the Government described the uses of the Sport Premium as follows:

> "Within the broad requirement that they use it to improve their provision of PE and sport, primary schools can use this new funding as they see fit. This could include buying in help from secondary schools if they feel this is right for them. They will be held accountable for their spending through arrangement outlined in section 6.
>
> Alternative options for the use of the additional ring-fenced funding might include:
>
> - Hiring specialist PE teachers, PE advanced skills teachers, or qualified sports coaches to work alongside primary teachers when teaching PE;
> - New or additional Change4Life sport clubs;
> - Paying for professional development opportunities in PE/sport;
> - Providing cover to release primary teachers for professional development in PE/sport;
> - Running sporting competitions, or increasing participation in the School Games;
> - Purchasing quality assured professional development modules or materials for PE/sport;
> - Providing places for pupils on after school sport clubs and holiday clubs."[36]

156. Maria Miller told us that "it is really for the school to determine where they are and what support they need, and of course it is ring-fenced money, so they will be judged by Ofsted as to how they have used that to support sport in their schools."[37]

157. Whilst welcoming the announcement of the Sport Premium, Youth Charter reported some worrying trends in the period since funding to SSPs ended. The School Sport Survey, which focussed on five to 16 year old children,

> "was ended in 2010 when the funding for the Schools Sports Partnerships ended. However, a survey of teachers, school games organiser and school sport partnerships staff by The Smith Institute—post-London 2012—found:
>
> - Falling participation since the loss of ring-fenced funding for School Sports Partnerships;
> - The old funding system was preferred to the new system;
> - School Sport Partnerships was preferred to the new School Games programme;

36 The Government and the Mayor of London.

37 Q 480

- Non-competitive physical activities must be encouraged alongside competitive activities;
- A minimum target of two hours PE and Sport a week is still required; and
- Physical Activity improves educational Attainment."[38]

158. Eileen Marchant of the Association for Physical Exercise drew parallels between perceived flaws in the SSPs' structure and the successor arrangements. She argued that, with SSPs, "sustainability was not created, except in small pockets where they had a massive impact. With the PE and School Sport Premium, we do not want to make that same mistake again. We want to make sure that what it is used for creates sustainability so that, if the funding goes, the impact does not."[39]

159. **We received evidence from several quarters that the ending of funding to SSPs, and ultimately its replacement by the School Sport Premium, was a mistake. The rights and wrongs of this decision are now academic to the legacy, which must be forward-looking. SSPs were not universally successful, but did provide a way for schools to cooperate to build shared infrastructure, particularly in competitive sport. The Government, Local Authorities and schools themselves must all be alive to the danger of individualised funding to different schools, giving them a high degree of discretion, leading to uneven teaching of PE. They need to consider what more they can do in concert to ensure cooperation and the building of shared infrastructure.**

The delivery of PE in primary schools

160. Much of our evidence pointed to a lack of expertise in primary schools, which represented the best opportunity to address this at a critical age. School Sports Partnerships did address this by combining with other schools and local sports clubs and effectively by outsourcing control of sports teaching to School Sports Coordinators. When the Committee visited Gainsborough Primary School in Hackney, we were struck by the enthusiasm and commitment of the teaching staff to take on a greater role in PE and sports teaching, but they were clear that they would need additional training in order to do this.

161. At the request of the Welsh Government, Baroness Grey-Thompson chaired a review group which considered physical activity in Welsh schools, and published her report[40] in June 2013. The sole recommendation of the report was that PE should become a core subject in Welsh schools. Elevating PE to core subject status would, according to the report, cost £5 million per annum; the report compares this to the estimated £73 million annual cost to the health service resulting from obesity. The report also drew attention to shortcomings in the preparedness of teachers to deliver PE, she told us that "A massive priority is changing teacher training. I and so many other people have been going on about this for years. It could be changed incredibly

38 Youth Charter.

39 Q 156

40 Available at http://wales.gov.uk/topics/educationandskills/publications/wagreviews/physical-literacy-review/?skip=1&lang=en

quickly. Most parents would be shocked if maths was being taught to their primary school children by somebody who dropped out at 11 and had four hours of instruction in how to deliver it. There would be universal outcry."[41] A report in August 2012 by the Sutton found that, over 60% of teachers received fewer than six hours of training on the delivery of PE.

162. Looking at the current system of sport in schools, Baroness Campbell identified:

> "two major issues: in primary, it is expertise; and in secondary, the PE teacher carries out the role that, in independent schools, is carried out by a director of sport. They are not only teaching physical education; they are trying to provide after-school sporting opportunities, hire, fire and employ coaches, and organise the competition. In independent schools that is done by a separate role, called the director of sport, and that allows the PE department to teach the curriculum and the director of sport to manage the out-of-school opportunity. That does not happen in our state schools, so there are two big issues that have been with us for a very long time. The third big issue is this connectivity of young people to the community, so it is about expertise, time and headteachers feeling the pressure. They are judged on examination results, not on the health, wellbeing, fitness and participation of their young people in sport."[42]

163. **We agree with Baroness-Grey Thompson's call for a greater emphasis on PE as a core subject in primary schools, giving it its place alongside academic studies. We believe this approach has relevance to the rest of the UK. As significant a barrier as time in the school day is the lack of appropriate teacher training, which is not adequate as it stands in primary schools.**

164. **We call for investment to be made in primary school teachers and club coaches, the link between whom is of critical importance, to create a more positive disposition to sport and physical activity in young people in the UK.** This sort of change would help to reduce healthcare costs significantly in the medium term. To achieve the change, consistent review and monitoring will be necessary. (Recommendation 4)

165. **We call on the Government to require Ofsted to inspect and report on the time in the school day spent on PE, including 'out of hours' sport, in all school inspections. This would ensure that school leaders take the development of PE seriously and invest in the professional development of teachers and coaches.** (Recommendation 5)

166. **In parallel and to the same end, we call on the Government to conduct a review of initial training for specialist PE teachers so that they can deliver a 21st century curriculum with the quality of PE teaching which our young people need and deserve.** (Recommendation 6)

The link between schools and communities

167. The "third big issue" identified by Baroness Campbell, that of connectivity to the wider community is also key. Schools do not exist in a vacuum and partnerships with other bodies, such as sports clubs, are critical, whether or

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41 Q 136

42 Q 153

not they receive funding from Government. A framework is needed if competitive sport is to be fostered, and in some places we heard that SSPs are still operating to achieve this.

168. A telling statistic of the medal success at the London 2012 Games was that 36% of medallists were privately educated, despite the private sector only accounting of 7% of the school population in the UK. These figures are starker in some sports, such as rowing, where 54% of medallists were privately educated.[43] The broader composition of the squad was more balanced, as Youth Charter told us in evidence, 17% of the whole squad was privately educated[44]. Nevertheless the bare statistics imply two things: firstly that, overall, the sports facilities in independent schools are far better than those elsewhere and secondly that there is an untapped wealth of talent in the 93% of the school age population which is educated in the state sector. There seems to be clear scope for greater cooperation between the sectors, as the often world class facilities in the independent sector, including Olympic legacy facilities such as the rowing facilities at Eton Dorney, could be made to work particularly for state primary and schools in the independent school's catchment area; as a base for competitive sport between secondary schools; and also being available for fledgling local clubs to use. We are aware of examples of best practice but its further development, in keeping with the charitable status enjoyed by independent schools, would help to make better use of the infrastructure which is already there.

169. We heard from a number of governing bodies of sports about a variety of inter-school competitions which are held. Some sports fitted less well into a the framework of a single sport event, and these have been picked up by the Sainsbury's School Games, which is a competitive school sport programme developed through a partnership comprising DCMS, DfE, DH, the BOA, the BPA, the Youth Sport Trust and Sport England. Its total funding over three years is £128 million, largely from Lottery funding. DCMS estimated the average cost to the taxpayer to be £13.20 per eligible student participating in the Games. The scheme is aimed at children and young people from seven to 19 years old and are structured on four levels of activity, which Sport England set out as:

> "Level 1—competition in schools (intra-school sport)
>
> Level 2—competition between schools (inter school sport),
>
> Level 3—competitions at county level
>
> Level 4—national finals event
>
> At a local level, the School Games are delivered by schools, clubs, CSPs and other local partners. Local organising committees have been set up, chaired by head teachers, to oversee the Level 3 county festivals. The latest results show that 17,620 schools had registered on the School Games website. In 2013 there will be 100 summer and winter festivals, with at least 150,000 competitors coming through from the level 1 and 2 competition."[45]

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43 Available at http://www.suttontrust.com/news/news/over-a-third-of-british-olympic-winners-were-privately-educated/

44 Youth Trust.

45 Sport England.

170. The Government and the Mayor put these numbers in proportionate terms, telling us that "Just over half of all English schools signed up for the 2012 School Games, including around 90 per cent of secondary schools and half of primary schools. As at 3 June 2013, 17,126 schools (i.e. over 70%) had registered with the School Games."

171. We received evidence from New College Leicester which was somewhat more sceptical about the impact of the School Games: "All the introduction of the School Games did was rebrand this approach and reshuffle individuals within the school sport system. A number of Partnership Development Managers became the School Games Organisers picking up from the work that the Competition Managers had started."[46]

172. More broadly, Andy Reed, Chairman of the Sport and Recreation Alliance, warned of the dangers of over-emphasising competitive sport in young children, arguing that "there is a time to introduce it. It varies slightly from sport to sport. Tennis, for example, is an early-adoption sport, as is swimming, but many others you would not want to specialise in until you are into year 7, 8, 9 or 10. They are much later. If you asked me my honest opinion, it would be that you have to get primary school PE right first before introducing competitive sports."[47] He argued that PE was a necessary precursor to learning a sport: "You would not start teaching English by giving a seven year-old Shakespeare, and saying, "Right, let us go and sort this out".[48]

173. Developing competitive sport is clearly of great value, but Baroness Campbell also highlighted the importance of widening choice for inclusion. She told us that "We moved from 25% to 90% of youngsters doing two hours of PE and sport, and that was by widening the choice and giving youngsters options that they found attractive."[49]

174. **Cooperation between schools, particularly between secondary schools, whether independent or in the state sector, and primary schools in the vicinity must continue to be fostered. Facilities, particularly in independent schools, which enjoy charitable status, must be made to work for the wider community through partnerships with other schools and clubs, not least in developing the facilities as hubs for inter-school competition.**

175. **As a part of the routine inspections called for in paragraph 165, we call on Ofsted to pay close attention to primary schools' use of the Sport Premium, to ensure that schools pool resources and infrastructure wherever possible.** (Recommendation 7)

176. **There are a variety of ways by which a framework for competitive sport in and between schools can be developed, ranging from the inter-school competitions organised by national governing bodies to school age events such as the School Games. Competitive sport is not, however, for every child at every stage in their development. We agree that choice must be widened in order to encourage the greatest**

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46 New College Leicester.

47 Q 82

48 *Ibid.*

49 Q 160

possible number of young people to find a form of physical activity which they will enjoy and sustain.

Young people with disabilities

177. The Taking Part Survey data for the participation of children aged five to ten years, who have a limiting disability is gloomy. The Government and Mayor told us that "In 20011/12 81.4 per cent of children with a limiting disability reported having done some sport in the last 4 weeks, compared to 89.6 per cent for children with no disabilities." The Government emphasised the role of the Sainsbury's School Games in improving access to local competitive sport for young people with disabilities through the Project Ability scheme, currently involving a network of 50 lead schools and involving 5,000 young disabled people. The scheme had five facets:

" • Providing disability-specific training for School Games Organisers

- Establishing even more local competitive opportunities for young disabled people
- Working with sports to design inclusive sports formats
- Including disability sport across all levels of the School Games
- Sustaining young people's participation through the development of school club activities."[50]

178. The Youth Trust set up the Project Ability scheme, which it described as "an outstanding success" in opening up competitive school sport to young disabled people. The central concept of Project Ability is the development of the lead schools as centres of excellence, with teachers being trained as "peer teachers" to spread best practice.[51]

179. **The difference between the levels of participation between young children with a limiting disability and those without is unacceptably stark and the scale of the challenge is vast. We welcome the Project Ability scheme as step in the right direction, and over time we expect it to be expanded to extend the opportunities to competitive sport more widely than at present.**

50 The Government and the Mayor of London.

51 Youth Trust.

CHAPTER 4: HIGH PERFORMANCE SPORT

Background

180. The trend in Team GB's performance in terms of medal hauls is impressive. The below table shows the respective medal hauls of Team GB in the summer Olympic and Paralympic Games from a low base in Atlanta in 1996 to a high point in London in 2012. The table also shows comparative data for the teams from Australia, USA, China and Germany over the same period.

TABLE 1

Medal Hauls in recent summer Olympic and Paralympic Games

Year of Events	GB		Australia		USA		China		Germany	
	Olympic medals	Paralympic medals	Olympic medals	Paralympic medals	Olympic medals	Paralympic medals	Olympic medals	Paralympic medals	Olympic medals	Paralympic medals
1996	15 (1)	122 (39)	41 (9)	106 (42)	101 (44)	158 (47)	50 (16)	39 (16)	65 (20)	149 (40)
2000	28 (11)	131 (41)	58 (16)	149 (63)	97 (40)	109 (36)	59 (28)	73 (34)	56 (13)	95 (16)
2004	30 (9)	94 (35)	50 (17)	100 (26)	103 (35)	88 (27)	63 (32)	141 (63)	48 (14)	78 (19)
2008	47 (19)	102 (42)	46 (14)	79 (23)	110 (36)	99 (36)	100 (51)	211 (89)	41 (16)	59 (14)
2012	65 (29)	120 (34)	35 (7)	85 (32)	104 (46)	98 (31)	88 (38)	231 (95)	44 (11)	66 (18)

The number of gold medals is in brackets.

181. The challenge for Team GB, and the organisations which support it, is to sustain the 2012 performance at the next summer Games, in Rio de Janeiro in 2016. Should Team GB increase or even match its 2012 gold medal haul, it would be the first team to improve on its host Games, although other teams have managed to increase their overall tallies at subsequent Games.

The genesis of success at London and Beijing

182. A strong funding platform is not by itself a guarantee of medal success, but is a key prerequisite, as Sir Clive Woodward told us, money had largely gone to the sports with the greatest chance of success, and over a period which allowed them to put plans in place.[52] The National Lottery was established in 1994 by Sir John Major, and the money for sport comes largely from the Big Lottery Fund, allocated by UK Sport. The longer term nature of the funding allowed some sports to plan towards future Games, as Ian Drake of British Cycling told us:

> "if you take the average age of our Sydney Olympics team, it was 33 years of age and there were only two medallists under the age of 25. If you fast-forward to London 2012, the average age of our Olympic team

[52] Q 293

was 25 years of age, and we had eight medallists under 25 years of age. We now have a system in place."[53]

183. UK Sport's analysis of the factors which led to success in 2008 and 2012 was as follows:

> "The long term nature of the strategic investment in the UK's high performance system has ensured that the UK has been able to recruit, retain and develop world class experts. Key factors include:
>
> - clear and agreed outcome goals
> - world class coaches
> - a performance management system that tracks progress, identifies, prioritises and addresses challenges and encourages sharing and collaboration across sports
> - the continued evolution of the use of performance intelligence
> - greater focus on athlete profiling
> - better and more aligned talent pathways
> - better resourced Paralympic campaign
> - improved standards of leadership, governance, financial management and administration in sports
> - better World Class Coaching, and increased focus on the Elite Training environment for our athletes."[54]

184. The reasons for success are however not solely financial, but, as evidenced by the BOA in its work with the national governing bodies, its objective was to become a world leading, professionally managed organisation; performance driven and athlete-centric in all its activities. By so doing it could best help the athletes to podium success and leave a legacy on which to build after 2012. Sir Clive told us that leadership and coaching were critical in the most successful sports over the period: swimming, cycling and rowing: "I always come back to the person heading up the sport, and here I am talking about the head coach and the performance director. Sir David Brailsford, David Sparkes and David Tanner, just to name a few in the various sports".[55] The BOA and the BPA were at the same time "bringing the whole team together" and instilling common standards of excellence in coaching and performance.[56] Ian Drake told us of the added value which this produced:

> "the point about marginal gains is, in performance sport, there is no one big thing that you can simply invest in that will guarantee you results. It is the aggregation of lots of little things, but that goes right the way through the system as well."[57]

Niels de Vos of UK Athletics reinforced the point that with ultimate performances, the funding, where

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53 Q 94

54 UK Sport.

55 Q 293

56 *Ibid.*

57 Q 94

> "the impact of the money is maybe slightly less but, away from the track itself, in terms of the support you have to put behind athletes, whether that is nutrition, training, coaching, keeping them healthy, altitude training or warm-weather training and all of that, the parallel is exactly the same across every sport."[58]

185. UK Sport introduced a more athlete-centred approach, which is now being adopted by other sports, known as Performance Lifestyle, building on the Australian Athlete Career and Education programme, which helped to address some of the issues in athletes' lives away from the track to give them the maximum opportunity to perform. In the same way the BOA's Friends and Family scheme, was described by Niels de Vos as "enormously helpful to athletes in the home Games in taking away some of the pressures of the particular performance lifestyle of the competition athlete; it took away some of the stresses and strains that families might put on, but also enabled them to help when they were able and willing to do so".[59] This inquiry has not received any evidence from athletes, save for those former athletes who now occupy administrative roles. This goes against the trend in recent years, which has seen the development of a number of athletes' commissions within sports governing bodies, to allow athletes a greater voice in decision-making and planning, which has previously been the exclusive preserve of administrators.

186. The production line, or performance pathway, for talented athletes has also been critical. This ladder of opportunity has recently been manifested in the Talented Athlete Scholarship Scheme (TASS), established by Dame Tessa Jowell in 2003. Graduates of the scheme yielded 19 medals at the Beijing Olympic and Paralympic Games and 44 at the London Olympic and Paralympic games. There is currently a debate about the future of the scheme.

Prospects for continued Olympic success?

187. Maria Miller MP defended the target of increasing the medal haul as a positive aspiration, whether or not it was realistic "I am not sure, if you had looked at Atlanta in 1996 and saw that we were 36th in the medal table, you would have believed that some short years later London 2012 would happen and we would be third in the medal table. People would have found that quite difficult to believe at that point."[60]

188. John Coates, President of the Australian Olympic Association and a Vice-President of the IOC, suggested that improving the medal haul at the Rio Games would be difficult, not least because "Competing at home is a tremendous advantage. It will be very hard for you to get the same number of medals, but I am sure that you will be in the top five at the next Games. It will be a much more difficult Games for you and for Australia, because we are not used to competing in Brazil. The Americans will be much better in that time zone."[61] Sir Clive Woodward pointed to the reduction in resources at the BOA and departure of many of those who had played a key role in improving performance: "from the BOA's point of view, for various reasons there is just

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58 Q 95

59 Q 100

60 Q 477

61 Q 369

not the manpower now to deliver what I think is required for what we saw in London, which I thought was excellent, and to a certain degree in Beijing".[62]

189. In addition, other countries looking to improve their relative performance were now investing in the best coaches, and would anticipate improving practices and performance. Darryl Seibel of the BOA told us that:

> "Countries will continue to pour unprecedented resources into supporting their Olympic athletes, notably China, but certainly other countries as well that have the wherewithal to do that and have decided that their image globally will be shaped, to a degree, by the performance of their athletes on this great international stage. It also has significant implications for how they view themselves as a country domestically. There is a risk of an arms race." Liz Nichol, CEO of UK Sport, accepted this difficulty as "just part of the business".[63]

Prospects for continued Paralympic Success?

190. Tim Hollingsworth, CEO of the British Paralympic Association, highlighted the strong performances of Team GB at the last three Games:

> "we have finished in the top three in the medal table since Sydney, so our position in the medal table has been one of being at the top end. By comparison, for example, in Beijing, the top three nations only won 30-plus gold medals. In London, four years later, the top six nations won 30-plus gold medals. We can see a great uplift at the top end of Paralympic sport."[64]

191. Perhaps in an even more marked way than with Olympic sports, developing international competition also posed a threat to improving performance. As Tim Hollingsworth told us:

> "Our enormous challenge now is to make sure that we retain that position with the resources that are so vital coming in from UK Sport and the Lottery in particular. Coaching is a particular example of that because, actually, for the first time, there are other nations that are able to attract Paralympic coaches of international standing. We have seen a couple of our key team leaders move overseas after London 2012 but... we have been able to replace them with people from within the system. It is an interesting development. Paralympic sport has not really had to consider that factor before London, but now it is very much on the agenda too."[65]

192. The Paralympics have historically been less competitive in terms of the numbers of nations participating with internationally a significantly lower level of resource dedicated to Paralympic athlete preparation. For this reason UK Sport has adopted gold medal targets for the Paralympic Games rather than medals of any colour as it does for the Olympics. However the Paralympic landscape is changing and competition is intensifying from one Games to the next. Team GB is heavily reliant on relatively few sports for medals. If the UK stands still it will be very quickly overtaken in the

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62 Q 283

63 Q 42

64 *Ibid.*

65 *Ibid.*

Paralympic domain and this is reflected in the fact that it slipped down the medal rankings by one place between Beijing and London.

193. **International sporting competition does not stand still. In the build up to 2012, resources and expertise were marshalled behind the aim of continuous improvement in high performance sport with spectacular results. With a reduction in the expert personnel, and in some cases the recruitment of the same people by Team GB's international rivals, it is difficult to view the aim of improving the hauls of medals from the London Olympic and Paralympic Games as a realistic one. In our view this is particularly the case for the number of gold medals, by which almost all medal tables are ordered.**

194. A feature of the development of Team GB's performances has been a greater emphasis by BOA, BPA and the governing bodies on supporting athletes and involving them in decisions, and this has had a welcome effect. In parallel, some governing bodies are developing athletes' commissions, which will help to ensure that athletes' views and ideas are taken into greater account in decision making.

195. **We encourage all governing bodies of sports to consider establishing athletes' commissions so that athletes' voices can be heard.** (Recommendation 8)

UK Sport's approach—no compromise

196. There were clear winners and losers with regard to London 2012 and Rio 2016 funding: Basketball, Handball and Volleyball are team sports that can be easily delivered in schools, clubs and communities across the country. These sports are mainly amateur with little commercial appeal in the UK but they are very accessible and are sports that can increase physical literacy in children and young people. However, despite this these three sports only received an investment of £13.1m from Sport England; UK Sport only invested £0.4m in the GB Volleyball team, which results in a total public investment of £13.5m.

197. Between them these sports had an investment of £15m for London 2012—Basketball received £8.6m, Handball £2.9m and Volleyball £3.5m—this was dramatically cut by £14.6m for Rio 2016, with only Volleyball receiving any investment (£386,753) at all. However, diving, water polo and synchronised swimming all had increases in their combined funding by £3.5m (27%) from £12.9m to £16.4m.

198. Liz Nicholl, CEO of UK Sport, defended the clarity of the no compromise approach and the degree of accountability it created for governing bodies. She told us that:

> "if we salami-slice our investment, we put everything at risk. We know what it takes. It works and we want to stick to investing exactly what it takes to win, so the sport has no excuse. The sport are responsible and accountable now to us for their results, and we will do everything we can to support them to succeed, but we do not want to give them the excuse that we did not give them enough money to be able to do that."[66]

[66] Q 41

Maria Miller pointed out that reductions in funding do not always have a negative effect, and can galvanise improved performance as with Gymnastics in the wake of a poor Games in Athens in 2004, where a reduction "led to them focusing and re-energising their organisation and really using that impetus to achieve the fantastic result they achieved in London with four medals. Whilst it can be perhaps seen as tough love, it is that sort of approach that can really focus organisations to regroup, refocus their energies, and move forward".[67]

199. In practice, the no compromise approach has been compromised when confronted with the worse than anticipated performance of Team GB swimmers at London 2012. Rather than apply the approach strictly, which would otherwise have seen significant reductions in funding to swimming, UK Sport shortened the term of the funding package to one year and, following a post-Games assessment, British Swimming produced a revised strategy, the performance targets in which will be reviewed at the end of 2013.[68]

200. Sir Clive Woodward argued that the no-compromise approach should continue to be applied to "certain sports: if you give them substantial amounts of money, you expect a return." He identified however "another chunk of sports where you have to help develop those sports, where I think a certain amount of money, if you put in performance criteria, will mean that you see them move up." He described table tennis and volleyball as examples of such sports which:

> "are both great sports with a lot of opportunity, especially in inner-city-type areas where they are fairly cheap sports to put on and there is a lot of great talent. It is not something we should move away from just because the top 30 athletes in the world are all from China and we cannot beat them. That is not a reason to hang the white flag out; we have always got to start somewhere. That would be the only thing that I was kind of disappointed with."[69]

201. Richard Callicott of the British Volleyball Association made a case for developing such sports arguing that "unless you can train and unless you can compete in international competition, you are never going to be in with a chance of medalling. It has to be a long-term process of investment over a sustained period, otherwise you are never going to be knocking on the door for medals."[70]

202. Baroness Campbell argued that the picture was broader than simply an argument about funding:

> "We can point to sports that came and joined the family, so netball would be a wonderful example, where the high-performance coach is on our elite coach programme, so we have tried to encourage the sports that do not perhaps get direct funding from us to at least access the services and support. I think it would be tremendous to have a high-performance family across all sport."[71]

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67 Q 477

68 Q 43

69 Q 283

70 Q 95

71 Q 155

203. Andy Reed told us that:

> "there is a debate going on, even amongst the national governing bodies themselves, about the no-compromise agreement, because it is not just that we talk about Olympic sports that have been protected. As you know, a number of Olympic sports have not been protected in that sense, so handball would take a very different perspective, and sitting volleyball and volleyball would say that actually they have not been protected by the elite funding. This no-compromise approach to Rio 2016 will probably get us fourth in the medals table, but at what cost? There is a debate going on within national governing bodies at the moment about whether there is perhaps an ability to top-slice that money and share that more evenly so that some of the team sports are able to benefit from that. If you were asking us, clearly nobody wants to be in a position where cuts are taking place after an Olympics, but we recognise that that is the national pot at the moment, and that 5% [cut] is better than what some of the other departments have received. We should probably congratulate the Sports Minister and others on making that progress and reducing the impact on our sector."[72]

204. John Coates added that a no-compromise approach should be focussed not just on medal returns but also on "requiring the sports to adopt better governance models and to account better for the funding that they receive. We have had some problems in Australian cycling recently, which are leading to a major shake-up there. Again, all our top five sports are on notice that unless they adopt some corporate governance improvements within a year, they are at risk of losing 20% of funding". Mr Coates said it was also important to have long term plans to take into account the vagaries of sport which can create underperformance in some events.[73]

205. Sir Clive Woodward and others also stressed the relative disadvantages of a medals-based no-compromise approach to the funding of team sports, which had fewer medals on offer and thus represented a thinner return per medal for funding committed. Looking at sports participation, team sports were often those which were most accessible for people, particularly of younger ages to play and compete in, and thus developing a participation base inspired by high performance success was threatened by the no compromise approach.

206. **UK Sport's "no compromise" approach to funding Olympic and Paralympic sports governing bodies has been a key part of helping established high performance sports to do better in terms of securing medals in major competitions. However too strict an adherence to this approach, which is by its nature based largely on a retrospective assessment of performance, will develop a growing gap between the sports which already do well and those which have little realistic prospect of developing in the next few years. Unless it is moderated, and tied more strongly to performance pathways, this approach will fail to foster the long-term development of sports from grassroots level up.**

207. The 2012 Games generated real enthusiasm for some sports in the UK which were not traditionally established and would have great potential for boosting

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72 Q 175

73 Q 372

participation should there be success at the elite level. Funding for many of these sports has now been taken away. Some of these sports, such as table tennis, are unlikely to yield significant medal hauls in the near future but role models funded to compete in major competitions would greatly assist the development of sports which are as easy to play and as straightforward and cost-effective to provide. A broader base of sports will allow for more inclusive participation as outlined in Chapter Three, and this will open up a bigger pool of talent. The task for governing bodies of sports will then be able to identify talent and create a ladder of opportunity for outstanding athletes eventually to achieve Olympic and Paralympic success, using schemes akin to TASS which has yielded obvious results.

208. **We recognise the strength of the no compromise approach as a factor in the success of Team GB at the Olympic and Paralympic Games and we would not want to undermine the firm disciplines it has embedded. However, we believe it works best with those few sports with a strong tradition of medal success at recent Games. It is not a 'one size fits all' panacea.**

209. **For the majority of sports; including the winter Olympic sports, we call for the no compromise approach to be reviewed with a view to adopting a more flexible approach which would give more weight to other measures than recent medal success and forecasts; including support for the performance pathways, improved governance of sport and the scope for high performance athletes to inspire greater general public participation in the sport.** (Recommendation 9)

Sports funding at grassroots and high performance levels.

210. As outlined in Chapters Two, Three and Four, funding which is derived from the Big Lottery Fund is allocated by DCMS to two distinct bodies, UK Sport for funding to elite Olympic and Paralympic Sport and Sport England for funding to grassroots sport, with equivalent allocations to the devolved bodies for the same purpose.

211. In July 2010 a project board, chaired by Sir Keith Mills, proposed that UK Sport and Sport England be combined. In January 2013, the then sports minister, Rt Hon Hugh Robertson MP announced that the merger of the two bodies would no longer take place. Instead, focus has been on finding greater synergies between the two bodies, including collocation by 2014 and pooling back-office functions.

212. Some witnesses have been critical of the division between UK Sport and Sport England leading to what the Youth Trust called a lack of "a clear and coherent strategic plan from grass roots to international levels".[74] Youth Trust told us that the lack of an overarching plan created a "fragmented approach" to the current structure of sports funding in the UK whilst New College Leicester suggested that the fragmentation of the sports system (education, community sport and elite sport falling within the remit of different bodies or departments) created a "lack of connectivity between the bodies that are responsible for the distribution of the funding for elite sport and participation".[75]

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74 Youth Trust.

75 New College Leicester.

213. Rt Hon Maria Miller MP acknowledged that greater synergy between the two bodies was needed but told as that the Government could:

> "achieve the objectives of efficiency and effectiveness in a different way, and probably a better way than simply merging the two organisations. What those two organisations now are doing—which they perhaps did less of in the past—is joint strategic working around Olympic and Paralympic sports in terms of the development of talent within those sports, the governance of those sports, and coaching."[76]

214. **We endorse the Government's aspiration for greater synergies to be developed between UK Sport and Sport England, as well as the other Home Nations sports councils. It is too early to tell whether the current moves towards closer working have been successful. The Government are committed to reviewing public bodies regularly. The next triennial review of UK Sport and Sport England will take place in 2014–15 and this will be a good opportunity to see whether it goes far enough.**

215. **We recommend that consideration be given at the forthcoming review whether the closer working has delivered the hoped-for increase in coherence, or whether a full merger is necessary and practical. The review should give genuine consideration, not simply to whether the two bodies are fulfilling their remits, but whether the current structure is the possible best way to grow performance pathways from entry level to high performance sport.** (Recommendation 10)

Cooperation between the BOA and the BPA

216. On 19 June 2001, a co-operation agreement was signed by the International Olympic Committee and International Paralympic Committee. This agreement aimed to secure the continued development of the Paralympic Games and to embed the by then established practice of "one bid, one city". It reaffirmed that the Paralympic Games from 2008 would always take place shortly after the Olympic Games, using the same sports venues and facilities.

217. This has provided a clear long term signal that the Olympic and Paralympic Associations should work closely together. Norway has integrated all governing bodies and National Olympic and Paralympic Committees into a single body for their sport. In the UK the position is different. Whilst cooperating closely, the BOA and BPA remain wholly separate bodies. In the run-up to the London Games, the BOA and BPA shared offices and pooled support services and facilities which included Team GB's headquarters. Looking nationally, most governing bodies of sports are working to integrate disabled and non-disabled programmes, with some, such as rowing, fully integrating competitions.

218. Baroness Grey-Thompson lauded the success of closer cooperation which had been fostered between the BOA and the BPA in delivering athletes to the Games and suggested that "In post-Games rationalisation there is probably more working together they could do." However she stopped short of suggesting a merger:

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[76] Q 476

> "I still quite like having a separate identity. I would like to see much greater work in integration within the NGBs, national governing bodies. All Paralympic/Olympic national governing bodies would say they are inclusive, but I would dispute that. I am slightly tired of seeing lovely posters with Paralympians on, but knowing that in that particular sport beneath the surface what they genuinely do for inclusion is somewhat limited. I would be interested in the next couple of years looking at national governing bodies' performance plans, how they spend their money, the line of demarcation between their Olympic and Paralympic spends and whether they are genuinely spending all the money they are allocated for their Paralympic programme on Paralympic sports. I would say most governing bodies still have a long way to go."[77]

219. **The level of cooperation by BOA and BPA was a great success in reducing the separation of the performances in the public's mind. This success could be built upon with opportunities to combine events as already happens in events such as the London Marathon. The level of maturity of the Olympic and Paralympic Games remain different. The Olympic sports have for some time been largely subject to intense competition in terms of the numbers of countries participating. As noted above, in paragraph 192, this picture is changing, and it may be that more similar approaches to managing and developing athletes will emerge over time. Nevertheless we believe that for now BOA and BPA should continue to cooperate, but retain their separate identities.**

A Team GB football team?

220. As a founder member of the British Olympic Association, the English Football Association (FA) organised the first international tournament at the London 1908 Olympic Games with Team GB beating Denmark 2–0 in the final. The first women's tournament was at the 1996 Atlanta Games. The English Football Association remains affiliated to the BOA and under the Olympic Charter has collective responsibility with all British Olympic Sports to select, lead and manage Team GB to successive Olympic Games.

221. With the support of the BOA and the English Football Association a decision was taken to send a British women's team to the 2008 Olympic Games in Beijing should they have qualified by finishing as one of the top three European sides at the 2007 World Cup in China. This they did but FIFA determined that England, the third best European team at the FIFA Women's World Cup could not participate because England competes at the Olympic Games as part of Great Britain.

222. At the London 2012 Games the BOA and the English Football Association reached agreement to field men's and women's teams at the Olympic Games for the first time in 52 years—and a women's side for the first time ever. Welsh players were on both squads and Scots on the women's squad. The Home Nations expressed serious concern that united British Olympic football teams would set a precedent that might cause FIFA to question their separate status in other FIFA competitions and on the International Football Association Board.

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[77] Q 131

223. Robert Sullivan of the English Football Association described the strong performance of Team GB Olympic women's football team in London as "a real step-change in the exposure for women's football in this country", which "was probably for us the greatest immediate value that came out of the Olympic Games. That has really kicked on, and specifically it has kicked on with support from broadcasters, especially the BBC and BT Sport, for women's football, which has really gone up a gear."[78]

224. The English Football Association told us that it had "no intention" of fielding a men's team, to compete at future Olympic Games but that it was "committed to discussing the possibility of a future women's Team GB".[79] Responses from the Scottish[80] and Welsh[81] Football Associations suggest that they would oppose the submission of a women's team as well as a men's team.

225. **It seems clear that there is no current will on the part of any of the Home Nations' football associations to field Team GB men's football teams in future. There may be a stronger case for fielding a Team GB women's team since this represented the apex of women's football and that London 2013 had demonstrated significant support for the clear potential women's football had to inspire greater participation in women's sport as part of the London sports legacy. However, the Committee were aware of the concerns of the Home Nations and their lack of confidence that, despite the assurances given for London 2012, their separate status on FIFA and their current representation on the International Football Association Board would remain under threat from within FIFA.**

226. **We urge the relevant governing bodies and the BOA, the IOC and FIFA to work towards providing all necessary assurances required to allow the BOA to continue to field a women's team at the Olympic Games, to take into account the views of the footballers and, subject to all the Home Nations Football Associations being satisfied with the assurances they receive, to field a men's team in the Under 23 tournament (with three overage players) that comprises the Olympic Football competition.** (Recommendation 11)

Hosting future events

227. As indicated in the introduction to this report, the UK has a chequered history in seeking to host major sporting events, including the Games. In addition to the Olympic bids listed above, the UK has in the past two decades seen a failed bid for a FIFA World Cup and had to cancel its hosting of the 2005 World Athletics Championships which had been scheduled to take place at Picketts Lock. The difficulties associated with large scale projects such as the redevelopment of Wembley Stadium and the construction of the Millennium Dome created an air of scepticism both from the international sporting community and the British public.

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78 Q 76

79 English Football Association.

80 Scottish Football Association.

81 Football Association of Wales.

228. David Luckes highlighted the challenge this history posed to the bid team externally, explaining that the bid "had to be coupled with technical competency. Going back to the Wembley story, there was the fact that we had had to hand back the 2005 World Championships in Athletics, which for the United Kingdom was probably an embarrassment, in many ways, in international circles. There was a lot of damage that had been done through that, and it was important that we showed credibility in terms of a bid that was not just visionary but also had roots in practicality and deliverability."[82] John Goodbody agreed that previous setbacks had left the UK "in a bad way".[83] Ken Livingstone said that the UK's poor track record also limited the Government's willingness to support a bid: "There was the fiasco of Wembley Stadium, which might not have been rebuilt. There was Picketts Lock. We had bid to host the World Championships and then forgotten to build the stadium on time, and of course there was the fiasco of the Millennium Dome. People did not really think this was credible. With the exception of Tony Blair, Tessa [Jowell] and me, no one in Government felt this had any chance of winning."[84]

229. The successful hosting of the Games, to time and budget, may have played an important transformative role in the UK's credibility and self confidence to host such events in future. In the Government's 10 point Sports Legacy plan, published in September 2012, the then Sports Minister listed the 19 major events which had already been secured[85], and three further events which were hoped for, although one of these, the IOC Youth Olympic Games in Glasgow in 2018, has since been unsuccessful. Liz Nichol told us of an ambitious programme of remaining bids:

> "We have a hit list of about 70 events that we are hoping to bring to the nation over the next six or seven years, and we have already secured about 23 of those. In fact, we actually have three major events happening next weekend. It is important for all those objectives. There is a ranking system internationally, called the Global Sports Nation Index, and we are the fourth ranked nation on that Global Sports Nation Index, which has been done by independent researchers. We are in a good position to continue to attract major events to the nation."[86]

230. **A real achievement of the Games is the development of the expertise, international standing and self-confidence to bid for and secure future major sporting events. The record of successful bids for major events over the next decade is already impressive. Importantly, these future events will not all be based in or centred on London; and their hosting may prove the major positive legacy of the Games to the UK as a**

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82 Q 111

83 Q 32

84 Q 18

85 These were the Rugby League World Cup, the BMX Supercross World Series, the European Athletics Team Championships, the World Youth Netball Championships, the World Triathlon Championship Series Final, the Rowing World Cup Series, the Men's World Open Squash Championships and the ICC Champions Trophy (all in 2013); the Commonwealth Games and the Ryder Cup (both in 2014); the Rugby Football World Cup, the World Rowing Series (Option), the World Canoe Slalom Championships, the European Eventing Championships, the World Fencing Championships, the World Artistic Championships (M&W), the European Hockey Championships and the IPC Swimming European Championships (50m) (all in 2015); the World Athletics Championships in 2017; and the Cricket World Cup in 2019.

86 Q 60

whole. The continuing programme of events will create a platform and a sequence of opportunities for the UK to develop further its expertise and its reputation for delivering major events and providing a whole host of related services. The wider economic legacy, including whether the Games will generate a sustained tourism legacy, is considered in Chapter Seven below.

CHAPTER 5: THE LEGACY OF SPORTS FACILITIES

231. As noted in Chapter Four above, a key potential strand to the UK's ambitions to host future events is the presence of world class sports facilities for a variety of different sports. The majority of the venues used for the Games were existing or temporary venues. This Chapter looks at the future use of the permanent facilities.

The Olympic Stadium

232. One of the most significant of the perceived "White Elephants" which have sometimes been thought to be left by the hosting of Games is the Olympic Stadium itself. The future use of the Stadium has been a source of some controversy.

233. The Stadium is owned by a partnership between LLDC and the London Borough of Newham, which have established a partnership, E20 Stadium LLP, to govern its use. In March 2013, West Ham United Football Club was awarded a 99 year lease as anchor concession, with football fixtures enjoying primacy over other events. In the period June–August each year, the Stadium will be available for major events organised by UK Athletics. During the whole year, it will also be used for other events, including community events, rugby matches and concerts, fitting around football fixtures.

234. When the Stadium design was first made available in 2007, it followed the plan set out in the successful 2005 bid: an 80,000 stadium for the Games, to be converted into a 25,000 seat stadium for mixed use, principally for athletics events. The 2013 agreement will see a reduction from 80,000 seats to 60,000, with retractable seating to allow it to be converted from a football to an athletics venue.

235. Lord Coe defended what might seem to have been a change in heart from the aspirations of the bid, arguing that "nobody went into that bidding process saying that this would be a single-use stadium". "We needed to build an Olympic stadium. We were committed to a stadium in East London. That is where we had proposed for the Games to go. We did speak ... to football at the time that we were putting the bid together. I am choosing my words carefully; there was not a massive amount of interest, when we were thinking about what that stadium might look like, post the Games, from football." "By the time we got to Singapore, we had a judgment to make, and that is why of course the Stadium was in extremis designed to be reduced to a 25,000-seater track-and-field facility with usage for other sports."[87]

236. Richard Sumray argued that West Ham had in fact been interested in taking over the stadium when he discussed the issue with the Club in 2001. He regretted the counter proposals, which aimed to put athletics "into the mix", which in his view "made the whole process of finalising the ownership and uses of the stadium much more difficult. Early on a decision should have been made to use the main stadium for football, converting the warm up track to an athletics stadium. This would have been a more sustainable and appropriate use of that part of the Park."[88]

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87 Q 66

88 Richard Sumray.

237. The owner of Leyton Orient Football Club, Barry Hearn, told us that "[Leyton Orient] were always intended to be the football tenant post-Games in a small, 25,000-seater stadium, which is obviously in the proximity of Leyton Orient Football Club." He said that, having been approached by the ODA in 2007, the Club turned down tenancy because the athletics track would be fixed.[89]

238. David Luckes, who authored the initial feasibility study for the bid, supported the view that its use by West Ham United FC in concert with an athletics facility was "broadly consistent" with the approach to the Stadium taken from the outset because of the need to have a viable anchor tenant in addition to being able to host major athletics events at points in the year.[90]

239. Karen Brady, Vice-Chairman of West Ham United FC, told us that football and athletics would "suit each other very well" and that a memorandum of understanding had been written up with UK Athletics.[91]

240. Mr Hearn criticised the investment of public money into the conversion of the Stadium into a ground primarily for West Ham's use, calling it "state sponsorship beyond my wildest dreams".[92] Sir Robin Wales, Mayor of Newham, was enthusiastic about the deal which he said would in time deliver the borough "a very good return as well as paying off our loan".[93] Dennis Hone, Chief Executive of the LLDC, defended the bid process and argued that the outcome was "a good deal for taxpayers, in that if you have an Olympic stadium with a capacity in excess of 60,000 seats, you need a concessionaire that is going to be able to fill it and use it and bring vitality to that area of London". With this in mind, he said that West Ham's bid was "the only credible bid on the table".[94]

241. The largest area of controversy has emanated from the argument, made to us by Waltham Forest Borough Council and Leyton Orient Football Club, that the LLDC had not given sufficient consideration to the likely impact of the deal on Leyton Orient. The fairness of the bid process, which resulted in West Ham being awarded preferred bidder status by the LLDC, was challenged by Barry Hearn, who unsuccessfully sought to judicially review the process. The Leader of Waltham Forest Council, Chris Robbins, argued that:

> "There has been no effort made by the Olympic authorities to see what effect turning that stadium into a football venue would have on the Orient. That is the key point … It is simple things like ensuring that matches do not take place on the same day. It is simple things like ensuring that tickets are not given away when you have another club a few hundred yards down the road. Those issues have to be answered"[95]

242. Mr Hearn also told us that the decision would have an adverse effect on Leyton Orient, particularly for its likely impact on attracting new season ticket holders over time:

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89 Q 250

90 Q 114

91 Q 275

92 Q 254

93 Q 199

94 Q 313

95 Q 202

> "The effect of this is to condemn Leyton Orient over a five-year period, not necessarily to death, but certainly to dropping down the leagues, because as you know, we operate within a 60% revenue rule, and as our revenue drops, so our availability to spend money on our squad drops. This is the kiss of death."[96]

243. He argued that the impact on Leyton Orient would be mitigated by the option of a ground-sharing agreement to be reconsidered by LLDC. For her part, Ms Brady confirmed that West Ham had entered its bid with the willingness to share with other users but was not able to give a view on whether the club felt another football club would be a feasible tenant. Mr Hone said that Leyton Orient "was given ample opportunity to clarify and revise the financial structure of its offer" to share the ground but did not do so. His view was that it "would have cost the public sector money to open the gates to Leyton Orient for each of its games", in a 60,000 capacity stadium because of the club's relatively low existing gates.[97]

244. **The bid process has been completed and construction is well underway to convert the Stadium to its new use. It is not for this Committee to comment on the fairness or otherwise of the process, which has recently been subject to a failed application for judicial review. In examining the arguments over the Stadium's future use, we are concerned that the central point is being missed: the Stadium is a national asset and the focus should be on making the best use of it for the community and for the taxpayer. There is also the issue of the important morale and leadership role two successful football clubs can have in their local community, particularly in encouraging the motivation and aspirations of less motivated children in education. Ongoing conflict and bad relationships will only hinder the impact they can have on this vital work.**

245. **The ongoing dispute over the Stadium has been a disappointing distraction. We urge those concerned to think further on how the two most local football clubs might work together, including whether any difficulties can be ameliorated through wider community use of the Stadium, which may include its occasional use by Leyton Orient FC if appropriate financial arrangements can be agreed.** (Recommendation 12)

246. We have also received concerns over the design of the stadium and in particular its potential impact on supporters with disabilities. Level Playing Field asked whether, by lowering the roof and removing the upper tier of seating, the design for the Stadium might affect adversely affect the quality and quantity of seating provided for spectators with disabilities. In evidence, Ms Brady gave the Committee "absolute assurance" that when the top tier of the Olympic stadium is taken off, there will be no reduction in the number of disabled spectator viewing areas, or in the quality of sight lines, and that disabled fans will not be moved around from one part of the stadium to another.[98]

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96 Q 258

97 Q 313

98 Q 280

247. Baroness Grey-Thompson told us of the positive experience for disabled spectators at the Games, with better access at the venues including the ability to seat wheelchair users alongside their families. She contrasted this to the position of "most Premiership football stadiums" which were:

> "pretty shocking if you are a wheelchair user. There is a large number of clubs who do not allow disabled people to buy season tickets; they can be given tickets in one out of every three games, which means you cannot complain about your sightline, your accessible seating, toilets or whether you have to sit with away fans or home and away fans together. There is a big piece of work that could be done."[99]

248. In evidence, Lord Faulkner of Worcester asked the Secretary of State whether she would support changes to the licensing conditions which are attached to football grounds to include minimum levels of disabled access. She replied that "there is an obligation on any provider of a service to consider the needs of disabled individuals, and I am very happy to look more closely at the point... about licensing conditions, but for me, goodness, it just makes common sense, does it not?"[100] In supplementary written evidence, she highlighted the potential complexity of altering the licensing regime.

249. **We are reassured by West Ham United's firm guarantee that the quality and quantity of seating for spectators with disabilities will not be compromised by the re-design of the stadium. We hope that the Olympic Stadium will set a gold standard for accessibility. We are concerned that by contrast the position at many Premier and Football League stadia is unacceptable for spectators with disabilities.**

250. **We urge the Government to work with the football authorities and the Sports Grounds Safety Authority to revise the licensing conditions under the Safety of Sports Grounds Act 1975 to ensure appropriate and improved standards of access and facilities for disabled spectators.** (Recommendation 13)

The future use of other facilities in the Olympic Park and outside

251. As well as the Olympic Stadium, the Park boasts an Aquatics Centre, a Velodrome and the Copper Box, all of which are being or have been converted into their final legacy configurations on their previous sites. The Hockey arena has been moved to Eton Manor, in the north of the Park.

252. The Committee was shown round the Copper Box as part of its visit to the Olympic Park in September 2013. There we met representatives of LLDC and Greenwich Leisure Limited (GLL), which secured a ten year contract from the LLDC to run the Copper Box and the Aquatic Centre. Running both venues allowed GLL to operate a cross-subsidy from the Copper Box to the less profitable Aquatic Centre. We were told about GLL's "school's forum" programme, whereby children from local primary schools are invited to use the Copper Box as an initial experience of high level facilities, with those demonstrating enthusiasm or aptitude for a sport are put on a pathway in that sport with the eventual aim of integrating the children in local sports clubs. Twenty schools from the surrounding boroughs were currently participating in this scheme and GLL hoped to grow this. The Copper Box

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99 Q 134

100 Q 482

would serve as host to a number of events over the coming year, including professional boxing, basketball games and a badminton grand prix, as well as hosting home fixtures for local handball and netball teams. The majority of the Copper Box's income was expected to be generated by such events, but GLL's intention was to increase the income from community use as it expanded over time. During the week, the Copper Box was dedicated to PE teaching for local schools from 09.00 to 16.00 and from 16.00 onwards for sports clubs. A new gymnasium onsite was also open to the public, which Paul Brickell of the LLDC told us already had "150 more memberships than they should have after three weeks of being open. People with small kids are going there after school, and people are beginning to use it, so that will generate another sort of footfall, so we are fairly confident."[101]

253. We heard from the Lee Valley Regional Park that there were pre-existing plans for a velopark and a white water centre, both of which Shaun Dawson said had been planned "in the late 1990s and into the 2000s". He said that the "happy coincidence" of the 2012 Olympics had allowed them to be delivered "bigger, better and sooner—and, as a result, to deliver a much better legacy for the nation."[102] By contrast, there were no direct plans to build a tennis or a hockey centre at Eton Manor.[103]

254. Outside the Park, the Lee Valley White Water Centre, the Eton Dorney Rowing Centre, the Hadleigh Farm Mountain Biking Centre and the Weymouth Sailing Centre were either developed or improved for the Games and will all reopen to a mix of elite and community use. The sailing facility at Weymouth has generated significant legacy use plans, although the Weymouth and Portland Sailing Authority told us that financial requests made to government for financial support in attracting further major events have not met with success.

255. The issue of community use is a key one, and an important part of the balance with the hosting of events and the provision of training facilities for high performance athletes. The London Borough of Newham expresses satisfaction with the legacy plans for the OP facilities. However, while welcoming access to major events for its residents concern was expressed by Waltham Forest Council about the arrangements for community use of Olympic Park facilities. Level Playing Field told us of the need to continue to ensure accessibility for disabled groups in Olympic Park and other facilities; and made financial and social cases for doing so.[104]

256. Lee Valley Regional Park told us that there was a trade off between participation legacy and financial viability; it aims to break-even within three years. We were concerned at some of the pricing, particularly of the White Water facilities, which would cost a family of four £200 to use once. In response, Shaun Dawson told us that they were developing community initiatives "outside of the pricing for our regular customers" but conceded "that we have some way to go in terms of reaching out even further than we are at the moment. There is a lot that we are doing that is not necessarily visible in terms of pricing policy, but we have to look more carefully at the

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[101] Q 317

[102] Q 319

[103] Q 320

[104] Level Playing Field.

programme and other products and ways of reaching out to different groups. That is a fair point."[105]

257. **A key part of the legacy value of the Games' facilities was their future use in attracting sporting events to the UK. The value of these venues for the future staging of events seems already to have been demonstrated. At the same time, we are concerned that not enough has been done to ensure that the facilities are affordable and accessible to those in the local community.**

258. **We call for the pricing structure at facilities such as the White Water facilities in Lee Valley Regional Park to be reviewed. As with our recommendations on the facilities in many independent schools, we see enormous legacy value in utilising these facilities as hubs for schools and clubs.** (Recommendation 14)

[105] Q 329

CHAPTER 6: THE EAST LONDON LEGACY

Introduction

259. The legacy of regeneration for East London was firmly emphasised in the 2005 bid to host the games. The bidding documents highlighted levels of deprivation in and around Stratford, but also set out the potential effect that significant investment might have on an area relatively close to the centre of London. This regeneration, coupled with the sporting inspiration described in earlier Chapters, formed the core of the legacy promises initially made in the London 2012 bid.

260. The Government's December 2010 Legacy Action Plan promised to ensure that "the Olympic Park can be developed after the Games as one of the principal drivers of regeneration in east London". Responsibility for taking forward this aim rested, until March 2012, with the Olympic Park Legacy Company. In April 2012 a Mayoral Development Corporation was formed, under the auspices of the Localism Act 2011. This corporation—the London Legacy Development Corporation (LLDC)—is now responsible for the development of the Queen Elizabeth Olympic Park for legacy usage.

261. The London boroughs which played host to the Games—Greenwich, Hackney, Newham, Tower Hamlets and Waltham Forest—have, since 2005, worked together to seek to secure positive outcomes for their residents. These five boroughs were joined, in April 2011, by Barking and Dagenham. Before the Games, these boroughs were collectively known as the host boroughs; since the Games, they are typically called growth boroughs. Across a range of employment, health, income and skills indicators these boroughs have, historically, scored less than the London average. The principal aim of the growth boroughs is to see these measures improve over the course of twenty years, eventually meeting the London average. This aim, known as convergence, has received commitment and backing from Government and the Mayor.

262. **During the course of our inquiry we were consistently told that much of the pre-Games infrastructure expenditure in East London was incurred on projects which would have taken place even if the Games had not happened, but that these projects would have been delivered over a much longer time scale. One 2012 legacy was therefore to have accelerated this investment. This also implies that the total incremental economic benefit of hosting the Games was considerably lower than the total benefit being attributed to the project; we received evidence to support this view.[106] We call on the Government to publish figures setting out the true net benefit of hosting the Olympic and Paralympic Games.** (Recommendation 15)

The need for long-term vision and commitment

263. The challenges facing parts of East London are long-term and the solutions, necessarily, require long-term commitment and investment. They extend beyond the Park boundary controlled by LLDC; Ken Livingstone highlighted the "huge potential" of the land between the Thames and the Olympic

[106] University of East London.

Park.[107] A number of witnesses told us that the current position was, effectively, only the mid point in a fifty year programme of intervention and support. Lord Mawson told us that:

> "There was this sense that if this project happened it would be part of a much bigger regeneration of a piece of east London, and that if the Olympics came to London, the opportunity to deliver and speed up that legacy was very great indeed. That is why we began to talk about 50 years. In a sense, we are at the point of the next phase, of the next 20-odd years of that project".[108]

264. The Growth Boroughs stated that partners who had worked together to make the Olympics a success needed to continue to work together, with a shared commitment to convergence, to maximise the legacy of the Games. Without this long-term, shared, commitment and vision it was possible that "a true and lasting Olympic legacy will not be fully realised and East and South East London will continue to be a drain on the country's resources rather than becoming net contributors to UK GDP".[109]

265. We asked the Mayor of London where the responsibility should lie for setting out, and leading, the long-term 'vision' for East London:

> "**The Chairman:** Far be it for me to feed you further lines of aggrandisement, but does the mayor have sufficient powers to carry through that vision over the next 10 or 20 years?
>
> **Boris Johnson:** I believe that the mayoralty is ideally placed to do that. It is the natural body with the democratic legitimacy in London to do it. We work very closely with the growth boroughs, and that is the way forward. This is something that requires a concerted, strategic effort. It requires a great deal of oomph. It is something that City Hall is in a good position to lead on."[110]

266. **The hosting of the Games required sustained commitment from a wide variety of national, regional and local partners, working towards a shared goal. The delivery of a successful regeneration legacy in East London will require the same cooperation and a sustained, consistent vision, but over a longer period of time. The office of the Mayor is best placed to provide ownership to this, and should have clear responsibility for setting out and leading this vision.**

267. **We urge all partners involved in delivering the legacy in East London to maintain the long-term commitment required to deliver positive change. We recommend that the office of the Mayor should produce an annual report setting out the extent to which partners are making progress in delivering the legacy for East London. This should be received and debated by the London Assembly.** (Recommendation 16)

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[107] Q 22.

[108] Q 346

[109] London Borough of Newham.

[110] Q 494

The Housing Legacy

The East Village

268. During the games, the Olympic Village played host to over 11,000 athletes. It was always intended that the village would be converted into residential accommodation post-Games, with around 50% made available for affordable housing; this formed a central part of the legacy 'promise' made around the time of the bid. It was originally intended that the remaining half of the site would be made available for private sales.[111]

269. The Olympic Delivery Authority (ODA) had responsibility for transforming the village, post-Games, into accommodation suitable for permanent residential use. In total, 2,818 properties will be available in a neighbourhood now known as the 'East Village'. The ODA agreed, in August 2011, to sell 51% of the site to a partnership of Qatari Diar and Delancey, with the housing to be marketed as private rental accommodation. The partnership, now known as Get Living London, is currently marketing the site. GLL told us that the legal commitment to rent these properties, rather than to sell them, expires in eight years.[112]

270. Get Living London also told us that they were not subject to any planning or contractual stipulation that required them to target local residents, but had always assumed that they would receive interest from people living locally. Whilst marketing was being conducted London-wide, around a third of applicants currently registering an interest in the homes were based in east London.[113]

271. The remaining 49% of the site will be made available as affordable housing. This element is being delivered through Triathlon Homes, a partnership between East Thames Group, Southern Housing and the urban development company First Base. Of these 1,379 properties, 675 are social housing, with local authority nomination rights on the vast majority; around two-thirds of these houses are now pre-allocated, via the relevant local authorities.[114] The remainder of this affordable housing element comprises intermediate rent and shared ownership homes.

272. Triathlon Homes made clear that the amount of affordable and social rented housing provided within this development was relatively high, and that this was in part due to both the timing, and the unique nature of the development.[115] Sir Robin Wales expressed high hopes for the village, outlining steps that were being taken to move working families into the village in order to seek the right "balance".[116]

273. It should not be assumed that the need for a 'legacy' requires that elements of the post-Games village be made available for affordable housing; there was no such provision in Sydney, and there will be no such provision after Rio 2016,

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111 Emma Boggis.

112 Q 370

113 Q 359

114 *Ibid.*

115 *Ibid.*

116 Q 196

where a developer will build the village, lease it to the organising committee and then, in the words of John Coates, "maximise the profit afterwards".[117]

274. **We welcome the provision of a significant amount of affordable housing within the East Village. The measures that are being taken to make this housing available to local people are also welcome.**

275. Buildings within the East Village are based around courtyards in an open square, known as plots. Each of these plots contains a mixture of private market, intermediate rent, shared ownership and social rented accommodation. These are typically separated into blocks, served by different lift shafts and staircases, but the blocks are intended to be 'tenure-blind' from the outside. Each courtyard therefore serves a mix of tenures.

276. Triathlon Homes and GLL explained that a mix of tenures, designed in this way, was not uncommon in other developments across the UK. To have this mix on such a large scale, however, is uncommon—we sought out comparable UK examples but were not provided with any.[118] The GLL portion of the development is the first UK private sector residential fund of more than 1,000 houses to be owned and directly managed as an investment.[119]

277. **We recommend that Get Living London continue to monitor levels of local interest in private housing within the development, and should be prepared to report how much of this interest develops into long-term occupation.** (Recommendation 17)

278. The village, when fully occupied, will comprise the first new residential community within the Park. We were told that both GLL and Triathlon will provide a visible on-site management presence as residents begin to move into the village. We welcome this move, and hope that active on-site management by the two landlords will be maintained in the longer-term.

279. The LLDC explained how the success of the East Village would have an impact upon the approaches local residents take to future neighbourhoods developed within the Park:

> "The way in which it fills up and the stories that are told about the East Village will influence profoundly how people approach and enter into our new development—whether people in social housing have really chosen to go there or go there because they have to. Those are the things that make a big difference to a community".[120]

280. **We note the ambitious measures that have been taken to secure an integrated mix of housing tenures within the village. It will be important for both landlords to continue to maintain a strong visible presence on-site. The success of the village will have a direct bearing on future developments within the Park, and beyond.**

281. **We recommend that Triathlon Homes, GLL and, where appropriate, the LLDC, monitor how this mix of tenures works when fully occupied, how this might evolve over time, and develop robust plans for overcoming any identified challenges. We recommend that the**

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[117] Q 367

[118] Correspondence with Get Living London, October to November 2013.

[119] http://www.theguardian.com/sport/2011/aug/12/olympic-village-qatari-ruling-family

[120] Q 311

office of the Mayor, and the London Borough of Newham, should consider how well the village is working when fully occupied. (Recommendation 18)

New neighbourhoods within the Park

282. The East Village was built to meet the specifications of an Olympic Athletes Village. This brought design benefits, particularly in terms of security and accessibility. It also meant that the accommodation was delivered through a relatively unique set of funding arrangements, which have allowed affordable housing of a high quality to be provided. This funding regime will not be replicated in other new residential developments within the Park. Whilst accepting these constraints, we hope that the Village can act as an exemplar for the new neighbourhoods. It will be important for new housing within the Park, and within the wider regeneration of East London, to seek to meet the high standards set within the Village.
283. The Legacy Communities Scheme, developed in 2011, set out plans for five new, additional, housing neighbourhoods within the Park. Under this scheme, outline planning permission exists for a further 6,684 homes; the LLDC has a policy of bringing forward up to 35% affordable housing across the piece, split approximately into thirds of social housing, intermediate housing and shared ownership housing.[121]
284. The first of these neighbourhoods, Chobham Manor, which will deliver around 800 homes, is currently being developed by Chobham Manor LLP, a partnership of Taylor Wimpey and London and Quadrant Housing, and will comprise of affordable rent houses, shared ownership and outright sales properties. This development is less dense than the East Village, with smaller blocks and what London & Quadrant described as more "typical housing".[122] Around 70–75% of the properties will be family homes, with three bedrooms or more, across all types of tenure.
285. The precise definition of a 'family home', and the number of bedrooms required, is contentious. Many families in communities adjacent to the Park have large numbers; some are multi-generational. LLDC told us that, of the 6,684 homes set out in the Legacy Communities Scheme, it was currently envisaged that 570 would have 4 or more bedrooms. This may change when detailed designs are developed.[123]
286. London & Quadrant told us that they were providing a higher proportion of family homes within their development than would normally be the case; they were also looking at providing a small number of multi-generational homes, in which grandparents could live with extended family.[124] The Chief Executive of LLDC, whilst recognising the need for larger family homes, maintained that the Olympic Park alone could not solve the housing need of the whole of the area.[125]
287. **The boroughs surrounding the Olympic Park have a relatively high number of families who require more than three bedrooms. It is vital**

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[121] Q 310

[122] Q 363.

[123] Letter from LLDC, 23rd September.

[124] Q 365, Q366

[125] Q 311

that new housing within the Park is accessible to, and suitable for, local residents.

288. **We recommend that the LLDC undertake a robust assessment of the level of such need within the area, and use this to require developers to make appropriate provision when bringing forward new housing within the Park. It is important that new housing reflects the needs of local people.** (Recommendation 19)

289. The measures which were taken to promote sustainable construction in the design and build of the Olympic Park have attracted praise from a number of quarters.[126] The developments themselves followed Secured by Design principles. The running of the Games also operated to a relatively high sustainability standard; a new International Standard for event sustainability has been developed and approved in light of the experience of London 2012.[127]

290. Having set high standards before and during the Games, it is important that post-Games development within the Park continues to promote sustainable design, build and management. London and Quadrant told us that this was happening at Chobham Manor, with a link to the combined heat and power network, promotion of cycle use and higher levels of sustainability in terms of water and energy use. The LLDC told us that they were adopting the ODA's practices for construction and material re-use. New housing would meet the requirements of Code for Sustainable Homes Level 4, although LLDC committed to going further, towards Level 5.

291. Notwithstanding the LLDC's undertaking on levels of sustainability, there were general concerns within the written evidence received by the Committee that the innovative, exemplary approaches seen before the Games were not being promoted to the same extent in legacy. Code for Sustainable Homes Level 4 was described as "increasingly common practice"; the iconic nature of the Olympic Park was cited as one reason for wishing to see new standards set, rather than existing standards maintained.[128]

292. **We welcome the measures that are currently being taken to promote sustainable design, construction and energy use, and to follow Secured by Design principles, on the Olympic Park. The Park is, however, an iconic site and should be capable of setting an example in this regard.**

293. **We recommend that the LLDC and development partners should consider what further steps they could take to promote sustainability on the site and should seek to promote the highest possible standards in security and in efficient, viable, sustainable design and construction. The LLDC should seek to retain, wherever possible, the feel-good factor of naming roads, buildings and facilities with an association of the 2012 Olympic and Paralympic Games in mind.** (Recommendation 20)

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126 BioRegional, London Sustainable Development Commission, Sustainable Events Ltd.

127 ISO 20121, see written evidence from British Standards Institution.

128 Andrew Boff.

Sustainable communities

294. We were told about the measures that were being taken to develop and support an integrated, sustainable new residential community within the Park. A new school—Chobham Academy—has already opened, and further new schools are planned. Health and medical facilities are beginning to open and new retail outlets are also planned.[129]

295. Lord Mawson told us that, when it came to supporting the development of a sustainable community, the public sector could only do so much:

> "I think that the team understands that the future is not about the public sector doing everything for us. The public sector's job is to create the conditions in which entrepreneurs, creatives and business people can get on and build a new world. It is about joining the dots, building relationships and removing some of the fragmentation … It may be that six town centres are going to be built. If we think about that as a whole and begin to connect it by giving a narrative both to the world and to ourselves about it … I think that the regeneration legacy of the Olympics could be very considerable indeed".[130]

296. We asked the LLDC if they were confident that the plans for housing within the Park would create communities that were cohesive and sustainable in the longer-term. In the Chief Executive's view:

> "the harder you try to create a community, the less successful you are. If you look at the way that some communities have come into being, it is probably because of the people moving into an area having common cause and striving to come together. That has created a great sense of community among people with common cause".[131]

297. We do not believe that the creation of a new community on this scale is a wholly organic process. It will be important for the LLDC to continue to ensure the delivery of supporting social and community infrastructure within the Park. As one example, we would hope that the LLDC can work with the legacy operators of leisure facilities within the Park to ensure affordable, easy access for local residents.

298. **The Olympic Park will eventually house over 10,000 new households. These residents will be living close to major sporting and leisure facilities and an emerging commercial and business centre. This is a new community, with no collective history. The LLDC should consider the long-term sustainability, security and cohesion of the community that they are creating to be amongst their highest priorities; ultimate responsibility for this lies with the office of the Mayor.** (Recommendation 21)

299. **The Mayor, in the annual report specified in Recommendation 16, should make clear the steps that are being taken to deliver supporting infrastructure within the Olympic Park. This social and community infrastructure should be capable of being sustained beyond the eventual winding-down of the LLDC itself.** (Recommendation 22)

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[129] Q 497

[130] Q 348

[131] Q 311

Housing challenges outside the Park

300. The boroughs which played host to the Olympics have, historically, had house prices which are lower than the London average. Elected representatives of these boroughs told us that the situation had already started to change, and that house prices were increasing, heightening issues of affordability. Cllr Robbins told us that :

> "The prices are ridiculous. For young people, young families coming and buying on the open market, the only way they can get in is shared ownership schemes. The cost of properties is still, in my view, exorbitant, and I think that is a major problem. I have no idea how the country is going to deal with that, but we are pricing a whole generation of people out of London … Obviously, the improvements that we have seen as a consequence of the Olympics will only make that situation worse".[132]

301. We heard concerns that the "Olympic effect" would increase house prices still further in surrounding areas, leading to convergence being achieved through gentrification, rather than improved outcomes for current residents.[133] The Chief Executive of the LLDC outlined the difficulty of this issue, suggesting that, on one measure, increasing house prices could be seen as an outcome of successful regeneration. The LLDC was committed to working with local authorities to manage such impacts.[134]

302. One measure which could be taken partly to address this problem would be to bring forward additional housing supply in the areas concerned. We heard that 40% of the land holdings of the GLA are in one of the host boroughs, Barking and Dagenham. The local authority has long argued for additional development on these sites. The Riverside site in Barking and Dagenham—partially owned by the GLA—has planning consent for 11,000 dwellings but has seen fewer than 300 actually constructed. Cllr Rocky Gill, the Deputy Leader of the Borough told us that this was "ridiculous, bearing in mind the comments made about a shortage of housing in London".[135]

303. A similar picture was described in the Royal Borough of Greenwich, which also played host to 2012 events. There, the local authority has granted planning permission for over 32,000 homes since 2002, but only 12,900 have been built. Its Leader Cllr Chris Roberts told us that "Our major problem is land-banking".[136]

304. **There is a risk that successful development of the Olympic Park will contribute to a further increase in house prices in the surrounding area. There is, however, potential for significant further housing development in other parts of the host boroughs. We believe it essential that the Mayor's office brings forward housing development on these sites, helping to facilitate supporting infrastructure where required. This is particularly the case for those sites that are owned, fully or in part, by the GLA itself. The developments on these sites should follow the same principles as set out in Recommendation 20.**

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[132] Q 197.

[133] London Assembly Labour Group.

[134] Q 311

[135] Q 226

[136] Q 217

The Employment and Skills Legacy

Employment for local residents

305. The Government described convergence as:

> "an organising framework for coordinating the activities of the Boroughs and partners in support of comprehensive regeneration of East London … by improving job and other economic opportunities through capitalising on planned major developments in the area, and improving the labour market potential of local residents through a skills uplift, net additional GVA of £6–7billion per annum could be generated by 2030, along with a £4–5.5billion improvement in the UK's public finances".[137]

Central to the goal of convergence is the ability to move residents of the host boroughs into employment. Whilst some of the indicators of convergence have seen improvement in recent years, unemployment within the host boroughs is still amongst the highest in the region; resident employment rates are currently 5.5% below the regional average.[138]

306. There is great potential for employment growth in the wider area around the Park. A 2011 report by Oxford Economics identified 20 major sites within the six host boroughs with planning permission and private sector partners. These sites could account for approximately £19billion of investment and, combined with increased activity in complementary industries, deliver an additional 190,400 jobs by 2030.[139]

307. We received a significant amount of evidence citing additional employment which had been generated by developments to date, and which would be generated by development in future. Over 10,000 new permanent jobs have been created at Westfield Stratford City, although this was planned before the Games.[140] The Stratford City development as a whole, of which Westfield forms part, will provide 30,000 jobs; many of these jobs will be existing roles within tenant organisations that move to the area, although some (including the construction roles) will be 'additional'.[141]

308. The Government's 2010 Legacy Plan outlined the expectation that the Park itself would support between 8,000 and 10,000 jobs on site. The Olympic Press and Broadcasting Centre has now been taken over by iCITY, which is seeking to create a centre housing creative and digital businesses of varying size and scale. iCITY promises to create 6,000 jobs (4,000 direct on site, with another 2,000 in the local area), and is already 40% let.[142] We visited iCITY, and the BT Sport studios contained within the facility, and were impressed by the speed at which jobs and economic activity had been delivered into the former Press and Broadcasting Centre.

309. It is apparent, therefore, that employment opportunities are being created in and around the Park, with the promise of significant further additional

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137 The Government and the Mayor of London.

138 London Borough of Newham.

139 Oxford Economics, Assessing the Economic Potential of the Golden Triangle, 2011. Figures provided are based on a 2013 update to the initial report.

140 Westfield.

141 LendLease.

142 iCITY.

opportunities to be created in future. What is less clear, however, is the extent to which local residents are benefitting, or will stand to benefit, from these opportunities. Some schemes intended to serve this purpose, such as the GLA Employment Legacy Project, were scaled back after the Games, having failed to meet their initial targets.[143] The review of the GLA Employment and Skills Legacy Programme found that, where people had been helped into employment, the support required to sustain them in that employment was often not provided.[144]

310. We were told that, at the end of June 2013, 36% of construction phase jobs provided through the LLDC were being carried out by local people (against a target of 25%). 90% of LLDC apprentices are local. What is not clear, however, is the extent to which these figures include long-term residents of the boroughs, or whether they include those who have migrated to the host boroughs specifically to seek this employment. Sir Robin Wales told us that, before the Games, about one-third of the local residents employed by the ODA to build the Park had come from outside the area to take up the employment.[145]

311. We were told that iCITY is seeking to provide local people with opportunities by building local employment requirements into the tenancy agreements that it makes with creative and digital companies. Furthermore, almost a third of the 10,000 new jobs created at Westfield went to local, previously long-term unemployed people. The achievement of Westfield in this regard shows that opportunities can be extended to local residents.

312. There is a perception in local communities that they have received little benefit from the employment opportunities generated. When the Committee visited the Canning Town and Custom House Renewal Project to speak with local residents, the majority view was that employment opportunities in retail and construction had gone to people from outside the area; there was also a perception that the jobs which had been created were fewer and worse paid than expected. This perception is clearly felt elsewhere; the London School of Economics conducted research with Newham residents in early 2012 and found "general frustration over the difficulty of tapping into economic activity developed by the Olympics".[146]

313. It is clear, therefore, that more needs to be done to communicate the availability of new job opportunities created by and through the legacy programmes. The residents who we spoke to felt that it was not always clear how to go about applying for opportunities in and around the Park.

314. The Olympic venues themselves, when operating in 'legacy mode', should offer further employment opportunities. The first venue to open, the Copper Box, has a relatively small workforce of 52; 90% of these employees were recruited from the host boroughs. The remaining venues should offer more substantial employment opportunities, which must be made available to locals.

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143 See the Olympic Jobs Evaluation, Final Report by SQW: http://www.london.gov.uk/sites/default/files/GLA%20Olympic%20Jobs%20Final%20report.pdf

144 *Ibid.*

145 Q 200

146 LSE Centre for Analysis and Social Exclusion, The Olympic Legacy: Headline Findings, 2012.

315. **Developments within and around the Park will generate new job opportunities. We recommend that the LLDC, employers and the host boroughs do more to communicate the availability of these opportunities to local residents. These bodies should develop a coordinated programme through which employment opportunities at the venues within the Park are made available to local residents, with clear and targeted communications to support local employment.** (Recommendation 23)

The skills challenge

316. In addition to communicating the availability of new opportunities to residents, it is also important to consider how local people can be supported to develop the skills needed to access new jobs. The Mayor of London described this as "one of the great challenges we face, particularly in London but in the country as a whole".[147]

317. We believe that a more concerted, long-term effort is required to provide local residents with the requisite skills to allow them to access these new opportunities. Such an effort will need to involve a multitude of local partners, and focus upon a number of emerging employment sectors within the area. The most obvious immediate opportunity is in the construction sector.

318. To develop the 20 major sites mentioned in paragraph *x* will clearly require a sustained period of construction activity across large parts of east London. In this context, the Olympic Park is only one small part of a much larger whole. These developments should deliver a significant number of construction jobs which, we hope, would be made available proactively to local residents. It does not seem to us, however, that long-term residents of the host boroughs have been significantly involved in the construction work that has taken place to date. Long-term unemployed locals will need targeted attention and help to compete for job opportunities, and can expect to face competition from mobile, proactive workers from outside the area.

319. **We believe that efforts to provide staff to the major construction sites across East London would benefit from long-term additional investment in the skills base of the local population.**

320. **We recommend that the Mayor, the GLA, employers and the host boroughs work together to develop and invest in a construction skills programme through which a coordinated approach can be taken to making skilled staff available for the wide range of major development sites across the host boroughs.** (Recommendation 24)

321. Construction is not the only sector in which new employment opportunities can be anticipated. The Prime Minister has spoken about his ambition to "bring together the creativity and energy of Shoreditch and the incredible possibilities of the Olympic Park to help make East London one of the world's great technology centres". It is possible to envisage significant new opportunities in the creative, digital and ICT sector in and around the Olympic Park in forthcoming years.

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[147] Q 496

322. iCITY told the Committee that:

> "The other major challenge facing these industries is the ever-growing skills shortage among UK workers. It is particularly galling that while 1 in 5 young people are unemployed, vast numbers of jobs are available in industries that many of these young people would love to work in: video game development, coding, software developers. 77% of companies in and around Shoreditch, Hackney and Stratford state that a lack of access to skilled workers is restricting their growth".[148]

323. The shortage of skilled workers in this area could be met, in part, by the local population. Provision of the relevant training and learning opportunities should therefore be made a priority. Hackney Community College has recently committed to deliver a new digital apprenticeship, at iCITY, to students. We were told in evidence that "this must be hugely scaled up if we are to keep pace with the demands of these industries for skilled workers".[149]

324. **A lack of access to skilled workers is currently restricting the growth of creative, digital and ICT businesses in the area around the Olympic Park. There are likely to be significant future employment opportunities available in these sectors.**

325. **We recommend that the Mayor, local authorities, educational institutions and employers work together to provide a coordinated response to meeting skills shortages in this area.** (Recommendation 25)

326. New opportunities for employment in East London will not be limited solely to the two sectors that we have discussed above. A growing service economy in the area, coupled with major commercial investment that is likely to be attracted to the Olympic Park, will provide further, more diverse opportunities. These sectors will also require new, skilled workers. Local residents should be supported in developing the skills needed to access this employment.

327. **Interventions to support local residents in developing the skills needed to access new jobs should not be limited to the two sectors that we have outlined above. Enhanced delivery of appropriate skills, education and training opportunities will be vital if the growth boroughs are to meet their convergence aims. We believe that the Mayor's office should demonstrate support for convergence by prioritising the skills challenge in the host Boroughs.**

328. **The office of the Mayor should work with local authorities and education providers to provide an ongoing structure for delivering targeted support, aimed at giving local residents the skills, confidence and aspirations needed to access jobs in those sectors that are most likely to deliver employment opportunities. These plans should be developed following consultation with local employers.** (Recommendation 26)

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[148] iCITY.

[149] *Ibid.*

The Transport Legacy

Investing in infrastructure

329. Between 2005 and 2012 around £6.5 billion was invested into transport infrastructure, principally within London, to support the Games. Southeastern trains and TfL told us that many of the plans for this investment were already in place before the Games, but that the Olympics gave the plans an imperative and a level of focus.[150] The Deputy Chair of LLDC acknowledged that the full £6.5 billion investment was not all due to the Olympics, but stressed that the funding of some projects—such as work on the East London Line—was directly influenced by the Games.[151]

330. The major investment made into transport infrastructure in east London has significantly enhanced the connectivity of Stratford and the surrounding area. The LLDC are now marketing Stratford as the best connected station in London; it is currently the 6th busiest station in the UK. When Crossrail becomes operational in 2018, 17 million people will be within a 90 minute commute of Stratford.[152] This should have a significant catalytic effect on regeneration in the area.

331. One major success of the Games was the operation of the Javelin service, using Southeastern trains on the High Speed One line to take passengers from St Pancras to Stratford in 7 minutes. Southeastern told us that usage of this service exceeded their expectations.[153]

332. The travelcards issued with tickets for the Olympic and Paralympic games allowed passengers to travel on these high speed services; under normal circumstances the services are not available to regular users of TfL travelcards and Oystercards. TfL told us that they were: "really keen to have Oyster on the Javelin service, particularly when it is used during major events. If we want to provide a seamless journey for people, being able to use Oyster pay as you go is something we are strongly lobbying for".[154]

333. Southeastern trains told us that they were not opposing such a development, and were looking into how it could be made to work.[155] Their Chief Executive stated that:

> "If the Department for Transport willed that to happen and wished that to happen, it is very easy through our contract for them to enact that change".[156]

334. **The Javelin high speed train services were a major success story of the Games. We support efforts to make these services available to regular users of the London transport system, through travelcard and oystercard services.**

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[150] Q 244, Q 245

[151] Q 14

[152] Lend Lease.

[153] Q 247

[154] Q 248

[155] Q 248

[156] *Ibid.*

335. **We recommend that TfL, Southeastern trains and, where appropriate, the Department for Transport, work to bring about this positive change.** (Recommendation 27)

336. Passengers travelling to the Games on these high speed services arrived at Stratford International station. Stratford International has received more than £1billion of public investment to equip it for high speed, international services. There is, however, no international service using the station at present. The station opened in 2009.

337. The Chief Executive of High Speed One (HS1) told us that "all of the big costs have been dealt with" and that "fitting out Stratford for trains to stop there will be … less than £10 million, so we are in small numbers versus the overall investment".[157] She made clear that her company had been involved in a number of discussions with potential international train operators, but that these had not yet come to fruition. The incumbent operator—Eurostar—places a heavy weighting on the speed of their journeys, and is of the view that any benefits accrued from stopping at Stratford are offset by delays to their journey times.[158]

338. Whilst we understand that HS1 are working upon this issue, the nature of support from national and regional Government is less clear. We were told that the Mayor has had discussions with potential operators[159]; the Mayor was confident that the situation would be resolved by 2016, when it is hoped that Deutsche Bahn will commence services.[160] We did not get the sense that there was any over-arching ownership or coordination of this issue within Government.

339. **A substantial public investment has been made into Stratford International station but there are, as yet, no international services using this station. It is, in our view, vital that efforts to secure an international service at the station are intensified; whilst it is not essential that all trains stop there, it is essential that some trains begin to stop there.**

340. **We recommend that the Department for Transport take proper ownership of this issue, and give a higher level of priority to the need to secure a return on the substantial investment made at Stratford International.** (Recommendation 28)

341. Although the eastern edge of the Park is well served by public transport, we were told that access to the western side of the Park was not as good.[161] The road network, which includes the A12, acts as a physical barrier to the Park, whilst the transport links in this area have not seen the same scale of investment.

342. iCITY, which will be a major employer within the Park, is located close to the western boundary. The Chief Executive of iCITY told us that, in his view, the London Overground station at Hackney Wick was the best route into that part of the Park.[162] Plans to redevelop the station are being drawn up; we

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157 Q 438, Q 433

158 Q 434

159 Q 436

160 Q 498

161 Hackney Community Safety Social Inclusion Scrutiny Commission, London Assembly Labour Group.

162 Q 272

believe that it is essential that these plans take full account of the likely intensification of usage resulting from the need to access this part of the Park.

343. The Chief Executive of the LLDC explained that they were also working on this issue, and were examining cycle routes into the western side of the Park, as well as potential pedestrian crossings over the A12. He made clear that financial investment—of under £10 million—would be required to improve the situation.[163]

344. **The eastern end of the Olympic Park benefits from good connectivity and clear access points. This is not the case on the western side of the Park, which is to be the location of one of the major employment sites in the area.**

345. **We recommend that the LLDC, TfL and local authorities continue to work together to enhance access to the west of the Park. Resolving this issue is likely to require further investment.** (Recommendation 29)

Maintaining Games-time improvements

346. The challenge of hosting the Games encouraged public transport providers to consider new ways of working together, and also instituted a wider range of improvements to signage and accessibility. Many of these improvements can be sustained in normal, everyday operation, at relatively little extra cost. This offers considerable benefits to London as a whole.

347. One such positive legacy is the Travel Demand Management Board, which consists of train operators in London, TfL and Network Rail coming together to coordinate services ahead of major challenges. Southeastern trains told us that the experience of joint working during the Games had been integral to the formation of this group, which was currently working to mitigate the effects upon passengers of work to deliver Thameslink.[164]

348. TfL explained that the Games had brought lessons in how best to use signage, particularly to help disabled service users. In light of lessons learnt, new signage was now being applied throughout stations.[165] Manual boarding ramps had also worked well during the Games; 16 were installed before the Games and provision was now being extended to a further 19 stations. Baroness Grey-Thompson told us that: "[a]round London one of the really great things about the Games was access to public transport and people being slightly more thoughtful about how things could work".[166]

349. **The challenge of hosting the Games encouraged operators to think more creatively about how they could work together to manage demand. Greater attention was also paid to the needs of disabled users, and those who were not familiar with the transport network. Post-Games, we believe that it is essential that this focus is not lost. We urge TfL and other providers to continue to place a high emphasis on improving accessibility.**

350. **We welcome the fact that joint working between transport providers seen in the run up to the Games is now continuing. We recommend**

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[163] Q 309, Q 320

[164] Q 249

[165] Q 254

[166] Q 140

that transport providers continue to work together to mitigate against disruptions caused by major events and improvement works. (Recommendation 30)

CHAPTER 7: THE ECONOMIC, SOCIAL AND CULTURAL LEGACY

Introduction

351. The Government's December 2010 Legacy Action Plan outlined four areas of focus for delivering the post-Games legacy. These included:

- Exploiting to the full the opportunities for economic growth offered by hosting the Games.

and

- Promoting community engagement and achieving participation across all groups in society through the Games.

352. The plan went on to set out a number of areas of activity that would be pursued in support of these aims. The possible benefits for British business were emphasised: the experience of delivering on time and on budget would be used to promote British businesses to countries hosting future major events, and the Games would allow an opportunity to leverage additional foreign direct investment into the UK. Plans to showcase the sustainability standards achieved in building and running the Games, and the efficiency benefits that can be gained through such an approach, were also highlighted.

353. Initiatives to promote community engagement centred on volunteering; the 2010 plan stated that: "After the Games we want to enable a proportion of the up to 70,000 Games Makers, who will act as volunteers around the venues, to use their skills and expertise to benefit their communities".[167] It went on to explain that "the emphasis on all areas of the UK means that legacy is a project that all societies can take part in".[168]

The business legacy

The Supplier Recognition Scheme

354. Reaching back before the Sydney 2000 Games, successive Governments have worked to ensure that UK companies are well placed to compete for contracts to deliver construction and event management services to Games organisers. The reputational benefits of working to win contracts for a successful Games are long-recognised.

355. There can be little doubt that the design and build of the 2012 Olympic venues, coupled with delivery of the Games themselves, presented significant opportunities for UK businesses. We received evidence that the ODA sub-contracted out £5.6billion worth of business for the Games, through 1,433 major Tier-1 level contracts. These contracts were then divided up into over 43,000 separate Tier-2 sub contracts that were opened up to private sector competition.[169]

356. Many of the businesses which supplied services to the ODA, and to LOCOG, would hope to use the experience gained in providing for the Games to secure further, similar work. The Government stated, in December 2010, that "UK

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[167] DCMS, Plans for the Legacy from the 2012 Olympic and Paralympic Games, December 2010.

[168] *Ibid.*

[169] Professor Mike Raco.

Trade and Investment are working with many of these companies to turn the expertise they have acquired from working on the London 2012 Games into export capability".[170]

357. In the lead-up to, and during, the London 2012 Games, domestic marketing rights for the Olympic words and symbols rested with the organising committee, LOCOG. Successful delivery of the Games by LOCOG was dependent upon their ability to use these rights to raise significant amounts of sponsorship income. At the end of December 2012 these rights reverted back to the BOA, who are the usual custodians. The BOA is reliant, to a significant extent, on using these rights to generate ongoing sponsorship income to support the sending and assembling of future teams for the Games.

358. In light of these restrictions, many UK companies that provided services to the Games signed 'No Marketing Rights Protocol' agreements, which stipulated that they would be unable to advertise their involvement as suppliers. These provisions are made to protect the interests of the main IOC Olympic sponsors, as well as the sponsors who were attracted by LOCOG. This measure, in effect, prevented British companies from freely using their experience of supplying to the Olympics to secure new work.

359. In response to concerns on this matter DCMS, with the authority and support of the BOA, introduced the Supplier Recognition Scheme (SRS) in January 2013. This allows companies which supplied to the Olympics to apply for recognition and, upon satisfying certain criteria, to promote their involvement in a series of approved ways which had been prohibited under the protocol. The UK is the first country to develop such a scheme after hosting the Games; the Secretary of State told us that, so far, 750 companies have been awarded licences under it.[171]

360. There are, however, issues with the SRS. Many business categories have been excluded in order to protect the main IOC Olympic sponsors.[172] We received evidence arguing that these categories of exemption were too broad, and often covered areas of industry in which Olympic sponsors were not represented.[173] Applications to the scheme also require time, resources and administrative capacity that small and micro businesses often do not have.

361. **The UK is the first country to create a scheme to recognise Olympic suppliers post-Games, and this is to be welcomed. We believe, however, that further improvements to the Supplier Recognition Scheme are possible, and recommend that the Government work with the BOA, and with suppliers, to narrow the range of exclusions from the scheme.** (Recommendation 31)

CompeteFor

362. A number of business organisations, including London First, the London Chamber of Commerce and Industry and the Federation of Small Businesses worked together ahead of the Games to develop 'CompeteFor'. This website, and the activity which supported it, allowed smaller companies to bid for second tier Games contracts.

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[170] DCMS, Plans for the Legacy from the 2012 Olympic and Paralympic Games, December 2010.

[171] Q 483

[172] Usually known as the IOC 'TOP' sponsors: TOP is an acronym for 'The Olympic Programme'.

[173] PLASA.

363. The London Chamber of Commerce and Industry (LCCI) told us that they were "confident that CompeteFor provided unprecedented opportunities for small firms to access contracts for a major international event".[174] More than 172,000 businesses are registered on the site and over 13,000 contract opportunities have been made available. The LCCI estimated the total value of contracts awarded to be in excess of £2.5billion, with 75% going to SMEs. Impacts were not limited to London; Essex County Council told us that over 200 CompeteFor contracts were awarded to Essex-based companies, with an estimated value of £55million.[175]

364. The FSB explained why CompeteFor worked so well:

> "It opened up the supply chain because it is very hard in public procurement. You know who gets the tier 1 bid but then it becomes a black hole. By forcing the people who won (tier 1) Olympic contracts to put the supply chain through CompeteFor it opened up lots of opportunities … It enabled tier 2, 3, 4 right the way down to tier 5 of people to get into that supply chain. That had never been done before. It is a unique way of doing public procurement by forcing the supply chain to become transparent".[176]

365. We consider CompeteFor to be a successful innovation. We welcome steps taken by the GLA to sustain the use of this portal post-Games, with expansion into the supply chains for Crossrail, TfL and the work currently taking place on the Olympic Park.

366. We were told that the Government is currently reviewing its own Contracts Finder procurement service, the contractual arrangements for which are coming to an end. Business representatives were concerned that this review would lead to the establishment and development of new procurement systems. There were also concerns that, already, a multitude of public sector procurement systems exist, the complexity of which inhibits the ability of SMEs to access the market. The FSB feared that the outcome of the current review might further exacerbate this problem.[177]

367. **We believe that the CompeteFor portal allowed SMEs a better level of access to the Games supply chain than might otherwise have been the case. We are pleased to see that the GLA has continued using this service post-Games. We believe that there is a strong case for rolling out CompeteFor still further.**

368. **We recommend that the Government work with major public sector procurers to make CompeteFor permanently available to SMEs across a wider range of public sector procurement programmes. The Government should refrain from introducing new procurement systems into areas of activity where CompeteFor would be suitable for use.** (Recommendation 32)

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[174] LCCI.

[175] Essex County Council.

[176] Q 433

[177] Q 434

Benefits across the UK

369. The Government has set a target of securing at least £13 billion of economic benefits from London 2012 by the time of the Rio 2016 games. £11 billion of this is projected to come from trade and investment, with a further £2 billion from increased tourism.

370. In July this year the Government stated that £2.5 billion of additional foreign direct inward investment had been secured since the Games, bringing 31,000 new jobs.[178] We were provided with evidence, from the Cabinet Office, that gave further description to this headline figure, describing it as a "£2.46 billion investment estimated as influenced by the Olympics".[179] A regional breakdown, correct to the end of March 2013, was also provided.

TABLE 2

Investment into nations and regions of the UK Title

East Midlands	£3.86m
London	£1006m
North East	£19.43m
North West	£30m
Scotland	£115m
Wales	£21.54m
South East	£81m
South West	£716m
West Midlands	£410m
Yorkshire	£59.34m

TABLE 3

Additional jobs by nation and regions resulting from the £2.5bn in foreign direct investment into the UK as a result of the Games

East Midlands	51
London	14928
North East	7
North West	315
Scotland	850
Wales	498
South East	553
South West	12550
West Midlands	1160
Yorkshire	150

[178] The Government and Mayor of London, Inspired by 2012: The Legacy from the 2012 Olympic and Paralympic Games, July 2013.

[179] Emma Boggis.

371. It is to be expected that, given the Games were principally hosted in south-east England, the balance of benefits might accrue in this region. It is important also to note that spending and investment in the south-east of England can support jobs elsewhere.[180] Notwithstanding that, however, the regional disparities contained within the table above give cause for concern. The £2.5 billion of FDI has delivered 14,928 additional jobs to London, but only 51 to the East Midlands, and 7 to the North East of England. £716 million of investment has been secured for south-west England, but only £21.54 million for Wales.

372. **We note that economic benefits which might have arisen from the Games are disproportionately weighted towards southern England. The scale of difference goes beyond that which might reasonably be expected to occur as a result of the Games taking place in and around London.**

373. **We urge the Government and UKTI to assess the reasons for this disparity and, in light of this assessment, to revise their plans for promoting post-Games investments in regions outside southern England, whilst recognising the importance of London to the UK economy as a whole.** (Recommendation 33)

The tourism legacy

374. The Government have set a target of using London 2012 to secure £2 billion of additional economic benefits from tourism by the time of the Rio 2016 games. We were told that an extra 4.7 million overseas visitors were expected to come to the UK between 2011 and 2015.[181] Efforts to promote this increased tourism are principally being taken forward through the GREAT campaign, Visit Britain and Visit London. Visit Britain are managing a £100 million campaign to promote UK tourism following the Games; this runs until 2015.

375. We were told that, post-Games, the UK had seen improvements on a range of indicators which are used to measure the image of international tourism destinations. Nations Brand Index survey research, commissioned by Visit Britain, showed that our overall tourism 'brand' had improved, as had our scores for welcome, culture and natural beauty. Further research on Britain's reputation overseas, by Ipsos MORI, found that more than 1 in 3 people said that the Games have made them more likely to visit the UK.[182]

376. Initial tourism figures released since the Games are largely positive. Britain played host to 31.1 million overseas visitors in 2012, a 1% increase on 2011.[183] The amount spent by these visitors increased by 4%. London accounted for almost half of all overseas tourist visits to the UK. In 2012 there were 15.5 million visits to London (up 1% on 2011) and 15.6 million visits to the rest of the UK (up 0.7% on 2011).[184]

377. Increases in spend and visits have been sustained into 2013. The first five months of 2013 saw a 10% increase in visitor spending on the same period

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[180] eg. Manufacture of Tube carriages in Derbyshire.

[181] The Government and the Mayor of London.

[182] Cited in written evidence from the Government and the Mayor of London.

[183] Visit Britain.

[184] The Government and the Mayor of London.

last year; visits were up by 2%.[185] The latest International Passenger Survey statistics show that London has felt a particular benefit, with 4.2% more overseas visitors in the first quarter of 2013, and an 11.5% increase in expenditure.[186]

378. London has accounted for around half of overseas visits to the UK for a number of years. Patricia Yates, Director of Strategy and Communications, Visit Britain set out the measures being taken to utilise the Games to promote tourism outside London:

> "We worked phenomenally hard during the Games to make sure that the media who came to London were taken around the rest of the country. We escorted NBC, which was the rights-holding broadcaster in America, around the country. They did the *Today* programme from Wales and Scotland, and they had regular slots showing the rest of the country. When we tracked the brand and how perceptions internationally had changed, we found that 75% of people we asked internationally said that the coverage they had seen of the Olympics made them want to explore more than London … As to the benefit, if it is a visitor to London or a visitor to Paris, I would rather have the visitor to London".[187]

379. Whilst we share this last sentiment, we are concerned that, once again, the balance of benefits arising from hosting the Games appears to be weighted in favour of London. We believe that more work is needed to utilise the Games to promote visits, and spending, outside London.

380. **Initial results suggest that levels of overseas tourism to the UK are being sustained and improved since the Games; this is to be welcomed. Tourism in London has seen a particular benefit, in terms of both the numbers of visits and levels of spending, since the Games. We welcome this positive development. We note, however, that London accounts for almost half of all tourist visits to the UK.**

381. **We are concerned that more needs to be done to ensure that regions outside London enjoy a tourism legacy from the Games. We recommend that the Government and Visit Britain conduct an analysis of how effectively their current major campaigns are promoting the rest of the UK, and, where required, bring forward changes to ensure that regions outside London can share more fully in the tourism legacy.** (Recommendation 34)

Sustainability legacy

382. As mentioned in the previous discussion of housing, the approach taken to sustainability at London 2012 has been widely praised. Sustainable design and construction techniques were employed in the building of the Park and sustainability was also incorporated into the event management approaches used for the Games themselves.

383. LOCOG embedded sustainability within their Procurement Governance Model, requiring suppliers to satisfy certain sustainability criteria. The former Head of Sustainability at LOCOG told us that: "Significantly, on both the

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[185] Visit Britain.

[186] The Government and the Mayor of London.

[187] Q 207

construction and event staging sides, London 2012 was able to demonstrate that sustainability paid its way … The learning here is that UK companies, small and large, can do sustainability and, when done properly, this does not increase costs".[188]

384. London 2012 also inspired the creation of a fully certifiable international event management standard, known as ISO 20121. This standard provides a means through which organisations in the events sector can address sustainability matters in an efficient and managed way. Rio 2016 has committed to using this standard and all candidate cities for the 2020 Games also committed to using it. We were told that the development of this standard has demonstrated UK global thought leadership in the sustainability field.[189]

385. The expertise that British construction and event management businesses gained through London 2012 should give them a competitive advantage when seeking to win contracts for future major events. The Government stated, in their 2010 Legacy Action Plan, that they would be "showcasing the broader sustainability standards reached in the building and running of the Games and the positive economic and financial benefits derived from taking a sustainable approach".[190]

386. The evidence received suggested that UKTI and others were not always taking the steps necessary to promote this UK area of expertise. David Stubbs told us: "My concern is that this success is not being promoted and utilised to support UK business, the sport culture and event sectors … The missing ingredients are leadership and advocacy … In a nutshell this is a classic case of something of value being developed in the UK but exploited overseas".[191]

387. Sustainable Events Ltd told us that the UK event industry delivers £58.4 billion to the UK's GDP. They went on to state that in Sweden, Thailand, Singapore and Australia governments were spending money on building knowledge and brand around the sustainable events market, concluding that: "In the next few years these destinations will take on the leadership role which the UK currently has".[192]

388. **London 2012 was rightly praised for the sustainable design and construction measures which were used in the development and building of the Park by the Olympic Delivery Authority. The events themselves also set new international standards for sustainability, which future hosts of major events are committed to maintaining.**

389. **The experience of developing and working to meet these standards should give UK businesses a competitive advantage when bidding for future contracts. We are not convinced, however, that this niche area of UK expertise is being effectively promoted.**

390. **We recommend that the Government and UKTI develop an appropriate strategy to promote the sustainability expertise of the UK event industry.** (Recommendation 35)

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188 David Stubbs.

189 British Standards Institution.

190 DCMS Legacy Action Plan, December 2010.

191 David Stubbs.

192 Sustainable Events Ltd.

The volunteering legacy

391. The 70,000 London 2012 volunteers—known as Games Makers—made a major contribution to the success of the Olympic and Paralympic Games. Their role in delivering the Games has been rightly and widely praised.

392. The recruitment and training exercises that LOCOG carried out in appointing the volunteers were praised in the evidence that we received. Lord Coe told us that over 300,000 people applied to become Games Makers. The process through which LOCOG arrived at the final number of 70,000 required major commitment, including 100,000 interviews.[193] Mike Locke of NCVO told us that: "The main lesson, in terms of the Games Makers, is to look at investment in and leadership of the volunteering programme".[194] He felt that LOCOG had recruited high calibre volunteers, and that the value placed on the role by all parts of LOCOG, from the leadership down, had had a significant impact upon their success.

393. Mr Locke said that the Games had helped to improve public perceptions of volunteering, and that this might have a positive impact on the willingness of individuals to come forward as volunteers:

> "The Games focused people on volunteering through the media coverage of all that enthusiasm … I think that the public consciousness of volunteering has grown and enlarged, and that ought to have a beneficial effect on the way people think".[195]

We recommend that the methods used to recruit and train volunteers for London 2012 should be applied more widely; the Games provided an impressive example of what can be done to inspire volunteers. The lessons learned from this process should be built upon to support future events. (Recommendation 36)

394. We considered the challenges involved in sustaining interest in volunteering from the pool of 300,000 who initially applied for Games Maker roles. Management of the LOCOG consumer database has been taken over by Sport England. Since September 2012, Games Makers and other potential volunteers on the database have received information about volunteering opportunities available through the Sport England Sport Makers programme. In total, over 78,700 people have registered on the Sport Maker website, and over 53,500 have registered for a workshop.[196]

395. Not all Games Maker applicants, however, will be interested solely in volunteering opportunities connected with sport. Lord Coe told us that the motivation for volunteering at a major event such as the Olympic and Paralympic Games did not necessarily extend to wishing to become involved with a sports club on a regular basis.[197]

396. The Join In programme is the official 'legacy' volunteering programme from London 2012, and was launched in May 2012. It received £1.5million from the Big Lottery Fund to encourage 2012 volunteers into longer-term volunteering with local sports clubs. NCVO told us that Join In "was created

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193 Q 70

194 Q 442

195 Q 444

196 Sport England.

197 Q 70

a bit late in the day, but then has done a splendid job within its own terms". Richard Sumray told us that: "The Join In programme is of value but it is not comprehensive, its focus being on sport".

397. The sense that efforts to sustain the interest of Games Makers in volunteering had come 'a bit late in the day' was common to much of the evidence that we heard. We were told that: "There was a real opportunity to create a comprehensive and inclusive programme building on the great success of the Games Makers, London Ambassadors, local authority volunteers and others, but that opportunity has been lost".[198]

398. **We share the view that the opportunity to create a comprehensive programme, building upon the success of the Games Makers initiative, has been missed. Planning for the volunteering legacy should have started much earlier; organisations that would be charged with carrying this forward should have been established well in advance of the Games. The work that the Join In programme is carrying out is commendable, but began too late to have maximum impact.**

399. We examined the role that data protection issues might have played in limiting access to the contact details of Games Maker applicants post-Games. Despite hearing concerns regarding this matter,[199] we were assured by the Information Commissioners Office that the Data Protection Act had not placed any restriction on the ability of LOCOG, Sport England, Join In or others to access relevant information. We were satisfied by the Information Commissioner's assurance on this point, and note that his explanation tallied with what we were told separately by Sport England.

The cultural legacy

400. The Legacy Trust UK was established in 2007, with a £29 million Big Lottery Fund investment and a further £11 million from the Arts Council and the Department for Culture, Media and Sport. The Trust sought to create a lasting cultural and sporting legacy from the 2012 Games, and was the primary funder of the 2012 Cultural Olympiad.

401. The Cultural Olympiad was a four-year programme of activity from 2008 to 2012, culminating in the London 2012 Festival from 21st June to 9th September. Many aspects of the programme were positively received.

402. We were told that the official evaluation of the Cultural Olympiad estimated that it reached a combined audience of 43.4 million people (participants, volunteers and audiences), and a wider audience of 204.4 million people through broadcasts and online.[200] The Government told us that a "conservative estimate" would value the PR generated at £44 million.[201]

403. Whilst the Opening Ceremony was incredibly popular, and the programme of events that comprised the Cultural Olympiad enjoyed some level of recognition, we are unclear as to what the distinct cultural *legacy* of the Games is. Aside from the Government figures, we received very little evidence

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198 Richard Sumray.

199 QQ 445–447.

200 Visit Britain.

201 The Government and the Mayor of London.

on this matter, despite raising it in our initial call for evidence. In over 500 pages of written evidence, the term 'cultural legacy' only appeared twice. We asked the Secretary of State how the cultural component of London 2012 was being built upon and sustained:

> "The Cultural Olympiad really put us up the rankings in terms of soft power, put us up the rankings of welcome that people felt towards London and the way they understood London better, and we are taking forward the GREAT campaign that was launched really around the Olympics to show Britain abroad in a very rich and culturally filled way … That is very much linking back into what we learned out of the Olympics themselves, and indeed there are very tangible things we did around the Olympics that we are taking abroad as well. The inflatable Stonehenge is one of them, which is on the world tour, and is a fantastic way of bringing Britain to life overseas. That is something that was specifically designed around the Olympics and Paralympics itself".[202]

404. Dorset County Council told us that the 'Cultural Olympiad by the Sea' programme generated 52 temporary jobs, and increased GVA in Dorset by around £2.5 million. We were told that this programme was "high quality" but also a "one off investment".[203] Essex County Council told us that, over the four years of the Cultural Olympiad, £10.7 million was invested into 101 different projects in the East of England, reaching 2.5 million people.

405. It is clear, therefore, that the Cultural Olympiad, through a series of one-off events, helped the Games to reach out beyond London, whilst also creating some temporary employment and generating one-off local economic benefits. We have received insufficient evidence, however, to be convinced of any longer-term impacts.

406. **We ask the Government, in their response to this report, to set out what the long-term, distinct, legacy benefits of the Cultural Olympiad will be, and to explain how these will be measured and monitored over time. Whilst some of the events which comprised the Cultural Olympiad itself were undoubtedly well received, we have seen no evidence to suggest that there has been any coordinated, properly resourced attempt by Government to use this potential to deliver a distinct cultural legacy from the Games.** (Recommendation 37)

The international legacy

407. London 2012 was the first Olympic and Paralympic Games to have an international sporting legacy programme. International Inspiration, established in 2009, trained teachers, sports coaches and young people across the world to deliver sports programmes in their own communities. The programme was delivered through a partnership between UK Sport, British Council and UNICEF.

408. The limited evidence that we received on International Inspiration was largely positive. We were told that the programme was delivered in 20 countries, and reached over 15 million participants, with over 230,000 teachers and coaches trained. A survey in sample countries[204] found that 85% of practitioners who

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202 Q 491

203 Weymouth and Portland Borough Councils.

204 Mozambique, Nigeria and Jordan.

had been trained by the programme were still involved in providing coaching one year after their training had concluded.[205]

409. Concerns had been raised about the sustainability of the programme post-Games; we were pleased to note that, through a merger with the International Development through Sport charity, this work will continue for the foreseeable future.[206]

410. Ahead of the Games, the FCO developed a programme of activities to seek to promote the Olympic Truce. We received limited evidence on the success or legacy of these activities. The evidence that we did receive commended the Government for seeking to promote the Truce, but questioned the effectiveness of the activities delivered.[207]

[205] Youth Charter.

[206] International Inspiration.

[207] United Nations Association Westminster Branch.

CHAPTER 8: THE GOVERNANCE AND DELIVERY OF THE LEGACY

Introduction

411. The delivery of the 2012 legacy is a major undertaking, cutting across a number of Government departments and a range of departmental bodies and regional and local authorities. A diverse range of organisations and individuals are therefore involved in this programme, giving rise to a complex network of relationships and delivery arrangements.

412. This complexity can, to an extent, be understood, and mirrors some of the complex arrangements that were in place for the delivery of the Games themselves. Unlike the Games, however, there is no firm deadline to focus minds and concentrate delivery, meaning that the impetus for joint working and cooperation is perhaps not as strong.

413. Throughout our inquiry we asked witnesses to consider the efficacy of governance and delivery arrangements, from the national level down to the local level. We believe that these arrangements will have an impact on the extent to which the UK is able to secure the maximum possible legacy from the Games.

Continuity and cooperation

414. We have previously described the long-term nature of the legacy programme, and the need for sustained commitment and vision (see paragraph 263). In order to deliver this long-term vision, some element of cross-party working and cooperation will be required.

415. Lord Mawson told us how previous regeneration initiatives in east London had floundered as a result of political change:

> "What we need to deliver this legacy over the next 20 to 25 years is continuity, and understanding within government—cross-party, really—of the scale of the task and the long-term job. The history of poverty in the area tends to be government sometimes passing through with the latest policy and Ministers staying around for six months but not staying with us, because some of these things take a decade to really build and change".[208]

416. Cross-party consensus regarding the hosting of the Games was in evidence as early as 2004, in a House of Lords debate.[209] Cross-party cooperation of this nature, and long-term, sustained, commitment, was essential to the successful delivery of London 2012. Dame Tessa Jowell told us that "all the substantial decisions about the Olympics were negotiated on a cross-party basis".[210] Dame Tessa went on to explain, with particular regard to sport, that:

> "You have to get commitment to the long-term, and the funding has to be long-term, and therefore the programme is sustainable … It worked for the Olympics; we had a Cabinet Committee that oversaw the budget for the Olympics and some of the aspects of service delivery … You have

[208] Q 348

[209] HL Deb, 19 May 2004, cols 777-809

[210] Q 19

to have that kind of embedded structure in order to create the resilience of Ministers, who will come and go".[211]

417. **Strong and sustained cross-party cooperation was essential to the successful preparations for hosting the Olympic and Paralympic Games; a similar degree of cross-party cooperation is required if we are to deliver a coherent legacy. Within Government, cross-cutting decision making, rather than silo working, is required. Structures for delivering this coordination must be embedded for the long-term.**

The need for Government leadership

418. Within Government, the Cabinet Office is the Department responsible for general oversight and coordination of the legacy programme. Delivery responsibility for the different aspects of the legacy programme rests with the individual Departments concerned.

419. In its recent report, *Sport and exercise science and medicine: building on the Olympic legacy to improve the nation's health*, the House of Lords Science and Technology Committee was "surprised, and disappointed, by the apparent lack of joined-up thinking in Government about the Olympic health legacy" and called for the Government to "take a strong, joined-up approach to promoting the health benefits of exercise and physical activity".[212]

420. DCMS has oversight of the sports legacy, the culture legacy, the tourist legacy and the retrofit and sale of the Olympic Village. The Cabinet Office has responsibility for volunteering. UKTI has responsibility for coordinating economic growth ambitions from the Games, working with the FCO and BIS. DCLG funds the Greater London Authority and, through that, the LLDC, which is responsible for the post-Games transformation of the Olympic Park. The relevant Secretaries of State, along with the Mayor, are brought together through a Cabinet Committee, which is chaired by the Prime Minister, with the Secretary of State for Culture, Media and Sport as Vice-Chair. We asked the Government to confirm how often the Cabinet Committee meets, and whether the Prime Minister regularly chairs it, but were not provided with the information.[213] The Mayor of London told us that the Committee meets on a quarterly basis.[214]

421. The work of this Cabinet Committee is supported by a small team of seven staff, based within the Cabinet Office, known as the Olympic and Paralympic Legacy Unit. The team includes secondees from DCMS, the FCO and the office of the Mayor of London. We were told that this team was established after the Games to provide support to Lord Coe in his role as the Prime Minister's Olympic and Paralympic Legacy Adviser, and to support the work of the Cabinet Committee. The Head of the Unit told us that: "Our role centrally is largely around co-ordination and making sure that Departments are working together, that the focus is where we think is appropriate, and that

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211 Q 20

212 Science and Technology Committee, *Sport and exercise science and medicine: building on the Olympic legacy to improve the nation's health* (1st Report, Session 2012–13, HL Paper 33).

213 Q 486

214 Q 503

Lord Coe is able to feed in his views about the appropriateness of the particular aspects of legacy that we are working on".[215]

422. We were told in evidence that "the coordination unit … reporting to Lord Coe is important but only if it has real clout with the departments it seeks to influence and strong backing within Government generally".[216] We are not certain that this is the case.

423. In July the Guardian carried an article which stated that Lord Coe would be stepping down from his role as Legacy Ambassador by the end of 2013. He was reported as saying that he wanted the four main strands of legacy to be embedded in Government Departments by the end of the year.[217] We asked where leadership at the national level would come from if Lord Coe were to step down; we were told that this responsibility would lie with the Secretary of State for Culture, Media and Sport.[218]

424. We were told that coordination across Government is not always evident. One area where this was highlighted to us regarded the volunteering legacy. The NCVO complained that:

> "there was some delay among departments in sorting out what contribution they were going to make to volunteering and the legacy … Watching the discussions sometimes felt like a poker game, to see who was going to pick it up. It took a while for the Government to resolve some of these issues. Frankly, I am not sure it was all resolved … if you look at the Cabinet Office, Home Office and CMS websites, you might wonder which was the lead."[219]

425. To put all this in context, ahead of London 2012, the Government Olympic Executive (GOE), based within DCMS, was responsible for coordinating public sector activity to deliver the Games. This body had over 60 staff, headed up by a Director-General. It had a lifetime cost of £52 million.[220] Whilst we are not equating the work of the GOE to the work needed to deliver the legacy, this does provide a useful comparison. The GOE was based within one department, reporting through to one Secretary of State, with a sizeable staff and a significant budget.

426. **The Cabinet Committee looks, on paper, to be a strong coordinating body composed of the right departments and non-governmental actors. It is concerning, however, that the Government would not confirm how frequently the Committee actually meets. The Committee has a huge and difficult task in trying to ensure a coherent approach to the legacy from the many organisations and authorities involved in delivering the Olympic and Paralympic legacy. This Committee must be capable of giving leadership to the legacy, and must be more than a theoretical body. Delivery of the legacy is every bit as important as delivery of the Games themselves. Given the public interest in the legacy of such a public event, we believe that the**

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215 Q 3

216 Richard Sumray.

217 http://www.theguardian.com/sport/2013/jul/19/lord-coe-quits-ambassador-olympic-legacy

218 Q 486

219 Q 453

220 Emma Boggis.

frequency of meetings and content of agendas should not be shrouded in secrecy.

427. **As such, the need for clear, strong leadership and ownership within Government is paramount. Such leadership needs to be supported with the appropriate resources to allow coordination of activity across a wide range of different bodies. We are not convinced that either the leadership, or the resources, are provided within the current structure. The arrangements for replacing the Olympic and Paralympic Legacy Adviser, if he were to step down, do not seem clear to us. Likewise, we would question how well placed DCMS is to provide long-term coordination, across Government, of a legacy programme that requires substantive inputs from UKTI, FCO, DCLG, DH, DfE and a host of regional and local bodies.**

428. **We recommend that one Government Minister, at Secretary of State level, should be responsible and accountable to Parliament for coordinating delivery of the legacy. This would provide clear, identifiable, national ownership of the Olympic and Paralympic legacy.** (Recommendation 38)

Delivering the legacy outside London

429. Within London the LLDC and the Mayor, as well as developments on and around the Park itself, should give the legacy a visible public profile, as well as providing some clarity of ownership. Outside London, ownership and delivery of the legacy is spread across the wide range of departments and agencies identified in paragraph 102. We have already discussed, in Chapter Seven, the imbalance of legacy benefits between London and the rest of the UK.

430. Ahead of the Games, the decision was made to hand responsibility for planning the legacy within London to the Mayor, and to entrust responsibility for the legacy outside London to the Government Olympic Executive.[221] We were told that this lead to a fragmentation of responsibility, and difficulty in sustaining a coherent approach.[222]

431. We received evidence to suggest that, post-Games, the legacy appeared to be focused upon London.[223] In Essex, which played host to the Olympic mountain biking events, the county council told us that:

> "It is very unclear as to governance arrangements for overall delivery of a post games legacy. Essex as a host county who have invested a lot of time and resources do feel that everything appears to be London centric … Essex would like to see clearer engagement with other areas outside London".

432. In Weymouth and Portland, which hosted the Olympic sailing events, a similar picture was found. We were told that:

> "Despite the exporting of games time expertise and knowledge being apparently a top prioritymaking contact with bidding organisations in other countries via the UKTI has proved problematic"

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221 Richard Sumray.

222 *Ibid.*

223 Essex County Council.

and;

> "The area has potential for tourism expansion and watersports and outdoor activity. Weymouth and Portland had fantastic television coverage in games time showing the locality, the Georgian seafront and Jurassic Coast World Heritage Site. There is a huge opportunity for the area and the UK as a whole to benefit from edited sequences of this filming . . .but despite requests to Visit England and Visit Britain this has not been achieved, which is a huge missed opportunity".[224]

433. These representations came from parts of the country which played host to events and, clearly, have seen some legacy benefits from investment in facilities and supporting infrastructure (see paragraph 254). The feeling that there is a lack of post-Games leadership of the legacy seems to us, however, to be symptomatic of a wider issue. It is clear to us that the legacy outside London does not enjoy the same identifiable leadership and ownership as it does inside London. This, in part, accounts for difficulties such as those detailed above.

434. **Outside London, it is not clear who is responsible for taking forward the legacy of the Olympic and Paralympic Games. This is leading to the perception—and reality, in some cases—that the legacy is 'London-centric'.**

435. **We recommend that the Government give responsibility for delivering the legacy outside London to the designated Minister, with appropriate resources to support them in this role. The designated Minister should work with the devolved administrations, where appropriate, to secure ongoing cooperation and commitment to delivery of the legacy.** (Recommendation 39)

Delivery of regeneration within East London

436. We have discussed in Chapter Six the role of the LLDC, which is a Mayoral Development Corporation created under the Localism Act 2011. At that point we stated our belief that the office of the Mayor must provide a clear, long-term, vision for the regeneration of East London.

437. When the LLDC was created in April 2012, the boundary was extended beyond the original boundary of the Olympic Park, taking in additional sites within each of the four surrounding boroughs. We were told that this was to promote the integration of the Park with the surrounding area.[225] **There is a debate to be had about whether the area for which the LLDC is responsible should be extended further to promote integration. We recommend that consideration be given to the optimum extent of the LLDC boundary.** (Recommendation 40)

438. The LLDC acts as planning authority for the land within its boundary, including that which sits outside the original Park. It is in the process of developing its own local plan. The LLDC is also the landowner for large tracts of land within this area. The LLDC Planning Committee includes five representatives from the Host Boroughs, along with three LLDC Board

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[224] Weymouth and Portland Borough Council.

[225] The Government.

members and four independent planning experts, appointed by the Mayor of London.

439. We heard concerns that these arrangements might lead to a conflict of interest, or a democratic deficit.[226] The Chief Executive of the LLDC was familiar with these concerns:

> "Yes, that has been put forward; I have heard it before. As I say, we take representation from each of the host boroughs on our planning committee. They are represented there".[227]

440. In spite of this representation, it was apparent to us that there were tensions between the LLDC and some of the host boroughs. The Leader of Waltham Forest Council told us:

> "We think the current structure is simply not up to the job. I did not go to the last LLDC meeting, and [Sir Robin Wales] told me that neither did any other Leader. Now, that speaks volumes".[228]

441. Sir Robin Wales, the elected Mayor of Newham, told us that:

> "What is happening in planning is being done in my borough, by and large, and it is a separate entity. [Section] 106 deals are being entered into which will involve people in the future paying for the maintenance of it. Who will that be? That will be us, but we are not in. I do not think it works well … "[229]

442. Whilst these views were not shared by all of the surrounding boroughs, they do give some cause for concern. Successful integration of the new developments on the Park into the wider surrounding communities will depend, in part, on strong joint working between the LLDC and the host boroughs. We are concerned about the impact that such tensions might have on the long-term success of these developments.

443. **Tensions between some of the host boroughs and the LLDC are a cause for concern. In setting out planning policy, making planning decisions and negotiating Section 106 agreements, the LLDC needs to ensure that it is working closely with the relevant local authority for the area concerned. The LLDC should examine its working practices and decision making structures in this regard, taking on board concerns raised by the host Boroughs. Strong joint working will be essential to developing and delivering a clear vision for the future of East London.**

444. The responsibility for managing venues and land within the Olympic Park does not rest solely with the LLDC. The Lee Valley Regional Park Authority (LVRPA) has a remit for promoting leisure, sport and recreation across a wide area that stretches from the northern part of the Olympic Park up into Hertfordshire and Essex. LVRPA will be responsible for managing 35% of the parkland within the Olympic Park, and will also manage the velopark and the Eton Manor hockey and Tennis Complex (in addition to the White Water Centre in Hertfordshire).

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[226] Waltham Forest Council.

[227] Q 307

[228] Q 195

[229] *Ibid.*

445. We received evidence that questioned the reasoning behind having two organisations involved in managing and running the Park.[230] Lord Mawson, a member of the LLDC Board, told us that:

> "My independent view is that I have concerns about it, a bit, and I think there are challenges. We need to make sure that for the customer... it feels like one place and the quality is there. I think that the Lee Valley Regional Park Authority can do more in learning about entrepreneurial engagement with local communities … I think there are some challenges and we need to work at it."[231]

446. We were also told, however, of the strong role that LVRPA had played in making plans for the velopark; these plans were already in existence in the late 1990s, before the decision was made to bid for the Games. Shaun Dawson, the Chief Executive of LVRPA, told us that working arrangements with the LLDC were strong.[232] Mr Dawson explained that the Park consisted of a diverse array of landowners and operators, of which the LVRPA was one, working under the overall stewardship of the LLDC.

447. Dennis Hone told us that the LLDC and LVRPA worked effectively together and that:

> "when people come to the park, they can move seamlessly between the venues that are LLDC jurisdiction and those under Lee Valley's jurisdiction. No one when they come to the park will notice any boundaries between us and Lee Valley Regional Park Authority".[233]

448. We were told more than once that the LLDC will be a "sunset organisation" and that its work would eventually come to an end, possibly in around 10 years time.[234] This will clearly have impacts for the relationship with the LVRPA and, likewise, for other partners of the LLDC, including the London Borough of Newham, who have a shared interest in the stadium. More fundamentally, we would question whether the work of the LLDC can be concluded within 10 years; the convergence aims of the Growth Boroughs, which have been backed by the Mayor, have a 20 year timeframe.

449. **We were told that the LLDC is a "sunset organisation", with a life-span of approximately ten years. We would question whether the LLDC can deliver against its remit within this timeframe; we were consistently told that this project was a long-term one, and believe that it will take longer than a decade to deliver.**

450. **Regardless of the ultimate lifespan of the organisation, the fact that the LLDC will not last forever reinforces the need for balanced, detailed cooperation with the surrounding boroughs. These local authorities will inherit the communities created by the LLDC. The limited lifespan of the LLDC also reinforces the need for the office of the Mayor to provide long-term, overarching leadership and ownership for the legacy in East London.**

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230 Written evidence from Waltham Forest, Q 195

231 Q 355

232 Q 339

233 Q 316

234 Q 306 and Q494.

451. **The division of management responsibilities between the London Legacy Development Corporation and the Lee Valley Regional Park Authority makes coherence on the Olympic Park more difficult to achieve. We were reassured to hear of the strong working relationships that currently exist between the two organisations; it will be important to maintain this relationship over the long-term. Both organisations should give thought to how the relationship might evolve in future, particularly when the work of the LLDC comes to an end.**

452. **Ultimate responsibility for the long-term, over-arching leadership and ownership for the legacy in East London must fall to the office of the Mayor.**

453. **We recommend that this principle is accepted both by national Government, by the Greater London Authority and by the London Boroughs and that the office of the Mayor is given the necessary powers and authority to ensure that that legacy is delivered.** (Recommendation 41)

APPENDIX 1: LIST OF MEMBERS AND DECLARATIONS OF INTEREST

Members

The Members of the Committee that conducted this inquiry were:

Lord Addington
The Earl of Arran
Lord Bates (resigned October 2013)
Lord Best
Baroness Billingham
Lord Faulkner of Worcester
Lord Harris of Haringey (Chairman)
Baroness King of Bow
Lord Moynihan
Lord Stoneham of Droxford
Baroness Wheatcroft

Declaration of Interests

Lord Harris of Haringey (Chairman)
Strategic advisor to Airwave Solutions (supplier of Communications for the emergency services)
Chair, Wembley National Stadium Trust

Lord Addington
No relevant interests

The Earl of Arran
No relevant interests

Lord Bates
No relevant interests

Lord Best
President, Local Government Association
Chairman, Hanover Housing Association

Baroness Billingham
President Oxfordshire LTA
Member of AELTC – All England Lawn Tennis Association

Lord Faulkner of Worcester
Trustee, Science Museum Group
Trustee, National Football Museum
Vice President, Level Playing Field (formally National Association for Disabled Supporters)
Recipient of occasional hospitality from the Football Association
Vice President, The Football Conference

Baroness King of Bow
Trustee: Tower Hamlets Youth Sports Foundation
Freelance Diversity executive for Channel 4

Lord Moynihan
Minister for Sport (1987–90)
Chairman of the British Olympic Association (2005–12)
Director of the London Organising Committee of the Olympic Games (2005–12)
Member of the Olympic Board (2005–12)

Board member of the London Community Sports Board (2009–2013)
Member of the International Olympic Committees International Relations Commission
Member of the Executive Board of the European Olympic Committees
President of the Welsh Amateur Rowing Association
Trustee of the Canoeing Foundation
Life member of British Rowing
President of British Water Ski

Lord Stoneham of Droxford

Land ownership in family partnership in Slade Green and Crayford, London Borough of Bexley
Chair of Housing 21

Baroness Wheatcroft

Previously a member of the British Olympic Association Advisory Board
Her son is a senior policy officer at the GLA, specialising in sport

Lord Wigley

No relevant interests

A full list of Members' interests can be found in the Register of Lords Interests:

http://www.parliament.uk/mps-lords-and-offices/standards-and-interests/register-of-lords-interests/

Professor Allan J Brimicombe, Specialist Adviser

Previously project manager for two London 2012 impact evaluation studies for the IOC and one valuation study of the GDP impact of Public Sector Funding package for LOCOG
Conference organiser on the Impacts of Mega-Events on Cities

Professor Ian P Henry, Specialist Adviser

Director of the Centre for Olympic Studies and Research
Undertook and completed research and consultancy projects commissioned by the following bodies – IOC, NAO, UK Sport, UNICEF and the British Council, DCMS, the East Midlands Development Agency and PODIUM

APPENDIX 2: LIST OF WITNESSES

Evidence is published online at www.parliament.uk/olympic-paralympic-legacy and available for inspection at the Parliamentary Archives (020 7219 5314).

Evidence received by the Committee is listed below in chronological order of oral evidence session and in alphabetical order. Those witnesses marked with * gave both oral evidence and written evidence. Those marked with ** gave oral evidence and did not submit any written evidence. All other witnesses submitted written evidence only.

Oral evidence in chronological order

*	QQ 1–16	Cabinet Office, Department for Culture Media and Sport and Mayor of London's Office
**	QQ 17–29	Dame Tessa Jowell MP and Ken Livingstone
**	QQ 30–37	John Goodbody
*	QQ 38–63	British Paralympic Association, British Olympic Association and UK Sport
**	QQ 64–74	Lord Coe
*	QQ 75–92	Football Association, Lawn Tennis Association, England Handball Association and Amateur Boxing Association of England
*	QQ 93–108	British Cycling, UK Athletics and British Volleyball Federation
**	QQ 109–119	David Luckes
*	QQ 120–137	Sport England and English Federation of Disability Sport
**	QQ 138–151	Baroness Grey-Thompson
*	QQ 152–171	Youth Sport Trust and Association for Physical Education
*	QQ 172–186	Sport and Recreation Alliance
*	QQ 187–202	London Borough of Newham and Waltham Forest Council
*	QQ 203–212	VisitBritain
*	QQ 213–234	London Borough of Hackney, Royal Borough of Greenwich and London Borough of Tower Hamlets
**	QQ 235–243	London Borough of Barking and Dagenham
**	QQ 244–260	Transport for London and Southeastern
**	QQ 261–274	Leyton Orient FC
**	QQ 275–281	West Ham United FC
*	QQ 282–292	iCity
**	QQ 293–303	Sir Clive Woodward

**	QQ 304–318	London Legacy Development Corporation
*	QQ 319–345	Lee Valley Regional Park Authority
**	QQ 346–358	Lord Mawson
**	QQ 359–374	London and Quadrant, Get Living London and Triathlon Homes
**	QQ 375–391	John Coates
**	QQ 392–422	Sport Scotland and Sport Wales
**	QQ 423–429	High Speed 1
*	QQ 430–441	Federation of Small Businesses and London Chamber of Commerce and Industry
**	QQ 442–453	National Council for Voluntary Organisations
**	QQ 454–472	Kate Hoey MP
*	QQ 473–492	Rt Hon Maria Miller MP, Secretary of State for Culture, Media and Sport
**	QQ 493–507	Boris Johnson, Mayor of London

Alphabetical list of all witnesses

Active in Time Ltd (AiT)

* Derrick Ashley, Lee Valley Regional Park Authority

* Association for Physical Education (afPE)

Big Lottery Fund

BioRegional

Andrew Boff

* Emma Boggis

British Gliding Association (BGA)

British Standards Institution (BSI)

British Swimming and the Amateur Swimming Association

* British Paralympic Association (BPA)

Community Safety Social Inclusion Scrutiny Commission

Directory of Social Change

Dorset County Council

English Federation of Disability Sport

English Handball Association

Essex County Council

Field Studies Council

Football Association

* Football Association of Wales

Christopher Graham

Growth Boroughs Unit
Hackney Council
Bryony Harrison-Croft
Barry Hearn
HM Government and London
* iCITY
International Inspiration
* The Lawn Tennis Association and the Tennis Foundation
* Lee Valley Regional Park Authority
Lend Lease
Level Playing Field
London Assembly Labour Group
* London Borough of Newham
London Chamber of Commerce and Industry
* London First
London Funders Olympics and Paralympics Group
* London Legacy Development Corporation (LLDC)
London Policy Unit of the Federation of Small Businesses
London Sustainable Development Commission
Metropolitan Police
* Maria Miller
New College Leicester
Nike, Inc
PLASA
Professor Mike Raco
Royal College of Physicians
Royal Yachting Association (RYA)
* Sport England
Sport Music for Peace
Sport and Recreation Alliance
STEPS
Stonewall
StreetGames
David Stubbs
Richard Sumray
Sustainable Events Ltd and Positive Impact
* UK Sport

United Nations Association Westminster Branch
University of East London
* VisitBritian
* Waltham Forest Council
Westfield Stratford City
Weymouth and Portland Host Boroughs
Weymouth and Portland National Sailing Academy
Whizz-Kidz
Women's Sport and Fitness Foundation
Youth Charter
* Youth Sport Trust

APPENDIX 3: CALL FOR EVIDENCE

The House of Lords has established a Select Committee to consider "the strategic issues for regeneration and sporting legacy from the Olympic and Paralympic Games."

The Committee will explore the following key issues in detail and would welcome your views on **any** of the following questions. You are not required to address all of the questions listed here; answers to questions may be submitted separately and answers may also cut across several different questions. **Please note that questions are not listed here in any particular order of importance.**

A. Sporting Legacy

General public participation

(1) Is it likely that London 2012 will lead to increased levels of sports participation amongst the general public?

(2) Are some demographic groups (age, disability, ethnicity, gender) participating more than others? How has the level of sporting engagement with, or participation by, previously under-represented groups or those subject to social exclusion been affected by the Games?

(3) Is any increase in participation likely to be sustained in the long-term?

(4) Are current initiatives and policies seeking to increase sporting participation being delivered in an appropriate and effective way? Can they be improved?

(5) Is the funding allocated to delivering a sporting legacy being distributed and targeted in a way which is likely to maximise long-term positive impacts?

(6) How effective are the relationships between the different organisations involved in delivering a sports participation legacy? Are those charged with delivering increased sporting participation working well together?

(7) How do the sports policy objectives and spending plans from before the 2012 Games compare to those in place following the hosting of the Games?

Paralympic sports participation

(8) What is the likely long-term legacy of Paralympic hosting, and Team GB success, on levels of sports participation by disabled people?

(9) Are appropriate resources and plans in place to maximize the legacy of London 2012 for Paralympic sport?

(10) To what extent did London 2012 change attitudes to the Paralympics and to disability sport? What are the long-term benefits of any such change in attitudes and approach?

(11) Is London 2012 likely to result in increased sponsorship and media profile for disability sport in the long term?

(12) Has there been any acceptance that the provision of spectator accommodation at major sporting venues should be more accessible for disabled people?

Education and school sport

(13) Is there a legacy from London 2012 for school sport? What has been the impact of 2012 Games on the School Games initiative? How will this programme deliver long-term benefits to school sport?

(14) Will the Youth Sport Strategy encourage a greater number of young people to take up sport? What arrangements are in place to implement the strategy and are they appropriate?

(15) Is the current proportionate division of financial resources between primary and secondary schools for school sports appropriate or should it be modified?

(16) Which measures have proven most effective in improving access to sport across the school system in general, and with regard to high performance sport in particular?

(17) Is the infrastructure to promote competitive sports between schools adequate?

High Performance Sports: both Olympic and non-Olympic

(18) To what extent will London 2012 help to improve the long-term level of high performance UK sport?

(19) What were the reasons for the successful UK performances of Beijing 2008 and London 2012 and how can they be sustained in the long-term?

(20) How important is financial support in delivering improved performance? Are the current mechanisms for delivering financial support appropriate and effective? Are current levels of support affordable in the long-term?

(21) Did London 2012 result in 'winners and losers' amongst different UK sports? Are any sports likely to see a negative impact, at the elite level, from London 2012? Do some of the UK sports which underperformed at London 2012 need strategic investment?

(22) What lessons have been learned in relation to Paralympic sporting success, for example in terms of talent identification and the management of elite teams?

(23) Will there continue to be Team GB association football teams at future Games?

Sports facilities legacy / future UK hosting

(24) To what extent are the legacy uses anticipated for the Olympic sports venues sustainable? Will the legacy uses deliver a positive return on investment?

(25) Are the legacy uses for Olympic sports venues likely to have an impact (positive or negative) on other London or UK sports venues?

(26) What is your assessment of the proposed future use of the Olympic Stadium as the home ground of West Ham United FC?

(27) Will London 2012 lead to UK success in securing further international sporting competitions?

B. Regeneration Legacy

Olympic Park Legacy

(28) Are current plans for the ongoing development of the Olympic Park area likely to deliver a positive regeneration legacy? Is the potential legacy impact of hosting the Olympics being fully maximised, or have some opportunities been missed?

(29) How much additional long-term employment will be generated by the regeneration of the Olympic Park area? How successful have schemes intended to secure additional employment opportunities for local residents been?

(30) How is the Olympic Park being marketed to investors? What efforts are being made to secure further private investment into development of the site and surrounding area?

(31) Are the new housing neighbourhoods anticipated for the Olympic Park deliverable in the current financial climate? What proportion is likely to be accessible and affordable for local residents? Does the planned housing development represent the most effective approach to housing delivery on this site?

(32) To what extent is the combination of different uses anticipated for the Olympic Park sustainable in the long-term? Will the Olympic Park be a blueprint for sustainable living?

Supporting infrastructure legacy

(33) What is the likely long-term impact of the major transport investment made in Stratford and the surrounding area? Are economic development initiatives and legacy plans for the area making best use of this investment?

(34) Are there (potential) legacy impacts from other elements of the supporting infrastructure investment made for the Games? What is the strength of other infrastructure legacies such as security, telecommunications, public transport co-ordination or water re-use? Are potential benefits from these, and similar, investments being maximised?

Host Borough legacy

(35) Is the aim of 'convergence' for the Host Boroughs appropriate and achievable? Are the necessary mechanisms and resources in place; and to what extent are key partners working towards meeting this aim?

(36) Will the Olympic Park and supporting infrastructure legacies be a sufficient catalyst to achieve convergence for the Host Boroughs?

(37) Will housing and employment development on the Olympic Park be fully integrated with the wider surrounding area? How well does the development planning work of the London Legacy Development Corporation cohere with that of the Host Boroughs?

(38) What potential impact will development on the Park have on local people and businesses?

UK legacy outside London

(39) Will the 2012 Games deliver any economic or regeneration legacy for the rest of the UK, outside London?

(40) Are there likely to be positive impacts for tourism, outside London, as a result of the Games? Are post-2012 efforts to promote tourism in the UK being delivered effectively and appropriately?

(41) Will business opportunities or business investment result from having hosted the games, and will this be of benefit to the rest of the UK, beyond London?

(42) Do examples already exist of economic benefits, investments or business successes, outside London, which result, wholly or partly, from hosting the Olympic and Paralympic Games?

Related regeneration issues

(43) What is the legacy of the cultural Olympiad? How does this relate to economic development, tourism and regeneration?

(44) What has been the legacy of the 'Games Makers' initiative? Have efforts been made to sustain the interest in volunteering and, if so, are they proving successful? Could anything further be done?

C. The International Legacy

Trade and industry

(45) How effectively are UKTI and others utilizing the success of London 2012 to promote British business overseas?

(46) Has the largely successful delivery of the games resulted in any recognised changes to the perception of UK business capabilities or capacity for delivery?

International development and diplomacy

(47) How effectively are partners working to deliver the International Inspiration programme? Can the initiative be sustained beyond 2014?

(48) How effective was the public diplomacy work of the Foreign and Commonwealth Office in promoting the UK before and during the Games?

(49) What is the legacy of the London 2012 United Nations Olympic truce declaration 'Building a peaceful and better world through sport and the Olympic ideal'?

(50) How are the specific pledges made at the Downing Street 'Hunger Summit' going to be met by the 2016 Games in Rio de Janeiro?

D. Further Strategic Issues

Governance

(51) How effective are the governance arrangements for overall delivery of an Olympic and Paralympic Legacy?

(52) How effective are relationships between the Olympic and Paralympic Legacy Unit, DCMS, the London Legacy Development Corporation, British Olympic Association, British Paralympic Association and the Mayor of London?

(53) How are the views and needs of the Host Boroughs, and of landowners in and around the Olympic Park, incorporated into the decision making process?

Adaptability, finances and national impacts

(54) How resilient are current legacy plans to further economic shocks, or to a changing political context? How have changed economic circumstances since 2008 impacted upon legacy plans?

(55) To what extent should public finances continue to support the delivery of a legacy? Is further substantial public investment still required? Where should future financial support come from?

(56) What are the potential benefits beyond East London? What is the return on investment for London and the UK as a whole?

Future Olympic and Paralympic Games

(57) What messages should host cities for future Olympic and Paralympic Games be taking away from London 2012, particularly when looking to plan for legacy?

(58) To what extent should planning for, and legacy outcomes from, the Olympic and Paralympic Games be considered together? What were the principal factors behind the success of the 2012 Paralympic Games?

(59) What were the costs and benefits of the approach adopted to joint organization of the Olympic and Paralympic Games in London; and what are the implications for the future organisation of both Games?

(60) Should London 2012 affect the way the International Olympic Committee and International Paralympic Committee operate individually and work together in future?

The deadline for written evidence is **31 July 2013**.

APPENDIX 4: NOTE OF COMMITTEE VISIT TO THE OLYMPIC PARK AND HOST BOROUGHS: THURSDAY 12 SEPTEMBER

As a part of its inquiry, the Committee visited the Olympic Park, the Peacock Gym and St Luke's Community Centre (both in Canning Town) and Gainsborough Primary School in Hackney Wick.

The following members took part in the visit:

Lord Addington

The Earl of Arran

Lord Bates

Lord Best

Lord Faulkner of Worcester

Lord Harris of Haringey (Chairman)

Baroness King of Bow

Lord Stoneham of Droxford

Baroness Wheatcroft

Lord Wigley

They were accompanied by the following House of Lords staff: Clare Ramsaran (press and publicity officer)Duncan Sagar (clerk)Matthew Smith (policy analyst)

The Olympic Park

The Committee were taken around the Olympic Park by representatives of the Mayor's London Legacy Development Corporation (LLDC), including Dennis Hone (Chief Executive) and Paul Brickell (Executive Director, Regeneration and Community Partnerships).

The visit started at the Copper Box where the Committee were given a short presentation by a representative of Greenwich Leisure Limited (GLL), which has a 10 year contract with LLDC to run the Copper Box and the Aquatic Centre. LLDC explained that the Copper Box was more profitable than the Aquatic Centre and would therefore provide a cross-subsidy if they were operated by the same company. We were told about GLL's "school's forum" programme, whereby children from local primary schools are invited to use the Copper Box as an initial experience of high level facilities, with those demonstrating enthusiasm or aptitude for a sport are put on a pathway in that sport with the eventual aim of integrating the children in local sports clubs. Twenty schools from the surrounding boroughs were currently participating in this scheme and GLL hoped to grow the scheme further. The Copper Box would serve as host to a number of events over the coming year, working with boxing promoter Frank Warren to hold six bouts, hosting basketball games and a badminton grand prix, as well as hosting home fixtures for local handball and netball teams. Most of the Copper Box's income came from hosting such events, but their intention was to increase the income from community use, which should expand over time. During the week, the Copper Box was dedicated to PE teaching for local schools from 09.00 to 16.00 and from 16.00 onwards was available for sports clubs. A new gymnasium onsite was also open to the public. LLDC stressed their ongoing work to improve pedestrian routes into

the park from nearby stations, which would help groups of children to access the Copper Box.

The Committee moved on to iCity, and was given a tour of BT Sport's facilities. Jamie Hindhaugh, BT Sport's Chief Operating Officer, explained that four factors had attracted BT Sport to iCity:

- The transport links, particularly significant to a company seeking to operate over 24 hours;
- Access to talent, which he felt gave London a comparative advantage over other locations in the UK;
- The dimensions of the building, with 33 feet ceilings and few support posts offering ample studio space; and
- The 2012 Games' legacy, which was attractive to BT Sport as a large sponsor of the Games themselves.

BT Sport had moved in more quickly than anticipated, driven by the deadline of needing to be operational by the start of the English Premier League season in August 2013. Its studio facilities had been built from scratch in 21 weeks. BT Sports created a number of additional jobs, using Hackney's 'Way to Work Scheme'. Many of the graphics and production teams had relocated to iCity from the more traditional media base in West London. The Committee heard details of BT Sport's partnership with Loughborough University, and the utilisation of LED studio lights which would make the studios particularly energy efficient.

The Committee transferred to the Peacock Gym in Canning Town. The Gym had received no funding from the Games, but served as a designated training centre for Olympic boxers, wrestlers and martial artists. The Committee heard that the presence of these elite athletes had generated "a real buzz" for local members of the Gym. The Committee met mentors involved in the Gym's academy scheme, in which 72 local young people had enrolled. The scheme sought to use boxing and box-fit programmes to develop self-esteem and to tackle drug and gang-related problems in the community. Although the majority of users of the Gym were male, the academy had a broadly even gender balance.

At the Canning Town and Custom House Renewal Project, also in Canning Town, the Committee met a range of local people and discussed the impact of the Games on the lives and prospects of people in the area. Although some of the people present had directly benefited by employment at the new Westfield shopping centre, the majority view was that employment opportunities in retail and construction had gone to people from outside the area and a perception that the jobs which had be created were fewer in number and worse paid than had been expected. There seemed to be a low level of awareness of how to apply for employment opportunities and a sense that the Local Authorities could do more. Residents had been discomfited during the run-up to the Games by traffic disruption caused by the construction of the Olympic Park. Those who had been involved in the Olympic and Paralympic Games in some way were very positive about the opportunity it afforded to "shake hands with the world" but felt that the communities were left "fractured" in the wake of the Games. The "dead area" between the overground railway tracks to Stratford and Canning Town itself was a concern, as was the accessibility of the facilities in the Park for those with groups of children. Others were positive about the future, describing the Games' legacy as being "all about what happens next"; Newham would eventually see financial benefits in the long-run from the ownership of the Olympic Stadium and in the

mean time local school children would benefit free tickets to Premier League Games during West Ham United's tenancy.

The Committee concluded its visit by meeting children, parents and teachers at Gainsborough Primary School in Hackney Wick. The children, aged nine and ten years, had taken part in the opening ceremony at the Olympic Stadium in July 2012. The children's perception was that sport had played a greater role in their education since the Games, and a number told the Committee of their ambition, inspired by the Games, to become athletes in sports ranging from track athletics to taekwondo. The children were having more of their P.E. delivered offsite, using the facilities at the Park. Children and parents had suffered disruption as a result of the building work, but there was evident pride in East London for having hosted the Games and enthusiasm for future events to be hosted, albeit in a different part of the country. The head-teacher described the current arrangements for the teaching of P.E., which was outsourced to a specialist. Teachers were very willing to play a greater role, but would need further training first.

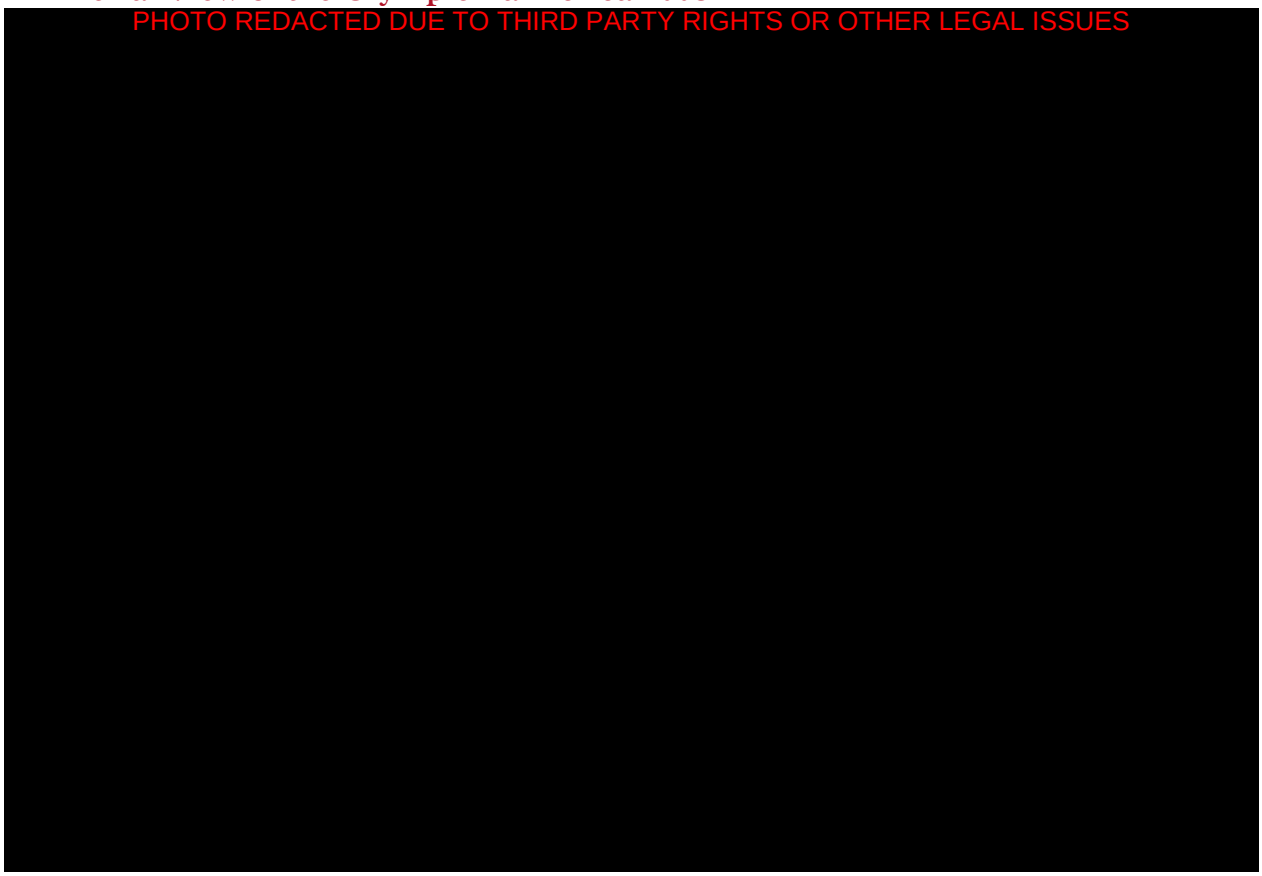
APPENDIX 5: GLOSSARY

APS	Active People Survey. An annual survey of sports participation amongst over-16s, conducted by Sport England.
BIS	Department for Business, Innovation and Skills
BOA	British Olympic Association
BPA	British Paralympic Association
CEO	Chief Executive Officer
CSPs	County Sports Partnerships. Networks which bring together governing bodies, local authorities, schools, providers of leisure facilities and other partners at the local level.
DCLG	Department for Communities and Local Government
DCMS	Department for Culture, Media and Sport
DfE	Department for Education
DH	Department of Health
FCO	Foreign and Commonwealth Office
FDI	Foreign Direct Investment. Direct investment into the UK by an individual or company in another country.
GLA	Greater London Authority
GLL	Get Living London. A partnership between Qatari Diar and Delancey, formed to own and manage the privately rented element of the Athletes Village.
GOE	Government Olympic Executive. An office, based within DCMS, which was responsible for coordinating public sector activity to deliver the Games.
HS1	High Speed One Ltd. The company which manages the High Speed One rail link between St Pancras and the Channel Tunnel.
IOC	International Olympic Committee
LVRPA	Lee Valley Regional Park Authority. Statutory body responsible for managing the Lee Valley Regional Park, which extends from East London into Essex and Hertfordshire.
LCCI	London Chamber of Commerce and Industry
LLDC	London Legacy Development Corporation. A Mayoral Development Corporation, created by the Localism Act 2011, to manage and develop the post-Games Olympic Park and surrounding area.
LOCOG	London Organising Committee for the Olympic and Paralympic Games. The organisation responsible for overseeing the planning and delivery of the 2012 Games.

NCVO	National Council for Voluntary Organisations. A representative body for the voluntary and community sector in England.
NGB	National Governing Body. A governing body for an individual sport or group of sports.
Ofsted	Office for Standards in Education, Children's Services and Skills
ODA	Olympic Delivery Authority. Non-departmental body responsible for delivering the venues and supporting infrastructure for the 2012 Games.
SSPs	School Sports Partnerships. A partnership responsible for the coordination of school sport, often across a number of schools within a local area.
SMEs	Small and Medium-sized Enterprises
SRA	Sport and Recreation Alliance
SRS	Supplier Recognition Scheme. A scheme, introduced in January 2013 by DCMS, which allows companies that supplied services to London 2012 to use this experience for marketing purposes.
TPS	Taking Part Survey. A DCMS survey of participation in sport and leisure activities.
TASS	Talented Athlete Scholarship Scheme. A performance pathway, intended to support the development of talented athletes.
TfL	Transport for London
UKTI	UK Trade and Investment

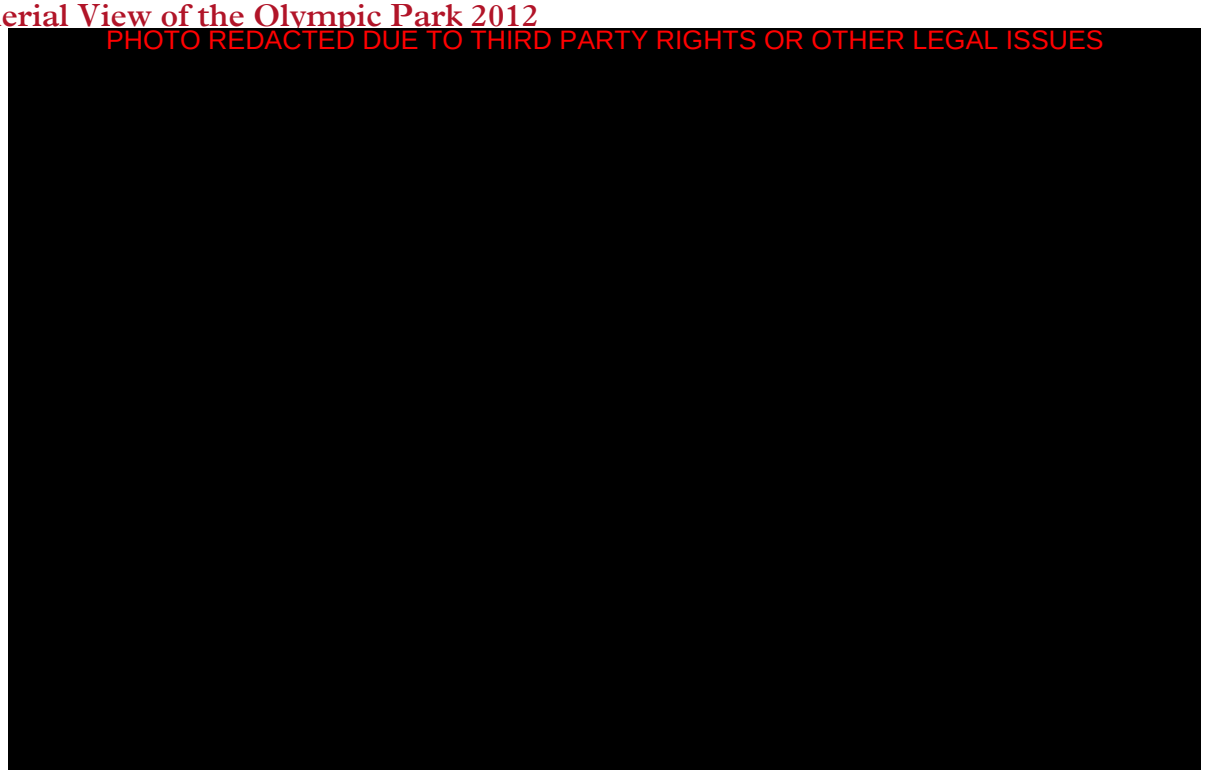
APPENDIX 6: IMAGES OF THE OLYMPIC PARK

Aerial View of the Olympic Park circa 2008



Source: ODA

Aerial View of the Olympic Park 2012



Source: ODA

Representation of the Olympic Park 2030

Source: LLDC