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Preparations and legacy planning for the Glasgow Commonwealth Games 2014

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This research paper summarises preparations by the Scottish Government and other public bodies for the Glasgow Commonwealth Games in 2014. It also examines plans for the social and economic legacy of the Games, and highlights a number of issues which may be of interest in a Northern Ireland context.

Key Points

- The twentieth Commonwealth Games will take place in Glasgow over 11 days between 23 July and 3 August 2014.
- Six thousand athletes and officials from 71 commonwealth nations and territories will attend, with 17 sports represented in total. There will be 20 events (across five sports) for elite athletes with disabilities.
- The budget for the Games is £561.7m, with around £461m being provided from public funds with the remainder raised through commercial activities.
- Fourteen venues will be used for the Games, including a purpose-built athletes' village, velodrome and arena at Dalmarnock in the East End of Glasgow.
- Audit Scotland and the Coordination Commission of the Commonwealth Games Federation have both stressed that conversion of Hampden Park into a track and field venue requires close monitoring.
- One of the assumed effects of a major sporting event is that sporting participation will rise. However, research commissioned by the Scottish Government indicates that such an outcome can only happen with careful planning.
- Two legacy strategies have been devised, one by the Scottish Government and, separately, one by Glasgow City Council. These two legacy documents have a number of features in common, including a desire to increase participation in sport, an economic and employment legacy, boosting international links, and enhancing Glasgow's image.
- In order to boost public participation in sport following the Games, a target has been set to establish 150 Community Sports Hubs across Scotland.
- A £10m Active Places fund has also been established in order to develop places facilitating physical activity in a local setting, such as playgrounds and skate parks.
- SportScotland has established frameworks to enhance both coaching and wider sports volunteering, but the Health and Sport Committee has cautioned that there must be a sufficient degree of planning to cope with the anticipated demand from participants arriving at clubs following the Games.
- Similar to London 2012, plans to use the Games to regenerate a former industrial area of Glasgow forms a major component of legacy plans. The Games are being used as a focus either for new infrastructure in the East End of Glasgow, or to bring forward and concentrate projects which were already being planned.
- The Athletes' Village will incorporate 700 houses and flats, with a new railway station being constructed in Dalmarnock, and an 'East End Regeneration Route' designed to improve motorway links to the East End.
- The Clyde Gateway Initiative involves the clearance and decontamination of former industrial sites in the area in order to make them attractive to investors.

Executive Summary

The twentieth Commonwealth Games will take place in Glasgow over 11 days between 23 July and 3 August 2014.

Six thousand athletes and officials from 71 commonwealth nations and territories will attend, with 17 sports represented in total. There will be 20 events (across five sports) for elite athletes with disabilities.

Fourteen venues will be used for the Games, including a purpose-built athletes' village, velodrome and arena at Dalmarnock in the East End of Glasgow. A new mountain bike centre has been constructed at Cathkin Braes on the south side of the city, a new hockey centre created in Glasgow Green park, and a significant new structure added to the SECC Precinct by the Clyde which will host both a wide number of sports as well as the broadcast centre. For all other venues, refurbishments have been carried out.

Audit Scotland and the Coordination Commission of the Commonwealth Games Federation have both stressed that a project to convert Hampden Park into a track and field venue requires close monitoring.

The budget for the Games is £561.7m. Around £461m is being provided from public funds with the remainder raised through commercial activities (such as ticket sales, sponsorship and merchandise). The Scottish Government is contributing around £382m (or around 80% of the public costs), with Glasgow City Council contributing the remainder (around 20%).

One of the assumed effects of a major sporting event is that sporting participation will rise. However, research commissioned by the Scottish Government indicates that such an outcome can only happen where there is a high level of community engagement in legacy planning, and good institutional organisation with clear roles and responsibilities defined across the different bodies involved.

Two legacy strategies have been devised, one for the Scottish Government and, separately, one for Glasgow City Council. Both plans involve a number of headline outcomes and targets, with evaluation exercises conceived to assess legacy results in the longer term. These two legacy documents have a number of features in common, including a desire to increase participation in sport, an economic and employment legacy, boosting international links, and enhancing Glasgow's image.

It is difficult to estimate the potential economic impact which the Commonwealth Games will have on the economies of Glasgow and Scotland, in part because estimates for the economics of sporting events tend to be over optimistic of revenues and underestimate some of the negative effects of hosting such events. For example, the final costs of hosting the Manchester Commonwealth Games have been described as four times that of the original bid estimate.

A number of employment legacies could result from the Games, including helping to make more people employable in the longer-term, business in Scotland having greater confidence and skills to contract for major events in the future, and improving pathways into employment by addressing skills shortages in particular sectors. However, a report commissioned to assess the skills requirements of the Games concluded that given the current high nature of demand for paid and volunteer posts, there may be a risk that the long-term unemployed may not necessarily benefit from the Games. Community benefit clauses have been put in place within the major construction projects, meaning that 10% of the labour force employed as part of such projects should be from the long-term unemployed or those directly leaving education.

In order to boost public participation in sport following the Games, a target has been set to establish 150 Community Sports Hubs across Scotland. A £10m Active Places fund has also been established. SportScotland has published frameworks to enhance both coaching and wider sports volunteering, but the Health and Sport Committee cautioned that there must be a sufficient degree of planning to cope with the anticipated demand in participants arriving at clubs following the Games.

Similar to London 2012, plans to use the Games to regenerate a former industrial area of Glasgow forms a major component of legacy plans. The Games is being used as a focus either for new infrastructure in the East End of Glasgow, or to bring forward and concentrate projects which were already being planned.

For example, the Athletes' Village will incorporate 700 houses and flats, some for purchase and others for rent through a number of community-based, registered landlords, along with a 120-bed care home for the elderly. In terms of wider investment, the Clyde Gateway Initiative is an urban regeneration company involving Glasgow City Council, South Lanarkshire Council and Scottish Enterprise. The intention is to clear and decontaminate problematic, former industrial sites in the area in order to make them attractive to investors. A new railway station is being constructed in Dalarnock, and an 'East End Regeneration Route' has been designed which will extend the M74 motorway to connect it with the M8 and M80, thereby improving transport links to the East End.

A number of potential areas of interest emerge from this overview of legacy plans for the Glasgow 2014 Commonwealth Games, including potential differences in intention between the two legacy plans, the capacity of sports clubs to handle greater participation in their sports, securing a legacy for disability sports, the difficulties of keeping delivery costs under control, and finding the right balance of investment to enhance Glasgow's image.

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1 Overview of the Glasgow Commonwealth Games 2014

The twentieth Commonwealth Games will take place in Glasgow over 11 days between 23 July and 3 August 2014.

Six thousand athletes and officials from 71 commonwealth nations and territories will attend, with 17 sports represented in total. There will be 20 events (across five sports) for elite athletes with disabilities.

Fourteen venues will be used for the Games, including a purpose-built athletes' village, velodrome and arena at Dalmarnock in the East End of Glasgow. A new mountain bike centre has been constructed at Cathkin Braes on the south side of the city, a new hockey centre created in Glasgow Green park, and a significant new structure added to the SECC Precinct by the Clyde which will host both a wide number of sports as well as the broadcast centre.

Extensive additions or refurbishments have been carried out at the Barry Buddon Shooting Centre, the Royal Commonwealth Pool in Edinburgh, the Tollcross International Swimming Centre, and the Scotstoun Sports Campus.

The total number of spectators is difficult to state definitively, but the Chief Executive of the Organising Committee has stated that there will be around one million¹. This is somewhat larger than the 2002 Games in Manchester which attracted around 400,000 people at ticketed events, and around one million visitors to the city over the ten days of the Games².

The budget for the Games is £561.7m. Around £461m is being provided from public funds. The Scottish Government is contributing around £382m, with Glasgow City Council contributing the rest³. Around £100m is being raised through commercial activities (such as ticket sales, sponsorship and merchandise).

2 Resources for the Games

2.1 Agencies and organisational approach

The Games themselves are being delivered by the Games Organising Committee, also called Glasgow 2014 Ltd. This body consists of a Board and an Executive Team, the latter headed by David Grevenberg. The Board has two representatives from each of the Games partners (Commonwealth Games Scotland, Glasgow City Council and the Scottish Government), as well as an athlete representative and four independent directors.

¹ Robertson, A. 2013. 'Going for gold (Glasgow Commonwealth Games)', in *Holyrood*, No 289 14 Jan 2013, pp54-55: <http://content.yudu.com/Library/A20nw8/Holyroodmagazine/issu/resources/54.htm>

² Maunsell, F. (ed) 2004. *Commonwealth Games Benefit Study: Final Report*. Warrington: pp17-18.

³ The Scottish Government. '2014 Commonwealth Games'. <http://nia1.me/1fp> Accessed 22.4.13.

Similar to the London 2012 Olympic Games, a 'Glasgow Business Portal' was established as an offshoot of the Commonwealth Games Business Portal to advertise Games contracts. As of September 2012, 75% of the 'Tier 1' contracts have been awarded to Scottish businesses, with more than half of these from Glasgow or the Clyde Valley⁴.

2.2 Funding model

The budget for the Games is £561.7m. Around £461m is being provided from public funds. The Scottish Government is contributing around £382m, with Glasgow City Council contributing the rest⁵. Around £100m is being raised through commercial activities (such as ticket sales, sponsorship and merchandise). The aim is that the Organising Committee will meet the £100m target through income from sponsorship, and the sale of ticketing, merchandising and broadcasting rights. Longines and SSE are already confirmed as Official Commonwealth Games Partners⁶.

It is difficult to estimate the potential economic impact which the Commonwealth Games will have on the economies of Glasgow and Scotland. In part, this is because estimates for the economics of sporting events tend to be over optimistic of revenues and underestimate some of the negative effects of hosting such events⁷.

For example, it has been suggested that the final costs of hosting the Manchester Commonwealth Games were four times that of the original bid, in part because of unforeseen increases in security costs due to 9/11, overestimates of revenue (particularly regarding television rights), 'and the general inexperience of the organising committee'⁸.

Nevertheless, the Manchester Commonwealth Games did achieve the creation of around 6,300 jobs (the equivalent to 10 jobs for each £1 million of public investment), an increase of £22 million in turnover for local companies, and an increase of 300,000 new visitors per year, spending some £18 million within the local economy⁹.

The Scottish Government estimates that from the £500m overall spending on Games venues alone, an average of 1,000 jobs will be supported and £60m will be contributed to Scotland's Gross Value Added for each of the six years of build-up. At its peak in

⁴ Robertson, A. 2013. 'Going for gold (Glasgow Commonwealth Games)', in *Holyrood*, No 289 14 Jan 2013, pp54-55: <http://content.yudu.com/Library/A20nw8/Holyroodmagazine/issu/resources/54.htm>

⁵ The Scottish Government. '2014 Commonwealth Games'. <http://nia1.me/1fp> Accessed 22.4.13.

⁶ Robertson, A. 2013. 'Going for gold (Glasgow Commonwealth Games)', in *Holyrood*, No 289 14 Jan 2013, pp54-55: <http://content.yudu.com/Library/A20nw8/Holyroodmagazine/issu/resources/54.htm>

⁷ Ingerson, L. 2001. 'A Comparison of Economic Contribution of Hallmark Sporting Events and Performing Events', in Gratton, C and Henry, I. (eds) *Sport and the City: The Role of Sport in Economic and Social Regeneration*, London: Routledge, p.46-59.

⁸ Wildsmith, J & Bradfield, M. 2007. 'Halifax Commonwealth Games Bid: Were the costs and benefits assessed?' *Canadian Centre for Policy Alternatives*, cited in Scottish Parliament Information Centre paper. 2007. *Glasgow Commonwealth Games Bill*: <http://nia1.me/1q6>

⁹ ECOTEC. 2006. *An Evaluation of the Commonwealth Games Legacy Programme*.

2012, where £140m was invested, around 2,000 full time equivalent jobs and £100m Gross Value Added were supported¹⁰.

3 Delivery of the Games

3.1 Games infrastructure

The following table summarises the 14 venues to be used for the Games. For greater detail about the ways in which these venues have been developed, see Annex 1.

Venue	Use
Athletes' Village	The village will host competitors and officials during the Games. Following the Games, when the temporary facilities are removed from the Games site, up to 1,400 homes will be built on the site and surrounding area.
Barry Buddon Shooting Centre	The venue will host the full bore, small bore, clay target and pistol shooting.
Cathkin Braes Mountain Bike Centre	The venue will host the mountain bike competitions.
Celtic Park	Celtic Park will host the Glasgow 2014 Commonwealth Games Opening Ceremony.
Emirates Arena and Sir Chris Hoy Velodrome	The Emirates Arena and adjoining Sir Chris Hoy Velodrome will host cycling and badminton at the Games.
Glasgow Green Hockey Centre	The centre will host hockey competitions.
Hampden Park	Hampden Park will host the track and field athletics competitions, and the closing ceremony.
Ibrox Stadium	Ibrox Stadium will host the rugby sevens.
Kelvingrove Lawn Bowls Centre	Kelvingrove will host the lawn bowls.
Royal Commonwealth Pool	The pool will host the diving competitions.
SECC Precinct	The SECC Precinct will host the boxing, gymnastics, judo, netball, wrestling and weightlifting. It will also be the home of the International Broadcast Centre and Main Press Centre.
Strathclyde Country Park	The park will host the triathlon event.
Scotstoun Sports Campus	The campus will host the squash and table tennis competitions.
Tollcross International Swimming Centre	All swimming competitions will be held here.

Table 1: Summary of the 14 venues to be used for the Glasgow 2014 Commonwealth Games

¹⁰ Legacy 2014 website. 'Key facts': <http://www.legacy2014.co.uk/what-is-legacy/key-facts> Accessed 26.4.13.

3.2 Skills, jobs and volunteers

The workforce for the Commonwealth Games consists of three parts: those employed directly by the Organising Committee, employees of companies through contracts let by the Organising Committee, and volunteers. A report commissioned to examine the skills required for the Games concluded that there are five potential legacies which could be realised: helping to make more people employable in the longer-term, business in Scotland having greater confidence and skills to contract for major events in the future, enhancing customer service skills, improving pathways into employment by addressing skills shortages in particular sectors, and raising the overall level and range of skills available within Scotland's workforce¹¹.

It is expected that the Organising Committee will employ around 1000 staff directly, in specialist areas such as event management, procurement, marketing and public relations, logistics and security¹². Around 15,000 volunteers will be recruited and trained by the Organising Committee. At the Manchester Commonwealth Games in 2002, the division of skilled volunteer positions was as follows:

Transport	2234
Event services	1314
Security	940
Technology	872
Ceremonies	766
Medical services	519
Media Services	340
TOTAL	6985

Table 2: Breakdown of volunteer positions by skill at the Manchester Commonwealth Games

In terms of contracts let by the Organising Committee, the evidence from the Manchester Commonwealth Games suggests that around 9,000 posts were created in 2002, with, for example, around 3,000 employed in security, 900 in cleaning, and 500 in hospitality.

An assessment of the skills requirements for Glasgow has concluded that rather than create a demand for *new* skills, the Games may create skills shortages in areas such as catering management, chefs and potentially bus drivers. These will be areas of high demand during the Games, and such demand may accentuate existing skills shortages in these areas within the job market. It has been suggested that one of the ways in which such demand could be met is the provision of additional short courses through higher and further education providers in the run-up to the Games¹³.

¹¹ Ekogen. 2011. *Delivering Skills for the Commonwealth Games: Final Report*: p45 <http://nia1.me/1ft>

¹² Ekogen (as above): p42.

¹³ Ekogen (as above): p44.

The Glasgow Commonwealth Games will employ around 15,000 volunteer posts, for which there has reportedly been around 45,000 expressions of interest¹⁴. Prior to the Manchester Commonwealth Games, there were around 22,000 expressions of interest, suggesting that demand for such posts is significantly higher this time round. It has been suggested that part of this may be down to the positive publicity generated around the 'gamesmakers' at the London 2012 Olympic Games¹⁵.

Given the high nature of demand for paid and volunteer posts, particularly during an ongoing economic downturn, there may be a risk that the long-term unemployed may not necessarily benefit from the Games. It has been suggested that this point must be specifically addressed, and active interventions put in place, for long-term employability benefits are to be realised¹⁶.

For example, community benefit clauses have been put in place within the major construction projects, meaning that 10% of the labour force employed as part of such projects should be from the long-term unemployed or those directly leaving education. Furthermore, it has been recommended that Glasgow follows a model set up for the Manchester Commonwealth Games, where a £5m Pre-Volunteer Programme was created to help 1,000 long-term unemployed secure volunteer roles.

Other recommendations include student placements and school work experience opportunities, and requiring tendering companies to work with existing recruitment agencies and training providers to source a proportion of their workforce from priority groups.

4 Legacy planning

4.1 Outline

In 2012, a review of the existing evidence for sporting legacy from previous major sporting events commissioned by the Scottish Government concluded that 'there does not appear to be an inherent direct link between elite sporting events and positive legacy outcomes'¹⁷. The review stated that a sound legacy can only happen where there is a high level of community engagement in planning, and good institutional organisation with clear roles and responsibilities defined across the different bodies involved.

Two separate legacy strategies have been prepared, by the Scottish Government and Glasgow City Council.

¹⁴ Robertson, A. 2013. 'Going for gold (Glasgow Commonwealth Games)', in *Holyrood*, No 289 14 Jan 2013, pp54-55: <http://content.yudu.com/Library/A20nw8/Holyroodmagazine/issu/resources/54.htm>

¹⁵ Garavelli, D. 10.3.13. 'No pain, no games: Tales from the Glasgow 2014 site', *Scotland on Sunday*. <http://nia1.me/1fu>

¹⁶ Ekogen (as above): p44.

¹⁷ Owe, E. 2012. Legacy Lessons from Past Large-Scale Sporting Events: Review of Evidence. Scottish Government Research Findings No 1/2012: <http://www.scotland.gov.uk/Resource/0040/00406065.pdf>

The Scottish Government legacy plan

The Scottish Government legacy plan is structured around four themes: 'active', 'connected', 'sustainable' and 'flourishing'. Within each of these themes, a number of aspirations are set out, deriving from a consultation process. Some examples of these aspirations are as follows:

Legacy theme	Examples
Active	To increase: <ul style="list-style-type: none"> • Level of physical activity across all age groups; • The capacity of Community Sports Hubs; • The number of volunteers.
Connected	<ul style="list-style-type: none"> • Schools to develop and sustain links with other Commonwealth countries; • Schools will use the Games as a curriculum stimulus; • An increased number of people from all ages and communities engaging with cultural and creative activity.
Sustainable	<ul style="list-style-type: none"> • People will have an increased understanding of the environment; • The 2014 Games will be seen as an example of environmental innovation and responsibility; • The physical environment of the East End of Glasgow will be improved, with increased access to public green spaces. • Energy efficient housing, venues, facilities and heating networks built for the Games, and a greener public transport fleet and integrated ticketing, to remain in place after the Games and contribute to emission reduction targets.
Flourishing	<ul style="list-style-type: none"> • Strengthening capacity within Scottish businesses, including social enterprises, to compete for contracts and 'reach into the global market'; • Contracts will include, where appropriate, social and environment clauses; • Employment opportunities should benefit 'those most removed from the labour market'; • Enhanced international recognition of 'the Scotland brand'; • Percentage contribution to 2015 tourism target.

Table 3: Some examples of the aspirations set out under the four themes in the Scottish Government's legacy plan for the Glasgow Commonwealth Games in 2014¹⁸

In order to achieve these aims, a number of specific legacy programmes have been commenced, dealing with seven distinct areas: sport; health; education and learning; culture; environment and sustainability issues; business, skills, tourism and international profile; and volunteering.

In the midst of this overarching strategy, a number of specific projects have been established to implement legacy plans. Some brief examples of such projects include the following¹⁹:

¹⁸ Please note that these are examples only; the full legacy document is available at: The Scottish Government. 2009. *Get, Set, Go: A Games Legacy for Scotland*. <http://nia1.me/1fz>

¹⁹ These examples are taken from: Glasgow 2014. October 2012. *Progress Report*. <http://nia1.me/1g7>

- **Community Sports Hubs:** a target of 150 clubs by 2016, where multiple sports clubs can be accommodated in one, local setting.
- **Active Places:** a £10m legacy fund created by the Scottish Government in order to develop places facilitating physical activity in a local setting, such as playgrounds and skate parks.
- **Young People's Sports Panel:** a panel of 16 people has been created to help draw up a school sports strategy.
- **Game on Scotland:** Education Scotland plans to create learning opportunities around Glasgow 2014.
- **Commonwealth Games Legacy for Communities Programme:** the Scottish Community Development Centre is supporting community organisations to use the Games as a catalyst for community activities and projects.

A Games Legacy Evaluation Working Group was established in January 2012 to design and deliver an evaluation of the legacy of the Games. This group is convened by the Scottish Government and comprises Glasgow City Council, a number of national partners and academics. So far, a report providing the methodology and baseline to be used carrying out measurements has been published, with further reports expected from 2013 until 2019²⁰.

The first of these updates set out a research baseline as a foundation for further assessments. It is stated that legacy impact assessments will continue until at least 2019.

Glasgow City Council legacy plan

Glasgow City Council has published its own legacy plan. A consultation exercise asked the residents of Glasgow what one action organisers should take to make sure there is a lasting benefit for the people of Glasgow. The chart (overleaf) displays the some of the results of this consultation.

²⁰ The Scottish Government. 2012. An Evaluation of the Commonwealth Games 2014 Legacy for Scotland. Report 1: Questions, Methods and Baseline: <http://www.scotland.gov.uk/Resource/0040/00408160.pdf>

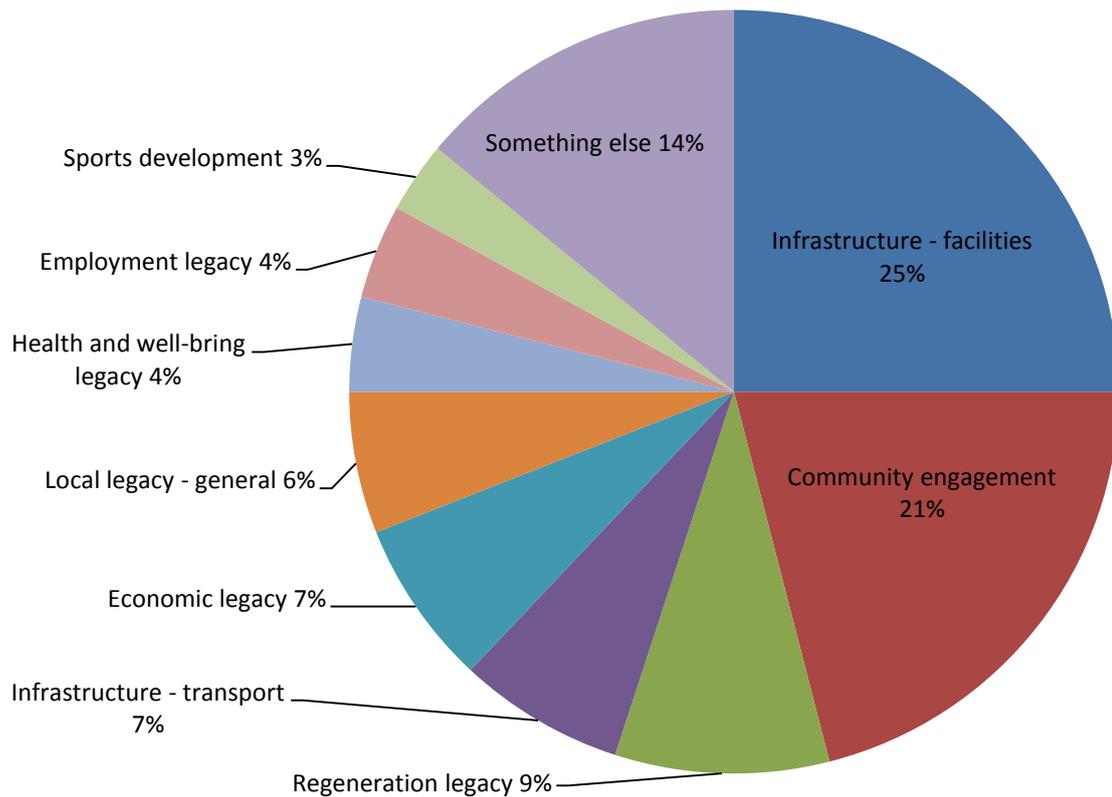


Figure 1: Results of the 'Have your say' question: 'What one action should organisers take to ensure there is a lasting benefit for the people of Glasgow?'

It can be seen from the results of this consultation that infrastructure and community engagement were the greatest desired outcomes, with sports development, health outcomes and employment scoring relatively low. In a Glasgow Household Survey, 50% of respondents said that they wanted Glasgow's image to improve as a result of hosting the Games²¹.

The Glasgow City Council legacy document is a longer, more detailed document, containing a set out 'headline outcomes', 'targets' and 'outputs'. A list of the headline outcomes within this legacy document is as follows. Some examples of the approach taken by Glasgow City Council to legacy measurement, including a series of targets and outputs, are provided in a table in Annex 2²²:

²¹ Glasgow City Council. (no date). *Glasgow 2014 Legacy Framework: A Games Legacy for Scotland*. <http://nia1.me/1g0> p9.5

²² Glasgow City Council (as above).

	Headline Outcome
A1	Improve business growth and performance
A2	Increase employment and training and development opportunities
A3	Improve the physical appearance of Glasgow, particularly in the East End
B1	Increase the capacity of the sports infrastructure, through improved club development and coach education
B2	Increase participation in sport and physical activity and contribute towards improving health and well-being of Glaswegians.
C1	Contribute towards the enhancement of Glasgow's reputation and image.
C2	Attract a range of cultural and sporting events to the city.
C3	Develop Glasgow's tourism industry
C4	Strengthen links with Commonwealth Nations
D1	Improve sustainable standards of living
D2	Improve access to, and use of, green spaces
D3	reduce climate emissions in Glasgow
E1	Improve transport connectivity across the city
E2	Provide a sustainable network of travel
F1	Encourage people in Glasgow to participate in volunteering
F2	Inspire new cultural activity and learning opportunities from Glasgow 2014

Figure 2: Summary of 'headline outcomes' within the Glasgow City Council legacy plan (see Annex 2 for further detail)

The first progress report from Glasgow City Council was published in January 2011 and reports on achievements to December 2010 and on plans for the period January 2011 to March 2012 (Glasgow City Council, 2011b). There is not, as yet, a published report available on achievements since January 2011 or plans for the period from April 2012.

4.2 Public participation in sport and physical activity

A number of initiatives are listed on the Scottish Government's legacy website under the 'Active' theme, such as grants under the Active Places Fund, activities in schools, and Community Sports Hubs.

Among the activities in schools, the Scottish Government has committed to ensuring that by 2014, every school pupil in Scotland will benefit from at least two hours of PE per week in primary school'. SportScotland is distributing £3.4 million to local authorities over the next two years to help them deliver the PE commitment, and Education Scotland is supplementing this with a £2.4 million package to provide support to local authorities and teachers.

The 2014 Commonwealth Games legacy website also notes the important role of sport volunteers and coaches, particularly in making progress towards the goal of getting more people active²³:

Volunteers play a crucial role in encouraging and supporting participants from grassroots and club level right through to performance sport. At present there are 90,000 coaches and 150,000 volunteers in sport in Scotland, yet despite these numbers there are still shortages of volunteers in many of the sports clubs and organisations across Scotland²⁴.

One of the Commonwealth Games legacy goals (under the theme of Active Scotland) is to ensure that coaching in Scotland has the maximum impact on individual participants, and Scotland as a whole, by engaging inactive children and adults in sport. The Active Scotland Workforce Development Group has been set up to focus on ways of making sure that the right people (coaches and volunteers) are in place to deliver this legacy goal.

To take forward measures to promote coaching in Scotland, SportScotland has produced two important documents: *Coaching Scotland 2011-2015: A Framework for Sports Coaching in Scotland²⁵*, and a *Volunteer Framework Document²⁶*.

The coaching document is intended to help SportScotland and its partners engage more and better coaches in Scotland, recognising the contribution made by coaches, tutors and mentors, whether paid or volunteers.

The volunteering document has been produced to provide a strategy for how SportScotland will develop and grow volunteering in sport in Scotland. It offers a guide for clubs and organisations seeking to promote volunteering. The Scottish Government has set a target of developing 150 Community Sports Hubs across all local authorities by 2016 to increase the availability of, and improve access to, facilities for physical activity and sport for local communities and clubs across Scotland, with 50% of all Hubs based in schools. Their development is supported with £1.5 million per year²⁷.

Nevertheless, when the Health and Sport Committee of the Scottish Parliament examined the issue of community sport during an inquiry in 2012, the committee expressed concern that, at the time, very few governing bodies had developed volunteer strategies. The report strongly suggests that the government and national sporting agencies should show greater leadership by supporting volunteers in sport more actively and by promoting a culture of volunteerism²⁸.

²³ Scottish Parliament Information Centre paper. 2012. *Community Sport*. <http://nia1.me/17c>

²⁴ The Scottish Government. <http://www.legacy2014.co.uk/>

²⁵ SportScotland. 2010. *Coaching Scotland 2011-2015: A Framework for Sports Coaching in Scotland*. <http://nia1.me/1q4>

²⁶ SportScotland. 2011. *Volunteering in Sport 2011-2015*. <http://nia1.me/1g5>

²⁷ Legacy 2014 website. 'Community Sports Hubs': <http://www.legacy2014.co.uk/what-is-legacy/legacy-programmes/active> Accessed 26.4.13.

²⁸ Health and Sport Committee of the Scottish Parliament. 2013. *Report on Inquiry into Support for Community Sport*. <http://nia1.me/1fs>

It was also noted that there appears to be a lack of detailed information about the extent of volunteering capacity in Scotland's sporting sector. The committee report recognises that volunteer capacity is one of the key issues in facilitating a greater uptake of sport among Scotland's population. To this end, the committee requested that the Minister for Sport and Commonwealth Games, with SportScotland and other key agencies in the sector, provide an update 'on all aspects of volunteering in sport', with particular reference to 'qualified coaches and the state of readiness for the increase in demand for club sport that it is hoped will materialise on the back of Glasgow 2014'.

4.3 Infrastructure and facilities

Beyond the fourteen Games venues, further infrastructure investment is underway. Defining which aspects of infrastructure investment relate specifically to the Games is difficult, as a number of projects are 'being brought forward by the Games and not necessarily just for the Games'²⁹.

After the Games, the Athletes Village will incorporate 700 houses and flats, some for purchase and others for rent through a number of community-based social registered landlords, along with a 120-bed care home for the elderly. Further phases at the Athletes Village have plans for another 765 homes, shops and commercial property³⁰.

A wider scheme of redevelopment is being undertaken in Dalmarnock than the Athletes' Village and Velodrome alone. The Clyde Gateway Initiative is an urban regeneration company involving Glasgow City Council, South Lanarkshire Council and Scottish Enterprise. The regeneration company will work alongside the plans for the Athletes' Village, the new arena and velodrome, 'to help stimulate land values and encourage wider private sector investment and regeneration of the area, to support potential job creation and economic growth in the East End'.

The Clyde Gateway Initiative has a 25 year Business Plan based on a £200m public investment programme, designed to leverage a further £1bn of private sector investment. This plan aims to decontaminate and clear former industrial land to make it viable and 'development-ready' for investors, create new jobs and homes in the Clyde Gateway area, and increase the number of green spaces in the East End of Glasgow.

A new railway station is being constructed in Dalmarnock, and an 'East End Regeneration Route' has been designed which will extend the M74 motorway to connect it with the M8 and M80, thereby improving transport links to the East End.

²⁹ Comment by David Grevemburg, Chief Executive of Glasgow 2014 Ltd, in Robertson, A. 14.1.13. 'Going for gold (Glasgow Commonwealth Games)', in Holyrood, No. 289: <http://www.holyrood.com/2013/01/going-for-gold-3/>

³⁰ Clyde Gateway. 'Athletes' village': <http://nia1.me/1q2> Page accessed 26.4.13.

Audit Scotland and the Coordination Commission of the Commonwealth Games Federation have both stressed that a project to convert Hampden Park into a track and field venue requires close monitoring³¹.

In terms of grassroots facilities, the development of the Community Sports Hub (CSH) initiative represents SportScotland's contribution to achieving the Scottish Government's Glasgow 2014 Commonwealth Games legacy plan. Based in local facilities such as sports centres, community centres, club pavilions, the natural environment and schools, the aim of CSHs is 'to bring local people together and provide a home for local clubs and sport organisations'. The intention is for these to operate on a flexible model that can be shaped to suit local circumstances.

5 Potential areas of interest

A number of potential areas of interest emerge from this overview of legacy plans for the Glasgow 2014 Commonwealth Games.

5.1 Differences in intention between the two legacy plans

Are there potential conflicts of intention or responsibility between the Glasgow City Council legacy plan and the Scottish Government legacy plan? While many aspects of the two plans are similar, will a strong focus on Glasgow businesses draw economic activity away from Edinburgh, and other areas of Scotland?

5.2 Capacity in encouraging greater participation

While there are a number of legacy plans which deal with the issue of encouraging greater public participation in sport (such as the 'Active' theme in the Scottish Government strategy), the Health and Sport Committee of the Scottish Parliament recently noted a lack of detailed information about the extent of volunteering capacity in Scotland's sporting sector.

5.3 A legacy for disability sports

Is there a specific disability legacy plan, given that there are at least five disciplines with a parasports component? A recent report by the disability charity Whizz-Kidz has stated that although 66% of the children whom they surveyed had taken up sport as a direct result of the London 2012 Olympics/Paralympics, the charity also says that more needs to be done to include children in sporting activities in schools. Whizz-Kidz found that 33% of children with a disability said that they did not take part in PE as much as other children³².

³¹ Robertson, A. 14.1.13. 'Going for gold (Glasgow Commonwealth Games)', in Holyrood, No. 289: <http://www.holyrood.com/2013/01/going-for-gold-3/>

³² Whizz Kidz: <http://www.whizz-kidz.org.uk/> Site accessed 27.2.13.

5.4 Delivery costs

The experience of Manchester Commonwealth Games in 2002, the delivery of which cost approximately four times that of the planned budget, demonstrated that a degree of unpredictability exists in such major events. For example, in December 2012 it was reported that the security budget for the Games has more than trebled to £90m. The Scottish Government stated that additional costs have been identified following a review of the 2012 London Olympics³³. Has Games planning become more precise as a result of these experiences, or is there a likelihood that the Glasgow budget may continue to vary?

5.5 Glasgow's image

A desire to change Glasgow's image was expressed strongly in consultations on legacy plans. Is the balance between regeneration of Glasgow's East End, and the refurbishment of other venues around the city and elsewhere, the right one? For example, is the £4m allocated to the Cultural Programme Open Fund sufficient to highlight and enhance the city's creative activities?³⁴

³³ BBC News. 18.12.13. 'Glasgow 2014 Commonwealth Games security cost up 200%': <http://www.bbc.co.uk/news/uk-scotland-glasgow-west-20769485>

³⁴ Glasgow 2014. 'Glasgow 2014 unveils £4 million fund for cultural sector to celebrate Commonwealth Games': <http://nia1.me/1q8> Page accessed 29.4.13.

Annex 1: Summary of 2014 Games venues

Venue	Use	Development
Athletes' Village	The village will host competitors and officials during the Games. Following the Games, when the temporary facilities are removed from the Games site, up to 1,400 homes will be built on the site and surrounding area.	The village has been constructed from scratch on a 35 hectare site in Dalmarnock, in the East End of Glasgow. It has capacity for 6,500 bed spaces for athletes and team officials. The site is being developed by Glasgow City Council with City Legacy, a private-sector consortium. Preparatory land work started on the 35-hectare site in August 2009. The Athletes' Village will be completed in January 2014. 260,000 items of furniture, fittings and equipment were obtained from the London 2012 Olympic and Paralympic Games for use in the Athletes' Village. As of January 2013, the Athletes' Village was described as being 'over 50% constructed' ¹ .
Barry Buddon Shooting Centre	The venue will host the full bore, small bore, clay target and pistol shooting.	The Barry Buddon Shooting Centre is located near Carnoustie on Scotland's east coast. The centre has a well-established Full bore firing range that was used for the Edinburgh 1986 Commonwealth Games. Clay target, pistol and small bore rifle ranges have been added.
Cathkin Braes Mountain Bike Centre	The venue will host the mountain bike competitions.	The Cathkin Braes Mountain Bike Trails are located 15 minutes from the Athletes' Village on the south side of Glasgow. The trails have been constructed anew on land owned by Glasgow City Council and South Lanarkshire Council. Following the Games, the venue will become a permanent facility for use by local communities and for international competition. The British Cross Country Championships will take place at Cathkin Braes Mountain Bike Trails in July 2013.
Celtic Park	Celtic Park will host the Glasgow 2014 Commonwealth Games Opening Ceremony.	The ground is owned by Celtic Football Club. Built in 1892, the stadium was completely redeveloped and upgraded in 1999 with a capacity of 60,000 seats.
Emirates Arena and Sir Chris Hoy Velodrome	The Emirates Arena and adjoining Sir Chris Hoy Velodrome will host cycling and badminton at the Games.	The venue was constructed specifically for the Games, and is located alongside the Athletes' Village in the East End of Glasgow. The facility is owned by Glasgow City Council. The arena has a 200 metre, 6 lane athletics track which is hydraulically operated to allow for other events, such as the badminton, to be held. The velodrome's permanent viewing capacity of 2,500 will increase to 4000 for the Games. The arena is also the new home of the Glasgow Rocks basketball team and Scotland's the Glasgow Wildcats netball team. The Sir Chris Hoy Velodrome has already hosted the UCI Track Cycling World Cup in November

¹ The Scottish Government. 2013. *Infrastructure Investment Plan 2011: Progress Report for 2012*: p26.
<http://www.scotland.gov.uk/Resource/0041/00413690.pdf>

		2012, the Scottish National Track Championships and the UCI Under-13 Track Championships in 2013. A bid is being formulated for the 2016 World Track Championships.
Glasgow Green Hockey Centre	The centre will host hockey competitions.	Glasgow Green is the city's oldest public park, located close to the city centre. Within the park, the National Hockey Centre was designed specifically for the Games and will open in the summer of 2013 ² . This new facility will consist of two synthetic hockey pitches as well as athlete and official support areas. There are permanent stands to seat 500 spectators and an additional 4,500 temporary seats will be added for the Games. The new hockey facility is owned by Glasgow City Council. After the Games, the facility will act as headquarters for Scottish Hockey and will be used by Glasgow schools for training and competition.
Hampden Park	Hampden Park will host the track and field athletics competitions, and the closing ceremony.	Hampden Park in Glasgow is the home of the Scotland football team and will hold around 44,000 spectators at the Games. The ground will undergo significant modifications, with the playing surface being raised by 1.9 metres, and a warm-up track and jump area created next to the stadium at Lesser Hampden.
Ibrox Stadium	Ibrox Stadium will host the Rugby Sevens.	Home of Rangers Football Club, the stadium was built in 1899, but has undergone a number of episodes of renovation including extensive work in 1997. It now has seating for 50,000 spectators.
Kelvingrove Lawn Bowls Centre	Kelvingrove will host the Lawn bowls.	The facility is owned by Glasgow City Council and was upgraded to international standard from 2010 to 2011 with the reconstruction of five bowling greens. 2,500 seats will be installed for the Games.
Royal Commonwealth Pool	The pool will host the diving competitions.	Located close to Arthur's Seat in Edinburgh, the Royal Commonwealth Pool was constructed in 1967, and was used for the Commonwealth Games in 1970 and again in 1986. It is owned by City of Edinburgh Council and is a Category A Listed Building, but underwent major refurbishment in 2012. Seating capacity will be increased to 2,500 for the Games.
SECC Precinct	The SECC Precinct will host the boxing, gymnastics, judo, netball, wrestling and weightlifting. It will also be the home of the International Broadcast Centre and Main Press Centre.	The SECC campus will form the largest venue precinct of the Games. Opened in 1985, the SECC is located on the banks of the River Clyde on the site of the old Queen's Dock. It already has the SECC Exhibition Halls and the Clyde Auditorium (known as the 'Armadillo'). A further structure, 'The Hydro' is being added to the Precinct. Designed by Norman Foster, The Hydro is due to open in late 2013 and will seat 12,500 spectators. The Clyde Auditorium, opened in 1997, will showcase the weightlifting/powerlifting competitions, while the SECC's main exhibition halls will host boxing, judo, netball (preliminaries)

² Scottish Hockey. 20.2.13. 'Progress being made on Glasgow Green Hockey Centre': <http://nia1.me/1fk>

		and wrestling. Halls one and two. Development of the SECC Precinct has been described as 'a key part of Glasgow's plans for the regeneration of the Clyde Riverside' ³ .
Strathclyde Country Park	The park will host the triathlon event.	Strathclyde Country Park is on the south-eastern edge of Glasgow and is owned by North Lanarkshire Council. For the Triathlon competition, Strathclyde Loch will be used for swimming, with the cycling and running stages taking place along the surrounding network of roads and pathways. The course is being upgraded for the Games, 'leaving a legacy for future events and training' ⁴ .
Scotstoun Sports Campus	The campus will host the squash and table tennis competitions.	Scotstoun Sports Campus is owned by Glasgow City Council and is already a sports facility, housing the National Badminton Academy, indoor tennis centre and other fitness facilities. During the Games, Scotstoun will use six new permanent squash courts for singles matches, with the capability of conversion to four doubles courts. It will also feature a glass-walled show court for Squash events, surrounded by 2,500 seats to ensure spectators get a great view of the action. The table tennis competition will be played across two show courts and eight match courts. There are 2,500 seats around the show courts and up to 500 for the match courts. After the Games, 'Scotstoun's upgraded facilities will be a valuable resource for future international championships and for use by elite and aspiring athletes' ⁵ .
Tollcross International Swimming Centre	All swimming competitions will be held here.	Tollcross International Swimming Centre is owned by Glasgow City Council and has been extensively refurbished and extended. The existing 50 metre, 10-lane pool has been joined by a new 50m, six-lane warm-up and training pool. An additional 1,000 permanent spectator seats are being added as part of the extension work, and a further 3,000 temporary seats will be provided, bringing the total spectator capacity to 5,000 for the Games itself.

³ Glasgow 2014. 'Venues: The SECC Precinct': <http://nia1.me/1fl> Accessed 22.4.13.

⁴ Glasgow 2014. 'Venues: Strathclyde Country Park': <http://nia1.me/1fn> Accessed 22.4.13.

⁵ Glasgow 2014. 'Venues: Scotsoun Sports Campus': <http://nia1.me/1fo> Accessed 22.4.13.

Annex 2: Extracts from the Glasgow City Council legacy plan for the 2014 Commonwealth Games¹

Headline Outcome (A1): Improve business growth and performance	
TARGETS	Examples of OUTPUTS
A1.1 Ensure the advertising of all relevant public and private sector procurement opportunities for Glasgow businesses.	<ul style="list-style-type: none"> • Increase number of Glasgow based firms winning public sector contracts; • Increase the capacity and expertise of local businesses, in terms of skills, tendering and procurement expertise, business networking and international expertise; • Increase the number of Glasgow-based BusinessClub Scotland registered businesses trading internationally.
A1.2 Provide business development and networking opportunities for Glasgow based firms.	
A1.3 Ensure Small and Medium Enterprises (SMEs) and Social Enterprises achieve access to public and private sector procurement opportunities.	
Headline Outcome (A2): Increase employment and training and development opportunities	
A2.1 Provide additional apprenticeship opportunities across Glasgow.	<ul style="list-style-type: none"> • Increase the number and range of young people undertaking apprenticeships in Glasgow; • Increase the number of businesses offering apprenticeships in Glasgow.
A2.2 Maximise access to employment and training support.	
Headline Outcome (A3): Improve the physical appearance of Glasgow, particularly in the East End	
A3.1 Improve public spaces and upgrade community facilities across Glasgow.	<ul style="list-style-type: none"> • Remediation of derelict and contaminated land; • Creation of new jobs in the Clyde Gateway area; • Creation of new homes in the Clyde Gateway area; • Increased population in the Clyde Gateway area; • Increased use of Dalmarnock Station; • Increased number of green spaces in the East End.
A3.2 Work with the Clyde Gateway URC to regenerate the East End of the city.	
A3.3 Create a new urban village in the East End of Glasgow.	
A3.5 Reduce the amount of derelict land across the city.	
Headline Outcome (B1): Increase the capacity of the sports infrastructure, through improved club development and coach education	
B1.1 Provide a sustainable network of clubs.	<ul style="list-style-type: none"> • Increase number of volunteers recruited and trained to work in clubs; • Increase number of new junior sections/clubs established; • Increase number of participants in performance programmes; • Increase physical activity levels among school-aged children.
B1.2 Ensure a well-trained workforce in the sports sector.	
B1.3 Improve sport plans.	
Headline Outcome (B2): Increase participation in sport and physical activity and contribute towards improving health and well-being of Glaswegians.	
B2.1 Develop new and improved sporting facilities across the city.	<ul style="list-style-type: none"> • Increase numbers of young people acting as sports leaders, coaches and volunteers in both school and community groups; • Provide a network of signed routes for pedestrians and cyclists; • Expand the public and schools swimming programme.
B2.2 Contribute towards levels of sport participation in Glasgow.	
B2.3 Develop new approaches to service provision and participation projects.	

¹ Glasgow City Council. (no date). *Glasgow 2014 Legacy Framework: A Games Legacy for Scotland*. <http://nia1.me/1g0>
The 'outputs' indicated here are examples only, and are not a comprehensive list.

Headline Outcome (C1): Contribute towards the enhancement of Glasgow's reputation and image.	
C1.1 Improve people's perceptions of Glasgow nationally and internationally, with particular emphasis on Commonwealth nations.	<ul style="list-style-type: none"> • Increased website usage/visits to Glasgow's destination marketing portal for the city, with a wide geographic spread; • Increase rankings for Glasgow as a top performing city in the UK.
Headline Outcome (C2): Attract a range of cultural and sporting events to the city.	
C2.1 Increase the number of sporting events and conferences in the city.	<ul style="list-style-type: none"> • Securing three additional World Championship/World Cup events between 2013–2017; • Increasing the number and range of cultural events taking place in Glasgow; • Increase range of active partnership programmes with Commonwealth countries and others.
C2.2 Develop a range of cultural events and projects in the city.	
Headline Outcome (C3): Develop Glasgow's tourism industry	
C3.1 Increase the number of jobs in the tourism industry in Glasgow.	<ul style="list-style-type: none"> • Increase tourism expenditure in the city and contribute towards the 60% target for increasing tourism revenue in Glasgow • Improve staff retention and reduce staff turnover in Glasgow's tourism sector • Increase hotel occupancy and yield • Undertake Route Development Plans for air, sea and surface, to improve number of direct routes and services to and from Glasgow, and to help increase the frequency and capacity on key routes.
C3.2 Increase the number of national and international visitors to the city.	
Headline Outcome (C4): Strengthen links with Commonwealth Nations	
C4.1 Increase the range of international relationships and partnerships	<ul style="list-style-type: none"> • Increase support for delegations and study visits from other countries • Establish new and grow existing relationships with less prosperous cities of the Commonwealth • Establish new working links with countries committed to international development
Headline Outcome (D1): Improve sustainable standards of living	
D1.1 Improvements in sustainable waste management.	<ul style="list-style-type: none"> • Establish Glasgow as Europe's most sustainable city within 10 years; • Reduce carbon emissions; • Increase use of sustainable energy resources; • Increase cleaner heating usage in Glasgow; • Increase number of people participating in environmental projects throughout the city.
D1.2 Improved use of renewable energy sources.	
D1.3 Enhance biodiversity, by dealing with environmental blight.	
Headline Outcome (D2): Improve access to, and use of, green spaces	
D2.1 Increase the number of green spaces	<ul style="list-style-type: none"> • Improved provision of walkways, riverbanks and aesthetics of the Clyde walkway, leading to increased use of walkway and green paths surrounding the riverside • All major Glasgow 2014 related sites will be remediated and appropriately cleaned and brought back into use
D2.2 Reduce the amount of contaminated land	

Headline Outcome (D3): reduce climate emissions in Glasgow	
D3.1 Reduce level of carbon emission in Glasgow	<ul style="list-style-type: none"> • Increased application and use of the BS8901 standard for all major city events (not just the Glasgow 2014); • 80% of all Glasgow 2014 related waste diverted from landfill.
D3.2 Divert 80% of all Glasgow 2014 related waste from landfill	
D3.3 Develop Low Emission Zones (LEZs) in Glasgow	
Headline Outcome (E1): Improve transport connectivity across the city	
E1.1 Reduction of journey times	<ul style="list-style-type: none"> • Reduced journey times at peak periods across and through Glasgow; • Reduce traffic along the local road network adjacent to the new M74; • Reduce road accidents.
E1.2 Reduced congestion on the M8 and local road network	
Headline Outcomes (E2): Provide a sustainable network of travel	
E2.1 Shift in transport usage towards more sustainable modes of transport	<ul style="list-style-type: none"> • A modal shift to more sustainable and more active, healthier modes of travel • Improved air quality in Glasgow • Increase number of cyclist and walking trips across the city • Health improvements of residents in the city.
E2.2 Increase in the number of cyclist and walking trips	
Headline Outcomes (F1): Encourage people in Glasgow to participate in volunteering	
F1.1 Increase the number of people registered as volunteers in Glasgow	<ul style="list-style-type: none"> • Increased participation in volunteering; • Increased opportunities for people to access skills training (including accredited training) as part of volunteering; • Greater employment opportunities and community interaction for individuals who volunteer; • Improved lifelong learning.
F1.2 Maximise the number of Glasgow residents registered as a potential volunteer for Glasgow 2014 with the Organising Committee	
Headline Outcome (F2): Inspire new cultural activity and learning opportunities from Glasgow 2014	
F2.1 Increase literacy, numeracy and health and wellbeing among Glasgow's children and young people, through Glasgow 2014 related education and cultural programmes	<ul style="list-style-type: none"> • Increased participation in volunteering; • Increased opportunities for people to access skills training (including accredited training) as part of volunteering; • Greater employment opportunities and community interaction for individuals who volunteer; • Improved lifelong learning.
F2.2 Increase participation in sports of school age children	