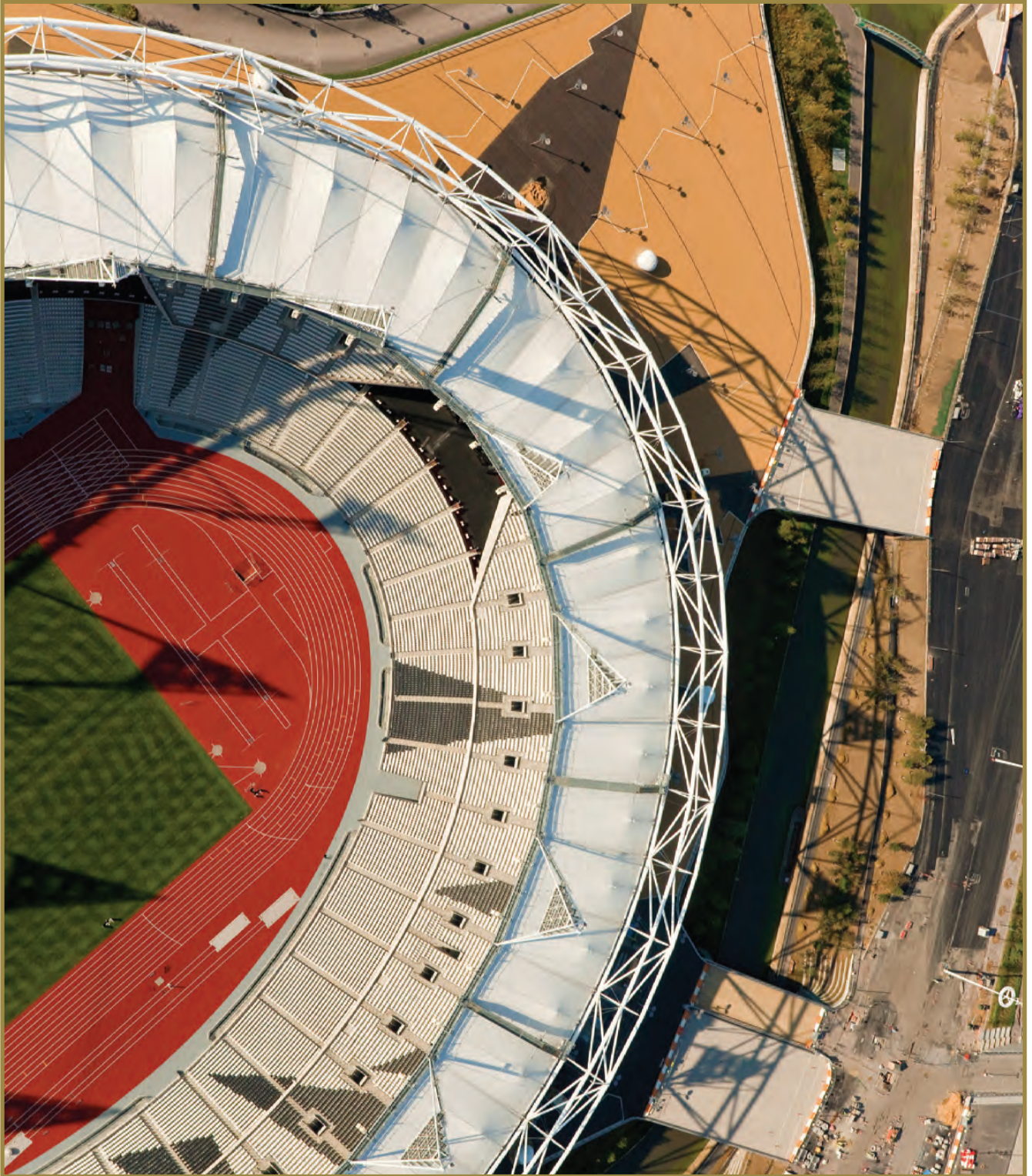


To Bid or Not to Bid

Making global events work for city development



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is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

Established in 1936, the Institute today has more than 30,000 members worldwide, representing the entire spectrum of the land use and development disciplines. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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ULI has been active in Europe since the early 1990s and today has nearly 2,000 members across 27 countries. ULI Europe has a particularly strong presence in the major European real estate markets of the United Kingdom, Germany, France, and the Netherlands, and is also active in emerging markets such as Turkey and Poland.

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Executive Summary

CITIES THAT ARE CONSIDERING BIDDING for an event should follow these ten steps to optimise benefits.

1. Plan and invest for the long term. Hosting events is not a quick fix for a city's problems. With a long-term plan, the city can develop a "no white elephants" policy for the event. City leaders must start by considering what the city needs to do to prosper and succeed, then align events so as to make the event an accelerator of progress towards those long-term goals and not a distraction from them.

2. Consult and build a coalition to support the event. Consultations with citizens and business partners must build a long-term consensus and coalition around the event-based strategy. Events are a tool for building the city, but they do so mainly indirectly and over the medium term, so it is essential that the role of the event is understood and accepted.

3. Think and act nationally and locally, and manage the politics. Although it often is a single city that is seen as the host of an event, in most cases it is officially the nation that plays host. Different benefits can be achieved at the local and national levels. Effective delivery will rely on effective governance that promotes collaboration among national, regional, and local authorities, and provision of a means to resolve problems and address challenges.

4. Select the right event or events. The city must consider different events in terms of their potential benefits and decide whether hosting can be an important trigger, catalyst, or accelerator for its development, as well as identify the realms in which the event could be particularly helpful.

5. Select the right locations. Some events are multisite across wide geographical areas, such as the FIFA World Cup; others are multisite within a smaller geographical area, such as the Summer or Winter Olympics; and others are single-site events in a single area, such as a world exposition. Each involves key choices and brings a different pattern of potential impacts.

6. Promote a clear identity and reputation.

Any bid for an event must be guided by the wider branding and communication objectives that a city wants to achieve. Before a city develops a bid, it must work out the identity and reputation it wants to secure and be committed to building those throughout the whole process.

7. Win by bidding. The city should prepare and execute the bid for the event focussing on communicating and leveraging the benefits of bidding. If the bid wins, the city should rapidly put in place plans to secure the long-term programme of benefits and organise the delivery plan for the event around those outcomes. If the bid loses, the city must work hard to continue to secure the benefits from having made the bid and take stock of opportunities to bid again.

8. Consider bidding for a series of events.

Many cities have realised that the costs and risks associated with bidding for an event can be offset more effectively—and the capacity for bidding and hosting justified and utilised more fully—if they develop a longer-term approach to hosting events.

9. Build capacity to organise the legacy and shape the leveraged investment.

Cities that win the right to host an event should set up a special-purpose vehicle with a strong mandate to deliver the local and physical legacy—and do so as early in the process as possible.

10. Seek outside help. Cities that have succeeded with global events have learned from others. There is a well-developed body of knowledge, there are communities of learning, and there are institutional capabilities at organizations like ULI that a city considering a bid can use to accelerate its planning.

Introduction

IN SUMMER 2012, London became the first city in the modern era to host the Summer Olympic Games for a third time; it had also hosted the Games in 1908 and 1948. But only 30 years earlier, the International Olympic Committee (IOC) had expressed concern that not enough nations and cities were applying to host the Games: through the 1960s, 1970s, and 1980s, the right to host the Olympics was not so keenly contested, and few of the leading international cities of the era bid for the Games or hosted them.

This all changed with the 1992 Olympics, when Barcelona spectacularly used the Games to reintroduce itself to the world and to decisively accelerate a programme of major urban redevelopment (see Barcelona case study). Since that time, many of the world's most successful cities have bid to host the Summer Olympics, including Beijing, Buenos Aires, Chicago, Istanbul, London, Madrid, Moscow, New York City, Paris, Rio de Janeiro, and Tokyo. The Olympics once again are seen as an event to bid for and to be a part of. The Olympic Games have been reinvented as a tool for long-term urban development and city positioning.

The world exposition has had a similar trajectory in terms of desirability. Following hard on the heels of Shanghai in 2010 and Milan in 2015, Dubai, United Arab Emirates; Ekaterinsburg, Russia; Izmir, Turkey; and São Paulo, Brazil, are the leading contenders to host the event in 2020 (a decision was to be made in late November 2013). Similarly, by 2020, the FIFA Football World Cup will have passed from the United States (1994), France (1998), South Korea and Japan (2002), and Germany (2006) to South Africa (2010), Brazil (2014), and Russia (2018), showing a remarkable ability to align itself with the most successful and fastest-growing national economies in the world. In contrast, in the 1970s and 1980s the World Cup was hosted by strong football nations that were not at that time world economic powers—Mexico, Spain, Argentina, and Italy. The FIFA World Cup is now an event for powerful and fast-growing nations that want to accelerate their path into global markets and global governance and build their cities as gateways for global talent, firms, and capital.

Hosting other global events has also become attractive, with Formula 1 motor racing, yachting's America's Cup, and the elite ATP World Tour tennis tournaments, to name but a few, being much sought after by nations and cities. At the same time, new international events have arisen. For example, the European Capital of Culture, the World Design Capital, and the Earth Summit are all now international events that attract bids from cities and nations hoping to host them. Other events have also started to spread their geography, going "on tour". Even the Tour de France is extending itself outside France, starting in the United Kingdom in 2007, Belgium in 2012, and the United Kingdom again in 2014.

The Imperatives for Event Hosting

The hosting of international events has become popular again for a series of interconnected reasons. In particular, the current phase in the development of the global economy has been one of increasing integration and mobility. Much more of the content of city economies is now contested through international competition, giving rise to increasing desire by cities that their identity, attributes, and advantages be well known and understood in international markets.

At the same time, many cities have gone through rapid processes of socioeconomic change that leave them with unused or derelict land, obsolete infrastructure, a deteriorating brand, environmental liabilities, or segments of their population without the skills or attributes to succeed in the modern economy.

These challenges are often costly to address, and it can be difficult to synchronise the attraction of new jobs, companies, facilities, and land uses without a comprehensive plan for change and a reinvestment strategy to support its delivery. Hosting international events can provide a means of catalysing these necessary plans and developments.

To Bid or Not to Bid

At the heart of the dynamic increase in cities and nations competing to host events lie major questions

RAISING THE BAR:

How Barcelona Became a Benchmark for Building a Global Event Legacy

Barcelona, Spain Summer Olympic Games 1992

Why the city bid. According to the Organization for Economic Cooperation and Development (OECD), the award of the Olympics provided the “foundation for Barcelona’s transformation”. Before it was awarded the Games in 1986, Barcelona was far from the thriving European metropolis it is today. Unemployment was 22 per cent, and the city’s physical environment was deteriorating as the impact of the Franco dictatorship continued to afflict the Catalan capital. From the outset, there was recognition amongst city leaders that the scale of the Olympic effort and its immovable deadlines could get public and private sector partners in Barcelona to commit to a unique project—the comprehensive modernisation/revitalisation of the city.¹

What the city hoped to achieve. According to Mateu Hernandez, chief executive of Barcelona Global, the Olympic project had five objectives: a) enhanced brand and identity impact; b) increased tourism; c) investment in infrastructure and land redevelopment; d) improved civic pride; and e) public/private partnership.² Through realisation of each of these objectives, it was anticipated that the Games would deliver a platform for long-term economic development success. Therefore, a successful legacy would require careful planning and a continued commitment to a new cycle of development long after the closing ceremony.

What the city did achieve. To some degree, all five legacy objectives were met. Before the Games, the Barcelona brand familiar today did not register internationally. The city leveraged the global audience of the Games to showcase Barcelona to the world. For example, the Press Centre, which was almost 2.5 times larger than its equivalent in Los Angeles in 1984, broadcast the Games to an estimated television audience of 3.5 billion, about 1 billion more than during the Los Angeles Olympics. With respect to tourism, the number of city visitors doubled between 1992 and 2000 to 3.5 million a year.³ During the preparation and delivery of the Games, the city’s infrastructure was substantially modernised and upgraded. For example, pre-Games investment saw the digital conversion of 30 per cent of the city’s telecommunications system as well as US\$4.5 billion of investment in the city’s roads and wider transport network.⁴

An OECD report on the impact of the Barcelona Games suggests that the civic pride generated by presentation of a successful Olympics cannot be underestimated. It explains that from the moment the Games were awarded, they were positioned as a “citizen’s project”—an Olympics “by the people for the people”.⁵ As such, when the Olympics were declared an enormous success, the citizens of Barcelona were able to share in the achievement and feel proud of their city once more. Finally, the Olympic project galvanised public/private cooperation in the city, and joint investment projects were realised at an unprecedented scale. For example, between 1986 and 1993, €12.47 billion was invested to prepare Barcelona for the Games, with the public sector contributing 40.3 per cent and the private sector 59.7 per cent.⁶

and challenges. Will the costs of bidding for or hosting an event ultimately be justified by the advantages and benefits that the chosen city accrues from doing so? Will the profit-and-loss account of the event be black or red? Can the likely outcome, whether net positive or net negative, be known in advance? And, perhaps most crucial, can the bidding city do anything meaningful to increase its benefits or reduce its costs?

Many cities are keen to consider hosting such events but have no direct experience. Because such events are fought over with renewed vigour, it is timely to re-examine the key challenges involved in deciding whether to bid, how to bid, which events to bid for, and how to make the most of such events.

Origin and Purpose of This Report

To investigate these issues and practices, ULI Europe held two pre-Olympics events in London during May 2012—a workshop titled “Event-Led Regeneration: Lessons from London 2012” on May 29 and 30, followed by the Trends Conference, titled “Creating a Legacy”, on May 30 and 31. It convened 70 decision makers from metropolitan and national governments across the world and from the world of property development to review “lessons on legacy” generated by London 2012 and by previous host cities of major sports events. The idea of the event was to generate insights that would be useful for cities that bid for or host events in the future.

This report considers and distils these insights and seeks to set out what is useful to know for cities that may consider bidding for or hosting Olympics, World Cup tournaments, world expositions, and other events over the next decade. Case studies are used to demonstrate how benefits of bidding and hosting have been codified in published research. These case studies have been designed to show what each city has achieved.

This report draws directly from discussions at the ULI London Olympics workshop, collates existing research, and benefits from additional primary research to offer insights to cities and nations that may be dealing with precisely the question: to bid or not to bid.

Why Bid? Bidding and Benefits

WHEN DECIDING WHETHER TO BID or not to bid, a city or nation contemplating hosting a global event inevitably undertakes a complex cost/benefit analysis. Hosting a global event has many perceived—and potential—benefits.

Events as Catalysts and Accelerators of City Development

Because of the pace of change within cities themselves, they desire the benefits an event can bring much more now than they did in the past, and they are willing to bid hard to get them.

Cities perceive that the only way to achieve the concentration and synchronisation of investment, branding, visitors, and facilities that comes from hosting an event—and at the scale and pace an event requires—is, in fact, to host such an event. It is true that policy initiatives and public funding alone can bring about redevelopment plans and projects, but they rarely reach the pace and scale of those associated with the planning and delivery of World Cup tournaments, world expositions, Olympic Games, and other global events. These events are accelerators of change, combined with precise deadlines that cannot be missed. They also stimulate market demand and global exposure much faster than do government-led policy initiatives alone.

As the example of the South African 2010 FIFA World Cup shows (see Johannesburg and Cape Town case study), the immovable deadlines and scale of opportunity associated with global events help not only mobilise significant financing, but also trigger the collective will and sense of urgency necessary to accelerate city development, and therefore often help a city overcome internal inertia by kick-starting a new cycle of action.

Neither public policy nor private investment alone achieves as much as the broader potential benefits of a global event. Media and visitor exposure, civic and community engagement, private sector sponsorship, diplomatic and intergovernmental goodwill,

concentrated use of land and sites, and the all-important immovable deadlines go well beyond what a public policy initiative can do for an area.

Public and Private Sector Benefits

As noted in ULI's 2010 report *The Urban Investment Opportunities of Global Events*, major events also attract a high level of support from business and the commercial sector, both as sponsors and as partners in the development process. The public and private sectors appear to have different interests which come together well in the hosting of an event. That report concluded that the public sector benefits from hosting global events for the following reasons:

- Urban development and investment are long-term activities. Hosting a global event helps provide milestones and staging posts, which help cities accelerate through cycles of development and investment in specific locations.
- Global events turn certain specific locations into national priorities for a specific period and allow a concentration of effort and a scale of public investment that would not ordinarily be possible.
- Global events provide a short-term boost for sectors of the economy, such as construction and tourism, and can bring people into the labour market and small firms into new supply chains.
- Global events stimulate greater participation and aspiration of citizens and have a major impact on community activism and self-help initiatives.
- Global events can offer new identities and a fresh start for places that may have developed a poor image or reputation and need to find a new path.
- Global events can strengthen local capacity, improve confidence, and build the ability to better manage change and development. It is important to have other major developments and projects in line to maintain momentum after the event.

DELIVERING AT SCALE AND PACE: How Johannesburg and Cape Town Built Local Development Momentum as Hosts of the 2010 FIFA World Cup

Johannesburg, South Africa FIFA World Cup 2010

Why the city bid. Though the FIFA World Cup is an event awarded to a country rather than a city, the bid and subsequent award of the 2010 World Cup to South Africa provided a key pacing device for development of Johannesburg itself. It was hoped that the World Cup would not only mobilise the will, finance, and urgency required to deliver key transport infrastructure and urban regeneration projects in Johannesburg, but also enhance the city's sports infrastructure and international positioning.⁷

What the city hoped to achieve. Many of plans involved the upgrading and construction of infrastructure, stadiums, and elements of the urban realm. However, it was the ambition of city leaders that the hosting of the World Cup would do more: they hoped the physical/spatial interventions would “catalyse economic development” and have an “impact on the lives of the people in low-income areas” of the city.⁸

What the city did achieve. Because the event took place in 2010, it is too early to assess the long-term legacy of the FIFA World Cup in Johannesburg. Nonetheless, a number of clear short-term successes can already be seen.

To change the international perception of Johannesburg as unsafe, the event was policed intensively, and visitors were encouraged to experience the city firsthand.⁹ As a result, the city began to project a warmer, safer, more exciting brand.

Transport infrastructure in the city was upgraded in preparation for the event. According to Lael Bethlehem, former chief executive of the Johannesburg Development Agency, this was a particularly important outcome because the city “never had a coherent network”.¹⁰ For example, the World Cup deadline catalysed completion of the Gautrain (South Africa's first high-speed commuter train) and the bus rapid transit system, which runs from Soweto into Johannesburg's inner city.

Two major urban development projects were also completed in time for the World Cup. The Ellis Park and the Nasrec precincts were both upgraded: green spaces were enhanced, new outdoor artwork and street furniture installed, new bridges and roads constructed, and new cricket and football pitches built. Also, the upgrading and design of the football stadiums in Johannesburg—Soccer City and Ellis Park—have been a source of immense pride for the people of Johannesburg and South Africa as a whole.¹¹

Cape Town, South Africa FIFA World Cup 2010

Why the city bid. The fact that Cape Town would host eight matches made the World Cup an attractive prospect to city leaders. A successful bid would help leverage the finance and urgency

The private sector also invests in areas that are hosting events for the following reasons:

- The associated immovable deadlines and other external requirements provide discipline, certainty, and a sense of private sector discipline.
- The areas that host events are generally the focus of major infrastructure renewal and modernisation, which encourages business efficiency and market access.
- The areas used usually have underdeveloped land and property markets and may be more affordable than other areas in the same cities, offering great potential for rapid value creation.
- Global events provide extensive opportunities for brand building and media exposure for the area

and its businesses, which can be leveraged as free marketing.

- Global events shape a local or regional investment market for several cycles into the future and offer “first-mover” advantages to those who invest at the start.
- Hosting global events can strengthen local supply chains and improve the skills of the labour force.

Broader Benefits

The benefits of hosting global events can also be much broader than those of short- to medium-term urban and economic development. Possible benefits include a “health legacy” created as citizens become more active, a governance dividend as different

required to deliver both a successful event and projects designed to improve the running of the city and the quality of life of its residents. Unlike many cities that participate in hosting a major event, Cape Town faced no crisis nor did it require the event to tell its story to the world. According to Pieter Cronje, communications director for Cape Town, the World Cup would instead be used as a “trigger to make things happen faster”¹²—accelerating urban and economic development in the city.

What the city hoped to achieve? The legacy objectives associated with the World Cup for Cape Town can be divided into three main categories: a) enhancing the quality of the public space; b) constructing and upgrading sports facilities so Cape Town could host people from all over the world for the event and local people could participate more easily in sports activities; and c) upgrading the city’s public transport infrastructure to reduce congestion, improve the access to the city for all Cape Town residents, and reduce the city’s carbon footprint.¹³

What the city did achieve. By almost all accounts, Cape Town’s hosting of the World Cup was very successful. A total of 500,000 fans visited Green Point Stadium across the city’s eight matches, whilst a further 1.2 million took advantage of the free viewing areas provided at venues across the city. There were no major security incidents, and the exposure of the city both to visitors and to others through the international press had a market value of about £17.4 million.

The physical legacy of the event was also impressive. The city’s transport infrastructure was comprehensively upgraded. The capacity of Cape Town International Airport was increased from 8 million passengers per year to 12 million, and traffic flows to

and from the north and south of the city were improved with the addition of two new transport interchanges.¹⁴

According to Andrew Boraine, chief executive of the Western Cape Economic Development Partnership, the city was also able to “fast-track the planning and implementation of an integrated rapid transport system”. Known as MyCiti, the system is a “ten-year programme to bring reliable public transport within reach of all communities in Cape Town to improve access and mobility”.¹⁵ The construction of Green Point Stadium, a state-of-the-art 55,000-seat venue, as well as the upgrading of local stadiums such as Athlone Stadium for grassroots football, was also a significant outcome.¹⁶ In all, £1.1 billion was spent on infrastructure improvements across the city.¹⁷

The World Cup was also used by the city to give back to its people through the upgrade of and creation of new public spaces. Perhaps the most successful example is the new 2.4-kilometer Fan Walk, which took fans from the central city areas to Green Point Stadium.¹⁸ On the day of the first World Cup match in Cape Town, the walkway was used by about 20,000 people, and it is still regularly used today by fans walking to the stadium.¹⁹ Not only were new public spaces created, but also the area around Green Point Stadium has become an urban park and home for a new athletics track, a new sports field, clubhouses, and a new garden.²⁰

Boraine also notes a change in culture in the city. He suggests that the event gave Cape Town the confidence to “think big, meet deadlines, and work together for a common purpose”. Regarding Cape Town’s new City Development Strategy, Boraine suggests that the World Cup means that the city can “go beyond ‘business as usual’ thinking”.²¹

bodies and institutions learn how to work together and be more flexible, and even a cultural renaissance as celebrations associated with the event spill over into more collective action by citizens.

It is often also true that cities want to host events because the event itself is intrinsically attractive and appeals to certain groups of citizens. This is common with niche sports such as sailing and archery, or elite games such as chess. However, the thrust of this analysis is that the sport or hosted activity on its own rarely provides the payoff needed to justify the costs or the disruption caused. Therefore, an additional package of benefits is required to make the case for hosting.

What to Bid For: Distinctive Impacts of Different Events

IT IS AN INTUITIVE REALITY that different events yield distinctive benefits. Previous ULI reports have identified how the package of benefits from hosting an event can be understood and have assessed the specific benefits provided by different types of events.

In 2008, an article in ULI's *Urban Land* magazine reviewed the work by the Organization for Cooperation and Development (OECD) on event legacy, summarising how benefits of an event vary a) by the nature of the event, b) over time, and c) across different geographies.

The Nature of the Event

The nature of the global event has a significant impact on the legacy benefits that can be leveraged.

Figure 1 illustrates that what are termed bigger events tend to have a greater impact than their smaller counterparts, but not always, because some niche

events—such as the World Economic Forum in Davos, Switzerland, or the America's Cup yacht race—can have specific but far-reaching impacts. At the same time, whilst the visitor economy and city image are affected by all events to some degree, cultural and sports infrastructure are only affected by a certain few events. Also, smaller trade events can have a more significant direct impact on business interests, whereas the impact of bigger events is more diffuse, especially if the event is specialised.

The Timing of Event Benefits

Benefits accrue at different times in the life cycle of hosting a global event. Figure 2 shows at what stage in the timeline—from the decision to bid to the legacy of the event itself—such benefits appear.

Specifically, figure 2 illustrates that during the bidding phase, cities can accrue important benefits related

Figure 1: The Benefits of Hosting Certain Types of Events

Type of event	Visitor economy	Transport infrastructure	Urban infrastructure	Cultural infrastructure	Sports infrastructure	Visible legacy	City image	Business interest
Trade, bigger (World's Fair)	✓✓✓	✓	✓	✓		✓✓	✓✓✓	✓✓
Trade, smaller (World Petroleum Congress)	✓						✓✓✓	✓✓✓
Culture, bigger (European Capital of Culture)	✓✓✓	✓✓	✓✓	✓✓✓		✓✓	✓✓	✓
Culture, smaller (Eurovision)	✓			✓			✓✓	✓
Sports, bigger (Olympics; Commonwealth Games)	✓✓✓	✓✓✓	✓✓	✓	✓✓✓	✓✓✓	✓✓✓	✓
Sports, smaller (World Cup; America's Cup)	✓✓✓	✓✓	✓	✓	✓✓	✓✓	✓✓	✓
Political, bigger (G8)	✓✓	✓	✓				✓✓	✓✓
Political, smaller (World Summit on Sustainable Development)	✓	✓	✓				✓	✓

Figure 2: Timing of Benefits by Event

Type of event	Deciding to bid	Bidding	Winning	Preparing	Hosting	1 year after event	5 years after event	10 years after event
Trade, bigger (World's Fair)	8	2 6 7 8	6 7 8	2 3 7 8	1 2 3 6 7 8	1 2 3 5 6 7 8	1 2 3 5 6 7 8	2 3 6 7 8
Trade, smaller (World Petroleum Congress)	8	6 7 8	6 7 8	7 8	1 6 7 8	6 7 8	7 8	7 8
Culture, bigger (European Capital of Culture)	8	6 7 8	6 7 8	2 3 7 8	1 2 3 6 7 8	1 2 3 5 6 7 8	1 2 3 5 6 7 8	2 3 5 6 8
Culture, smaller (Eurovision)	8	6 7 8	6 8	8	1 6 7 8	1 6 8	8	8
Sports, bigger (Olympics; Commonwealth Games)	8	2 6 7 8	6 7 8	2 3 4 7 8	1 2 3 4 6 7 8	1 2 3 4 5 6 7 8	1 2 3 4 5 6 7 8	2 3 4 5 6 8
Sports, smaller (World Cup; America's Cup)	8	6 7 8	6 7 8	2 3 4 7 8	1 2 3 4 6 7 8	1 2 3 4 5 6 7 8	2 3 4 5 6 7 8	2 3 4 5 8
Political, bigger (G8)	8	6 7 8	6 8	2 8	1 2 6 7 8	1 2 6 7 8	2 6 7 8	2 7 8
Political, smaller (World Summit on Sustainable Development)	8	6 7 8	6 8	2 8	1 2 6 7 8	2 6 7 8	2 7 8	2 8

1 Visitor economy	3 Cultural infrastructure	5 Visible legacy	7 Business interest
2 Transport and urban infrastructure	4 Sports infrastructure	6 City image	8 Managerial and events strategy development

to transport and urban infrastructure, city image, business interests, and development of managerial and events strategy. Therefore, bidding cannot be underestimated in terms of its significance. At the same time, the benefits of city management and an events strategy are present at all times for all events.

Figure 2 also highlights that more benefits accrue around the peak phases of hosting the event, but there are plenty of benefits, before and after the event itself, to be considered. For example, infrastructure is assumed to last for at least ten years after the event, though this timing relies on appropriate levels of investment being made during preparation for the event.

Finally, visitors are unlikely to arrive in large numbers before the event, though in some cases new facilities do attract people as they are opened.

The Spatial Scale of Event Benefits

Also important is the geographical scale at which benefits of hosting different types of event are experienced.

Scales range from local areas within the city—the event location or neighbourhood itself—to the entire city, to beyond the city. At this largest scale, benefits are experienced anywhere from the city's regional hinterland to the entire nation.

Figure 3 illustrates that a single event will have different benefits at different geographical scales. However, the *type* of event does affect the scale at which any particular type of benefit is experienced. For example, the benefits for transport infrastructure are more widely dispersed for sports and cultural events than for trade and political events. Sports events tend to have more consistently and widely dispersed benefits whilst political events tend to produce the least widely dispersed benefits.

Figure 3: Spatial Impact of Benefits by Event

Type of event	Visitor economy	Transport infrastructure	Urban infrastructure	Cultural infrastructure	Sports infrastructure	Visible legacy	City image	Business interest
Trade, bigger (World's Fair)	■	■	■	■		■	■	■
Trade, smaller (World Petroleum Congress)	■						■	■
Culture, bigger (European Capital of Culture)	■	■	■	■		■	■	■
Culture, smaller (Eurovision)	■			■			■	■
Sports, bigger (Olympics; Commonwealth Games)	■	■	■	■	■	■	■	■
Sports, smaller (World Cup; America's Cup)	■	■	■	■	■	■	■	■
Political, bigger (G8)	■	■	■				■	■
Political, smaller (World Summit on Sustainable Development)	■	■	■				■	■

Localized within city
 Citywide
 Beyond city

Analysis also shows that the “beyond city” benefits are more likely to be “invisible” ones, such as image, business interests, and the visitor economy. It does not necessarily follow that in order to achieve beyond-city benefits, the event must be of the bigger variety. Smaller trade and sports events, for instance, can result in benefits experienced beyond the city.

Figure 3 also highlights that events with multiple sites—especially ones that straddle several regions or nations—will have very complex benefits.

The Decision Whether to Bid

DESPITE THE INCREASING AWARENESS among cities of the potential benefits of bidding for or hosting an event, this awareness is not necessarily matched by public, media, and even expert opinion.

Economists typically argue that the money can be spent in better and more efficient ways, though comparisons with alternative uses for the public money are hard to make. They worry that by hosting global events cities may be engaging in wasteful competition, or that the anticipated benefits are difficult to secure and hard to measure. They also find it hard to weigh and contrast the value of somewhat intangible elements such as the boost in visitor numbers and media coverage, the need to keep to a timetable and meet deadlines, the market engagement, or the fact that public finance systems make it difficult for cities to attract sufficient investment in any other way. Because events concentrate impact in particular locations and the impact is varied—for instance, social, cultural, and environmental—it is difficult to measure the cumulative impact of an event.

Journalists are often cynical about “makeovers”, and citizens are often sceptical about whether there really will be local benefits that regular people can enjoy. National governments are also often less enthusiastic than city officials about such events because it is usually the national government that is required to sign guarantees underwriting the events and cities tend to use such events to seek influence on public investment processes.

The decision to bid is rarely taken lightly. Bidding involves participation in a contest against other candidate cities and nations within a framework of rules and assessments managed by a large and diverse jury of decision makers who do not necessarily reach the same conclusions for the same reasons, and who preside over a public process that is international in nature and takes several years to complete. The voting at the end of the process is never free of bias, and decision makers prefer to spread the events around the world, leading to a

reluctance to hold the same event twice in a row on the same continent.

This makes it critical for city leaders to carefully decide whether to bid, when to bid, and which event or events to bid for.

Assessing the Ability to Achieve Long-Term Goals

Because a host city or nation’s ability to achieve the desired outcomes depends on its ability to organize the effort to achieve them, the city must assess the extent to which its legacy goals are achievable. A city considering a bid to host an international event needs to address the following interrelated questions:

- What is the right time in the city’s development cycle to start bidding and hosting events? Does the

Qualities Needed for a Credible Bid for a Global Event

Cities and nations able to make a credible bid for a global event generally share the following characteristics.

- An established visitor economy and high-quality city marketing.
- Good relations between the city and a national government that sees local progress as a national priority.
- An established agenda for internationalisation of the city that has broad-based support.
- An active citizenry that enjoys global contests and would make generous hosts.
- Competent and well-regarded national associations and organisations that are connected to the event itself and its activity—for instance, a strong national Olympic committee, football association, chamber of commerce, or chess federation.
- Experience and know-how in managing large-scale development projects.
- Private sector investor interest that can translate into future market demand and sponsorship potential.
- Local and national media able to present a balanced view of the advantages and disadvantages of hosting events.

ACHIEVING CRITICAL MASS: How Consecutive Bids by Manchester Created the Momentum and Confidence to Win and Deliver the 2002 Commonwealth Games

Manchester, United Kingdom Commonwealth Games 2002

Why the city bid. The objective of Manchester's bid for the Commonwealth Games in May 1995 was not only to deliver a world-class spectacle, but also to "leave a lasting legacy of new sporting facilities and social, physical, and economic regeneration".²²

According to Eamon O'Rourke, head of community and cultural services at Manchester City Council, the Games were "a great opportunity to build a new vision of the city which had identity problems after the industrial decline".²³ Specifically, city leaders intended to use the Commonwealth Games to rejuvenate a declining part of the city and turn it into a new, thriving city district.

At the same time, the Commonwealth Games bid would continue the momentum and confidence gathered by previous bids to host the 1996 and 2000 Olympic Games, as well as the development plans associated with each of these bids.²⁴ Finally, a successful event in Manchester would not only be beneficial for the city itself, but also would prove that the United Kingdom could host a successful major event, paving the way for the London 2012 Olympics bid.

What the city hoped to achieve. City leaders in Manchester were explicit about using the Games as a means to leave a sports legacy, a volunteering legacy, a transport legacy, and the legacy of a new 38,000-seat stadium, the City of Manchester Stadium. However, rejuvenating east Manchester to address problems such as high unemployment, a low skills base, derelict land, and poor infrastructure was perhaps the major intended outcome.²⁵ O'Rourke suggested that the Commonwealth Games also represented a "great excuse to bring national resources to the city".²⁶ It was anticipated that in the 15 years after the Games, east

Manchester would attract around £2 billion in public and private investment.²⁷

What the city did achieve. According to the Commonwealth Games Federation, the "successful hosting of these multisport games demonstrated to the world that the U.K. was more than capable of hosting events of such magnitude, and this played a significant part in securing the 2012 Olympic Games for the city of London".²⁸

As well as this organisational achievement, there were a number of other successes. As the Games approached, a core group of major regional stakeholders was formed, including, for example, the North West Tourist Board and the British Tourist Authority. This group coordinated a series of savvy marketing campaigns to showcase to the world the tremendous renaissance achieved in Manchester long before the Games began. As a result, tourism numbers following the Games began to rise. For example, in 2003, a 7.5 per cent increase in passenger traffic was recorded at Manchester City Airport.²⁹ Also, the £110 million City of Manchester Stadium was completed in time for the Games and had its capacity increased to 48,000 after the games, with further plans for an increase to 61,000 in the future. Known now as the Etihad Stadium, it is home to Manchester City Football Club and hosts numerous outdoor concerts.

In addition, a citywide transport strategy very effectively helped carry the 1 million visitors to and from the Commonwealth Games venues during the event. Also, the Post Games Volunteer Project (PGVP) contacted the 10,000 individuals who volunteered during the Games to ask if they would be interested in post-Games volunteering opportunities. In 2003, 1,700 volunteers were registered with the PGVP.³⁰

Lastly, creation of a "new east Manchester" has been a significant success. For example, the SportCity complex is home to Etihad Stadium, the Regional Athletics Arena, the National Squash Centre, the National Cycling Centre, the regional tennis centre, and the English Institute of Sport. In addition to these facilities, a number of hotels, bars, cafés, and restaurants have been developed, with local people benefitting from construction jobs, training, and commercial-sector employment after the Games.³¹

city seek to host multiple events over a period of time, or just one event?

■ What are the right events for the city to bid for? What benefits will they offer relative to costs? What are the chances of success in securing the hosting rights and accruing the intended benefits?

■ Can the city convince the public, media, national government, and expert community of the value of bidding for and potentially hosting the first event?

■ What is the best way to bid so as to optimise gains from bidding as well as to obtain the event? Can a bid be undertaken in such a manner that material gains result from the bidding phase even if the bid is unsuccessful?

■ What is required to fully realise the potential gains of bidding and hosting? Can the city acquire the skills and organisational capacity to make the most of hosting the event?

In considering these questions, cities must take an honest look at their situation and context, as well as

at the resources and expertise that they can leverage. The primary issue is to recognise that entering the world of event bidding is a major undertaking that requires substantial resources, attention, time, and effort. Some cities are better equipped than others to do it (see “Qualities Needed” feature box).

These basic attributes contribute to the ability of city to prepare a good bid. City leaders must carefully evaluate the city's strengths, then assess whether they can be mustered in support of a bid.

For many cities, realising that they have this bidding capability, or “machinery”, has contributed to their decision to become an event host. Before deciding whether to bid for one event, a city should first consider whether hosting multiple events in series would be worthwhile. Bidding for one event is a high-cost/high-risk strategy; bidding for many events and gradually acquiring the skills to take on ever larger and more challenging events might be a better place to start. The case of the Manchester 2002 Commonwealth Games illustrates this point (see Manchester case study).



Cape Town Stadium, South Africa

How to Bid: Achieving a Creditable Outcome

THE DECISION TO BID involves a process that is itself important, and city leaders who are skilled in orchestrating public debate may find that it motivates citizens in spectacular ways.

If a city establishes the basic capability and conditions to start a bidding process, then several other important ingredients are required to build momentum. The city needs the ability to

- mount a good bid and achieve a creditable outcome;
- benefit from the bidding process so that tangible outcomes result, even if the bid fails; and
- define a clear longer-term programme of benefits—a legacy—and build support for that longer-term series of outcomes.

Mounting a Good Bid and Achieving a Creditable Outcome

Usually, only one bidder wins the right to host an event—though the FIFA World Cup was recently awarded to two countries, Russia and Qatar, for consecutive tournaments—so any city that bids must be able to determine that it will not be unduly damaged either by bidding or by losing. Making such a judgement is not straightforward. If the cost of bidding without winning is determined to be too great, it is hard to justify bidding at all because success cannot be guaranteed.

For many cities, first bids are seen as “practice” bids in which the city communicates that it is testing its ability to bid in order to learn from the process, as well as from the other bidding cities. The bid leadership team must adopt a nuanced message that it is “bidding for real” as well as “learning for real” from the process. At the same time, the bid team must carefully appraise where it can score well in the early stages of bidding so the bid can act as an external validation of the city’s capability. The ability of the city’s marketing team both to lead the bid and communicate the positive messages from it are key.

Even if a city does not win, it can benefit from being validated by the event-awarding body—for example, the IOC, Fédération Internationale de Football Association (FIFA), and the Bureau of International Exposition—and by both the media and the international community for the bid that it has prepared. Awarding bodies take validation of bidders very seriously because they need to encourage continued enthusiasm for bidding.

Benefiting from the Bidding Process Even If the Bid Fails

Cities that generate momentum around bidding also find that they must be able to point to tangible internal benefits of bidding. They have to show that the bid itself is enabling the city to make progress on other priorities. The bid should be seen as a catalyst for the city’s development. These “bid benefits” might include

- the replanning and preparation of an otherwise disused site and development of better infrastructure;
- enhancement of the city’s image and identity and improvements in its marketing so that it becomes more visible and better understood;
- improvements in private sector partnership within the city so that business becomes a more active partner in a range of city-related projects;
- better intergovernmental relations so that national and state governments develop a stronger commitment to invest in the city in the future;
- greater confidence and commitment in the city to addressing longer-term priorities; and
- the evolution or acceleration of a longer-term plan for the city.

Defining a Clear, Longer-Term Programme of Benefits and Building Support for It

The ability to define the benefits of hosting an event is critical for orchestrating support in the bidding city and nation. It is essential to convince the awarding body that the event will be a success more broadly and will enhance the brand of the event itself; awarding bodies must protect and enhance the brand of their event and will seek only host cities that can do that. As noted, the range of benefits for the host city is potentially very broad and can come in different time frames with distinctive and varying geographies. Some will come as a direct consequence of hosting the event; others will be an indirect result.

Three overriding considerations determine whether a good package of benefits has been defined:

- the presence of a high-quality long-term agenda, vision, or plan for the development of the city so that the event can be used as a catalyst for accelerated development rather than a distraction from it;
- a good understanding of the event itself and its potential to act as a catalyst, and a good match between the long-term priorities for the city and the capability of the event to act as a driver for those outcomes; and
- the ability of the city to form a “second team” of capable individuals who will focus their attention and resources not on winning or staging the event, but on building and securing the event’s benefits.

All the evidence and commentary shows that the failure to put sufficient resources into planning and securing the benefits of an event is the chief reason why cities fail to optimise the potential outcomes.



Sydney Olympic Stadium, Australia

Making the Catalyst Work: Winning the Benefits

ONCE A BID HAS BEEN WON, a city must address how to realise the wider aims that have been set for the event's impact. The translation of a legacy proposition into the effective implementation of a precise programme of work is a substantial undertaking. Not all cities and nations are successful in this quest.

Which Cities or Nations Gain the Most, the Least, and Why

Understanding the factors that determine how a city or nation can optimise the benefits of hosting an event

is a critical task. It will inform which cities should invest resources in bidding and how they should bid. Given the different abilities of cities to bid for events and to make the most of them, it is important to clarify what optimises the outcomes.

First, it is not necessarily the cities with the most to gain that will gain the most from hosting an event. Instead, it is how well the city plans and executes the event itself that will determine how much it benefits. Cities with the most to gain may be least able to exploit the potential, although many examples exist of cities using events to overcome serious challenges and crises.

ACCELERATING LOCAL DEVELOPMENT: How Turin Used the 2006 Winter Olympics to Enhance Delivery of Its Development Plans

Turin, Italy Winter Olympic Games 2006

Why the city bid. During the 1980s and 1990s, Turin lost about 100,000 manufacturing jobs and with them the city's identity as Italy's undisputed industrial heartland.³² Not only did the city face acute socioeconomic challenges as a result of such rapid deindustrialisation, but also civic pride in the city declined and its international image suffered.

This downward spiral was halted by three key interventions: a) election of a new mayor in 1993, which gave the city a solid political platform to deliver positive change; b) preparation and delivery of two strategic city development plans in 1995 and 2000, which oversaw the physical and economic regeneration of the city; and c) the hosting of the 2006 Winter Olympic Games which restored a sense of pride to the people of Turin and relaunched the city to the world.³³

Crucially, the decision to bid for the Games was part of a broader process of city development in Turin. It galvanised interventions that were already in progress, and in doing so delivered a deeper, more sustainable legacy.

What the city hoped to achieve. Turin hoped for two main impacts. First, it planned to use the Games as a pacing device to sustain investment in its infrastructure platform that had begun with the 1995 Urban Plan and which was continued by the 2000 Strategic Plan.³⁴ Second, authorities in Turin hoped to leverage the global appeal of the Games to tell the story of the city's reinvention to the world.

What the city did achieve. Hosting of the Winter Olympics secured US\$1.02 billion of investment in the city's physical infrastructure, supporting delivery of the city's Urban Plan and Strategic Plan. Road, rail, tourism, and digital infrastructure were all improved.³⁵ As former mayor Valentino Castellani put it, "The Games were a unique opportunity to generate massive investment in a short space of time."³⁶ The overall impact was the continued transformation of Turin from an industrial city to a modern knowledge-economy city with specialties in design, art, information and communications technology, and tourism.

The hosting of the Games also successfully reintroduced Turin to the world and rebuilt the civic pride that was badly eroded during the 1980s and 1990s. Said Castellani, "The most important intangible legacy was the self-esteem of the community to reinvent itself."³⁷ At the same time, the global audience of the Games provided a once-in-a-generation opportunity for Turin to tell a new, more positive story about itself. Crucially, the physical upgrading of the city made this new narrative easy to articulate because it provided a clear and visible symbol of its regeneration.

Cities Seeking to Accelerate Change

It is often the case that an event has been an accelerator of change rather than the initiator of it. Turin used the 2006 Winter Olympics to add momentum and visibility to the city and its development plans following the crisis of industrial restructuring (see Turin case study).

Economically Buoyant Cities

Economically buoyant cities such as London, Paris, and New York City also bid for events, but they do so not simply to boost their existing economic strength, but rather to enlarge or integrate spaces within their cities that are otherwise underperforming (see London case study).

KEY CASE STUDY: The Legacy-Led Olympics

London 2012 Summer Olympics

When London won the right to host the 2012 Summer Olympic Games in 2005, one of the key strengths of the bid was its focus on the social, physical, environmental, and sports legacy it would create. The awarding of the Games provided the city the opportunity not only to deliver an outstanding sporting event in East London, but also to tackle some of London's important urban challenges and reinforce its economic competitiveness.

In particular, the hosting of the Olympics in East London provided London with the opportunity to better balance its development between east and west. The Olympics were about enabling London to shape its own future spatial development, using more of its capacity in East London by improving connectivity, enhancing and regenerating the area, and integrating it into the expanded central area of the city.

The longer-term benefits were the driving force behind the bid. As the OECD noted in its 2010 review, "London 2012 has the potential to set a new international standard in local development benefits achieved through staging global events."³⁸

The London Legacy Agenda

In 2005, the future 200-hectare Olympic site in Stratford, East London, straddled five of London's most deprived boroughs and was widely recognised as an industrial wasteland. At the same time, the site was just 6.4 kilometres from the City of London at the intersection of major road and rail infrastructure. It also formed the gateway to two of London's postindustrial growth zones, the Lee Valley and the Thames Gateway.

London's spatial economy is dominated by a vibrant and successful centre and west and a less successful east, which means London's economy can overheat quickly as its centre and west become congested. A key idea of the bid was to open up East London so

that London could have increased capacity and the city's future development could be more balanced.

From the outset, Olympic legacy planning was to the fore. The regeneration of the Stratford site would rejuvenate some of London's poorest neighbourhoods, as well as provide the city with the asset base and spare economic capacity with which to grow. Specifically, East London could support the city's economic diversification through the growth of new clean-tech industries and the continued emergence of existing strengths in the media, logistics, aerospace, and creative sectors.³⁹ East London could also help London become a greener, more inclusive city.

Before the Games, significant progress was made in the planning and delivery of the London Olympic legacy agenda. Five themes of the legacy planning emerged: regeneration, convergence, "no white elephants", three-phase planning, and use of existing and temporary facilities.

Regeneration in East London

At the ULI workshop in May 2012, Andrew Altman, then chief executive of the London Legacy Development Corporation, suggested that the Olympics Games provided an excellent excuse to regenerate East London and facilitate its urban development. Indeed, Altman said, "All the money engaged for the Games is spent thinking of the urban legacy it will generate."⁴⁰

The regeneration of East London represents a key strategic aim of those leading the delivery of the London 2012 legacy programme. Guided by three interlocking master plans, each with a different end date, the vision for the Olympic site foresaw the transformation of polluted industrial land into a well-connected, green, postindustrial centre with a strong multicultural community and a thriving economy. The aim of the regeneration project is not only to transform the area physically, but also to create opportunities to improve social conditions by creating jobs and improving access to services for those people living adjacent to the Olympic site.⁴¹

The initial budget for the project was £2 billion, but it was later revised to £9 billion.⁴² This figure includes many investments that would have been made without the Olympic Games or that

would have been desirable even without them. It also combines all the interventions—social and physical—required to facilitate infrastructure and environmental improvements; improve community cohesion; create new green spaces and enhance old ones; nurture retail, logistics, creative, and clean-tech businesses; and launch East London as the capital's new and dynamic metropolitan centre.

Convergence across London

Neale Coleman, director of London 2012 at the Greater London Authority, highlighted the issue of convergence as another significant pillar of the London Olympic legacy strategy. By convergence, Coleman refers to the ambition that over time the quality of life in East London should “approach, or come up to, the quality of life of the rest of the people in London in general”.⁴³ Indeed, one year after the Olympic Games were awarded, life expectancy in East London (70.7 years for a man in Canning Town) was significantly lower than that of West London (77.7 years for a man in Westminster).⁴⁴

Legacy planning is attempting to encourage convergence in the quality of life between East London and the rest of the city, through regeneration. Coleman is clear that though investment in public space and public transport in the area has been significant, it cannot be an end in itself. “A reliance on vague trickle down is not enough. . . . You can't just have a policy that is just a piece of wishful thinking.”⁴⁵

Throughout the legacy planning process, the institutions involved in the delivery of the London Olympics and its legacy have embraced the principle of convergence and designed their interventions to ensure that the benefits to East London and its communities are maximised.

The mayor of Newham, Sir Robin Wales, suggested that proactive, people-oriented interventions represent one mechanism by which convergence can be encouraged. Specifically, Wales noted

that community and individual resilience can be built through investments in such elements as music education, street parties, and sports programs that encourage skill building, particularly amongst young people.⁴⁶

“No White Elephants”

National and local leaders adopted a “no white elephants” policy for London 2012 throughout the legacy planning process to avoid poor public attitudes and a lack of investor interest.⁴⁷ London learned from the experience of Sydney, where the Olympic Park was underused for ten years after the Games, and Athens, where very few post-Olympics uses were defined for the main venues. London's own experience of the Millennium Dome, which lay dormant for five years before being redeveloped as the hugely successful O2 Arena, played a key part in motivating the approach taken for the 2012 Games.

The OECD report in 2010 confirmed that “exceptional efforts are already underway to secure long-term usages of Olympic venues and amenities after the Games”.⁴⁸ Whereas the Sydney 2000 and Beijing 2008 Olympic Games relied heavily on permanent Olympic sites, London 2012 used a number of temporary venues. In fact, of the 34 venues used during the Games in London, 19 existed before the games and only eight were built as new, permanent facilities. Seven structures were temporary, and of the 745,100 seats provided in new and existing venues used to host the Games, 257,000 eventually will be dismantled, including the 12,000-seat Basketball Arena.⁴⁹

Though questions remain around the future use of the Olympic Stadium, which will see its capacity decrease from 80,000 to about 25,000, the London Olympics are already becoming an example of best practice in ensuring that nothing is built to last that is not needed.⁵⁰ The city is working with Sochi, host of the 2014 Winter Olympics; Nanjing, host of the 2014 Youth Olympics; and Rio de

The case study of London shows that the London 2012 Games could have the dual effect of regenerating a deprived part of the city and adding to the city's economic capacity. Such impacts are often led by the infrastructure boost that an event can bring. Infrastructure enhances the capacity and mobility of the city and opens up new locations for investment.

Sydney represents another example of how a successful city can bid for, win, and benefit from hosting a global event (see Sydney case study).

Less Economically Buoyant Cities

The least economically buoyant cities usually are not able to mount a credible bid for a major event, or if

they do, they may have to wait many years to achieve intended outcomes, as is the case with Athens after the 2004 Olympics. This does not mean that the event is not worthwhile. Athens achieved a remarkably improved infrastructure and land use system from the Games. But a major event like the Olympics will not make up for other major challenges in an economic system: it does not have the capability to restructure an economy on its own.

Biggest Winners from Global Event Hosting

The comments and observations from the May 2012 ULI Europe workshop show that the cities that gain

Janeiro, host of the 2016 Summer Olympics, to ensure that each of these cities avoids the risks associated with white-elephant amenities.

Three-Phase Simultaneous Planning

Altman noted that London's intention in planning and delivering the Olympics was to learn from and incorporate the lessons of previous Games. London began to plan its Games almost as soon as the Olympics were awarded. Indeed, just two weeks after London's bid won, a bill was passed by Parliament to create the Olympic Delivery Authority (ODA).⁵¹ As Hugh Robertson, MP and minister for sport and the Olympics for the U.K. government, said, "getting started early has been absolutely key".⁵²

This move began a three-phase planning approach towards the delivery of the Games and its legacy. It is guided by three master plans:

- The first plan, which ran from 2008 to 2012, involved the site requirements for delivery of the Olympic Games.
- The second plan, which runs from 2012 to 2014 (the transformation phase), involves the transition of the Olympic site to a permanent urban quarter and park, the reuse of venues, and the integration of neighbourhoods into the activity of the site.
- The third plan, which runs from 2014 to 2030, involves the densification and development of the site into a new metropolitan area in London.⁵³

Although the three plans are intended to work together, it is the long-term requirements that drive what is allowed in the short and medium term.

The process was supported by three main delivery bodies: the ODA, responsible for infrastructure and venues; the London

Organising Committee of the Olympic and Paralympic Games (LOCOG), responsible for the Olympic event itself; and the Olympic Park Legacy company (OPLC), which became the London Legacy Development Corporation (LLDC) and is responsible for the long-term legacy of the Games and owns the Olympic site.⁵⁴

Altman is clear that this three-stage approach to planning and the use of major events as catalysts of urban regeneration are not new for London. However, the scale of the project and its significant leverage of public and private investment mean that this regeneration project for the East of London can also determine the future growth of London overall.⁵⁵

Using Existing Facilities and Temporary Facilities

Although London 2012 used a purpose-built Olympic Park to house the main stadium, the athletes village, media and broadcast centres, and several of the sports venues—including those for swimming and diving, basketball, and hockey, as well as the velodrome—several of these structures were temporary or had temporary additional capacity added, and many existing London venues were also used in the Games. These included the Wimbledon tennis complex, Lords Cricket Ground, Wembley Stadium and Arena, the Excel Centre, the O2 Arena, Greenwich Park, and other public spaces such as Horse Guards Parade in Whitehall.

Many other major venues outside London were also used for sailing, cycling, rowing, football, and other sports. This meant that London had a good balance between new and existing facilities, and between concentration and dispersal of events and spectators. It also enabled London to use and show off some of its well-established sports and historic locations.

the most from hosting a global event are those that have synchronised a number of features. The biggest winners tend to have the following:

- A long-term development plan for the city or district that will host the event and an understanding of how the event can accelerate development.
- A broad package of benefits identified for the social, environmental, spatial, economic, cultural, and governance realms, and a clear set of ambitions for each.
- A "legacy and leverage" organisational capability for each area of impact working simultaneously towards hosting the event whilst also ensuring its long-term

benefits. The leverage effort is distinctively planned, resourced, and managed. The efforts required to stage the event are separate from those deployed to secure the legacy, and one effort is not substituted for by the other.

- Legacy goals that lead the planning and thinking about how the event itself is hosted; decisions about alternative infrastructures, land uses, and amenities are made with the long-term, post-event intentions given highest priority.
- Plans for all event facilities—for post-event uses, for reuse for other purposes, or for removal.

BUILDING ON SUCCESS: How Sydney Used the 2000 Summer Olympics to Reinforce Trade and Development Success and Create a New City District

Sydney, Australia Summer Olympic Games 2000

Why the city bid. According to an OECD review, “unlike many global event-hosting cities, Sydney had little requirement to use its Olympics Games to fundamentally transform its future”.⁵⁶ The city already had an internationally successful brand, was home to a growing financial hub, and offered a high quality of life to its residents and workers. Nonetheless, city leaders bid for the Games because a successful event would reinforce Sydney’s strong development progress. Specifically, the revitalisation and international projection of the city’s private sector formed a strong component of the Sydney Olympic legacy.

What the city hoped to achieve. In addition to infrastructure improvements, a boost to the tourism sector, and construction of the new Olympic Park and its post-Games integration into the city’s urban fabric, city leaders hoped to leverage the expertise of Sydney’s private sector to deliver an excellent Games and showcase the high quality of Australian firms to the world.⁵⁷

What the city did achieve. According to the IOC website, the Sydney 2000 Olympic Games were “exceptionally well-organised” and a “true celebration of Olympic values and sporting excellence”. In large part, this was due to the planning and implementation capabilities of a number of the Australian firms responsible for delivery of the Games. The bid was led by the Sydney Olympic Bid Committee (SOBC), a “powerful consortium of some of Sydney’s most influential private and public sector actors”.⁵⁸

From the start of the process, leading Australian firms such as Lend Lease and Westfield were central to the delivery of the event. This helped strengthen their international reputation once the Games were declared a success.

The Sydney Olympics achieved a number of other outcomes for the city. The city’s infrastructure was upgraded: £3.96 billion was invested in infrastructure projects for the Games, and another £1.32 billion was committed to improving the city’s airport. Also, the screening of the Games to around 3.7 billion viewers in more than 200 countries reinforced the contribution of tourism to Sydney’s economy. In addition, the Olympic Park was converted into a new city district in accordance with a 2002 master plan, which guided the delivery of 110,000 square meters of commercial floor space.⁵⁹

A positive legacy is the result of good planning rather than external conditions. Though favourable external conditions may contribute to the speed and scale at which the desired outcomes are achieved, without good planning, it will be hard for a city to achieve an orchestrated programme of benefits.

Important Issues for Ensuring a Robust Legacy

Some important questions remain in examining the legacy of hosting a major event:

- Which elements are most important in securing a robust legacy—physical, social, economic, governance, identity, leadership, cultural, or other spheres?
- What is the proper role for governments—local, national, and intergovernmental? How have communities and businesses been effectively engaged?
- How does a city run a great event and achieve a great legacy at the same time?

Elements Most Important in Securing a Robust Legacy

Urban development is an integrated process. It is not possible for a city to succeed if it focusses on one realm alone. Substantial crossover influences exist among how a city works physically, environmentally, socially, and economically. Therefore, as the hosting of the 2011 Rugby World Cup in Auckland highlights, successful legacy planning involves a comprehensive programme of interventions (see Auckland case study). Having multiple outcomes across a number of spheres can help generate positive feedback in the city, which deepens the legacy of the event (see figure 4).

This is not to say that more emphasis cannot be placed on one area than another. The key issue for cities is to establish two things—what it wants to achieve and the potential of the event—so appropriate emphasis can be placed through the legacy planning process.

In general, most cities have infrastructure deficits that public investment cycles on their own are unlikely to overcome. Most cities also have locations where poorer people are concentrated and where disinvestment and underinvestment have occurred.

Figure 4. Maximising Legacy Impacts through Multi-Outcome Legacy Planning

City	Event	Examples of multiplier effects
Barcelona	Summer Olympic Games 1992	The goodwill generated by the Games helped minimise opposition to disruption caused by major investment in the city's physical platform and increased tourism following the event.
Lisbon	Expo 1998	Holding the event in a deprived area of Lisbon helped generate investment in a district that otherwise might not have attracted finance at the scale required for its development into a dynamic new neighbourhood.
Sydney	Summer Olympic Games 2000	Positioning Australian firms at the heart of delivery of a well-organised and successful Olympic Games showcased the companies' excellence to the world.
Manchester	Commonwealth Games 2002	The successful hosting of the Commonwealth Games by Manchester enhanced the United Kingdom's reputation for hosting major event and provided a boost to the London 2012 Olympics bid.
Turin	Winter Olympic Games 2006	The physical upgrading of the city helped maximise the impact of global exposure by providing a clear and visible symbol of Turin's regeneration.
Johannesburg	FIFA World Cup 2010	Use of the World Cup to accelerate delivery of an integrated transport network in the city will help promote more inclusive economic growth—benefiting both rich and poor—following the event.
Cape Town	FIFA World Cup 2010	By choosing to focus on improving public space, Cape Town not only improved the experience of the city for visitors, but also for local people following the event.
Shanghai	Expo 2010	Selection of "urban life" as the theme of the Expo helped raise awareness of the importance of city and local development and investment in a country that has a highly centralised political system.
Auckland	Rugby World Cup 2011	Hosting of the Rugby World Cup launched Auckland's major events strategy—a coordinated campaign to galvanise economic development across the region through the regular hosting of major events.

Moreover, many cities need continued investment in their identity and reputation and have complex governance arrangements that can be made more coherent. As such, events present a wide range of opportunities to help cities address these concerns. Integrated development plans tend to lead to integrated programmes of benefits from hosting, so the key goal is to work in an integrated manner.

The Role of Government and Engaging Communities and Businesses

Many segments of a community and society must engage in a global event if it is to be a success. For example, the participation of more than 6,000 schoolchildren in the opening ceremony of the 1982 Commonwealth Games in Brisbane and of over 10,000 volunteers at the 2002 Manchester Commonwealth Games helped ensure that the events were positioned as a project as much for the citizens as for the competitors and visitors. The role of community and cultural organisations, universities, and other groups

is central to winning local support, building community and volunteer participation, and achieving social benefits.

The private sector also has a critical role to play. Businesses must add their insights and suggestions to the bidding process. Once a decision to bid has been made, as the Sydney 2000 Olympic case study illustrates, firms can bring decisive skills and attributes to the processes of bidding and hosting, as well as legacy building.

Without doubt, however, it is government that must take the lead. Hosting an event involves long-term choices and commitments, as well as management of costs and risks in the public interest. These cannot be effectively undertaken without proactive government involvement. Governments must lead the debate about whether to bid, what to bid for, and how to bid. National bodies, such as football associations or national Olympic committees, are key partners

TAKING A COMPREHENSIVE APPROACH: How Auckland Increased the Impact of the 2011 Rugby World Cup through Multiple- Outcome Legacy Planning

Auckland, New Zealand Rugby World Cup 2011

Why the city bid. The Rugby World Cup is an event awarded to a country rather than a city, and multiple venues are used across different cities. Nonetheless, city leaders in Auckland recognised the potential of the world's third-largest sporting event—behind the Summer Olympic Games and the FIFA World Cup—to catalyse strategic development projects, position the city internationally, raise civic pride, change attitudes within Auckland, and rebrand the city as an event-hosting destination. In this regard, there was an explicit economic development motive behind Auckland's involvement.

What the city hoped to achieve. Auckland hoped to achieve five key objectives: a) making the most of Auckland's waterfront; b) telling the world Auckland's story; c) taking pride in the city; d) making public transport a habit for Aucklanders; and e) positioning Auckland as a major events destination.⁶⁰ This last objective has become a key economic development strategy for the city. "My vision is for Auckland to be the world's most liveable city," said Mayor Len Brown. "[F]uture major events are an important part of that vision."⁶¹

What the city did achieve. According to Auckland Tourism, the city has already achieved its objectives for Rugby World Cup 2011. Indeed, when set against the city's ambitions, the World Cup has had a significant impact. It has not only been a catalyst for major improvements in the city's infrastructure, but also has helped Auckland emerge as a desirable place to hold international events.⁶²

Among the city's accomplishments, a number of projects to upgrade the city's waterfront, such as the building of Wynyard Crossing Bridge, were fast-tracked in preparation for the World Cup. Also, Auckland airport extended its northern runway, and £33.5 million was spent to upgrade infrastructure such as rail stations and to redevelop Eden Park.⁶³ In addition, on the back of a successful event, Auckland has already secured a spot as host of the World Masters Games 2017, the world's largest multisport event. Over 85 per cent of Auckland residents surveyed said they were proud of the way Auckland hosted visitors, and 92 per cent of international visitors to Auckland for the World Cup said that they would recommend the city to others. Finally, a report by independent consultancy Market Economics stated that the Rugby World Cup generated a net additional expenditure in Auckland between 2006 and 2012 of £264 million. It also created about 14,000 jobs during the same period.⁶⁴

and should work closely with government to align strategies, distribute resources, and build momentum.

Intergovernmental organisations such as the OECD also have a role to play in facilitating the sharing of best practices so that knowledge regarding successful legacy building is more widely available.

Running a Great Event and Achieving a Great Legacy at the Same Time

As the case studies illustrate, cities that host global events today are determined to deliver both a world-class event and a legacy programme with multiple, long-term outcomes. Manchester, Lisbon, Cape Town, and Turin each have built a reputation not only for delivering a great Commonwealth Games, world expo, World Cup, and Winter Olympics, but also achieving significant legacy benefits.

In many ways, the event itself and the legacy are mutually reinforcing. By preparing to host a global event through effective project management and governance, key infrastructure enhancement, cross-party political support, and necessary investment, host cities put in place the foundations of a successful legacy programme. An accessible, well-organised, and well-supported event is a pillar for legacy building.

London is a good example of a city that organised its efforts both to deliver a great event and secure a great legacy. The city planned all the new investment and facilities in a manner that anticipated their final use well after the Olympics were over. It also recognised that the perceived success of the events itself is essential to the reputational pull the city desires in the long term.

Two general points that come from the London example are that legacy and benefits must be the organising idea from the start—defining how the event is planned and hosted and not an afterthought—and that the success of the event itself plays a key role in the way the legacy plays out afterward. Sydney's positive business legacy owes much to the perceived efficiency of the 2000 Games, which gave a big boost to the Australian business brand. At the same time, perceptions of poor event management at the 2004 Summer Olympics in Athens and the 2010 Commonwealth Games in Delhi did much to undermine the wider benefits that were achieved and made leveraging them more difficult.

Ten Principles for Bidding For and Hosting Major Events

THIS EXAMINATION OF THE EXPERIENCE of several cities has revealed what makes a positive legacy for the hosting of major events, explaining the rationale, potential, and skills required for both a successful bid and a successful legacy programme. Cities deciding whether to bid or not to bid must address ten key issues.

1. Plan and invest for the long term. Hosting events is not a quick fix for a city's problems. City leaders must start by considering what the city needs to do to prosper and succeed, and do some long-term thinking that anticipates the future drivers of change. A city needs to set out in a coordinated vision or plan its longer-term goals and the means to achieve them. An integrated plan for the future should combine social, economic, environmental, physical, governance, and cultural goals as important elements. Bidding for or hosting a global event then presents an opportunity to align that event with the city's long-term needs and make the event an accelerator of progress towards those goals rather than a distraction from them.

CASE STUDY EVIDENCE: It is clear from the case studies of London, Barcelona, Turin, Auckland, and others that the cities that make the most of the opportunity of hosting an event are those that have long-term development visions and plans that align with the event.

The city then can develop a “no white elephants” policy for the event by having clear knowledge from the start of the city's long-term, sustainability, infrastructure, and facilities requirements after the event.

2. Consult and build a coalition to support the event. Consultation with citizens and business partners on the key priorities for the city and the role of the event is critical. City leaders must build a long-term consensus and coalition around the event-based strategy. Events provide a tool for building the city, but they do so mainly indirectly and over the medium term, so it is essential that the role of the event is

understood and accepted. No city can successfully bid for or host an event without active support from citizens and business partners, so “forming the team” is a critical element. A lot of time passes between winning the right to host an event and the euphoria of its opening, so engagement of local people and businesses in the distribution of information on the economic benefits—training opportunities, jobs, contracts for local businesses, community access to facilities—will be crucial to maintaining cohesiveness before and after the event.

CASE STUDY EVIDENCE: Sydney's great success in 2000 was the mobilisation of volunteers and Australian businesses for the Olympic Games. The number of volunteers illustrated the enthusiasm and welcoming nature of Australian society. At the same time, Australian firms involved in the Games built a very powerful world-class reputation in programme management, infrastructure, and investment. The result was a very successful trade and investment legacy for the firms involved and many others in their sectors.

3. Think and act nationally and locally, and manage the politics. Although it is a single city that is often seen as the host of an event, in most cases it is officially the nation that plays host. Different kinds of benefits from an event can be achieved at local and national levels. Locally, concentrated investment can trigger a wave of place making. Nationally, the focus is more on identity and the reputation of the country. Economic and social benefits can be achieved at both levels. It is critical for any bid that both the national and local considerations are well thought out.

Bidding for and hosting a major event involves substantial political dimensions. Costs and risks have to be justified and agreed to at different levels of government—agreements that are very challenging to achieve. Because they often involve guarantees many

THINKING LOCALLY, NATIONALLY, AND GLOBALLY: How Shanghai Used Expo 2010 to Enhance Engagement at the City, National, and International Levels

Shanghai, China Expo 2010 Shanghai China 2010

Why the city bid. Expo 2010 Shanghai China, which ran from May to October 2010, was the first world exposition to be organised in a developing country. With this in mind, city leaders in Shanghai had a number of motives behind their bid. First, the event provided deadlines and financing requirement for delivery of substantial building projects that otherwise may not have been started or completed with such urgency. Second, the expo created an opportunity to tell the world more about China and about Shanghai as one of the country's most dynamic and cosmopolitan cities. Expo 2010 also gave Shanghai a chance to improve its image within China. As Tom Doctoroff, Shanghai-based director of North Asia for advertising agency JWT, said, "most Chinese are not generally fond of Shanghai".⁶⁵

What the city hoped to achieve. The organisers of the Expo 2010 had three main legacy objectives: a) improving the quality of the city's built environment and infrastructure; b) improving the city's—and nation's—international brand positioning; and c) enhancing the city's internal image amongst the Chinese. However, the event was organised to deliver a longer-term contribution in its own right. The theme of Expo 2010 was "Better City—Better Life", and activities were designed to start

a conversation about sustainable urban development and how to enhance the urban environment for residents. It was hoped that Chinese cities could learn from non-Chinese examples of urban best practices, and vice versa.

What the city did achieve. According to Shanghai Mayor Han Zheng, Expo 2010 will be "marked in history as a successful, wonderful, and unforgettable world expo".⁶⁶ At £38 billion, the event cost more to host than the £27 billion Beijing Olympics in 2008.⁶⁷ Attracting more than 70 million visitors from 246 countries and international organisations, the event broke all attendance and visitor spending records.⁶⁸ In addition, publication of the *Shanghai Manual* in November 2011 as a "guide to sustainable urban development in the 21st century" helped confirm the event as a project management success in its own right.⁶⁹

With respect to legacy, many outcomes will benefit the city long after the event. In the built environment, there have been many notable achievements. For example, between 2005 and 2010, 300 kilometres of new subway line were constructed in time for the event.⁷⁰ In addition, Shanghai's Hongqiao Airport opened a new terminal for domestic traffic, boosting its capacity by 60 per cent; and at Shanghai Pudong International Airport, a new section of the Middle Ring Road opened in April 2010 linking the facility to the city. Also, two major entertainment venues were constructed.⁷¹ The city's domestic image also improved. Says Doctoroff, "The infrastructure reform, particularly the subway, was met with amazement even by the most anti-Shanghai element, which consists of many people in China." The event itself left many of the 70 million Chinese visitors with a favourable impression of the city. Finally, the 4 million overseas visitors also left the city having had a positive experience. As a result, Shanghai "stepped up a level in internationalization".⁷²

years in advance, before intervening electoral cycles, these agreements act as a future commitment that must be honoured, usually by different government ministers than those who took the original decision to bid.

At the same time, powerful political dynamics surround the tendency of events to concentrate public and private investment in some locations rather than others over an extended period. This means that public officials come under intense pressure to show that holding the event in a certain location does not constitute an opportunity cost to other locations. Given such challenges, it is essential that cities and national politicians apply clear leadership to managing these issues.

CASE STUDY EVIDENCE: Resolving political issues often requires a bipartisan or cross-party approach so that decisions are shared across the political spectrum. Support for London's 2012 Summer Olympics was secured between the two leading parties: the bid was submitted by a Labour mayor and Labour prime minister, but the Games were held under the leadership of a Conservative mayor and Conservative prime minister.

Effective delivery relies both on clear, unambiguous, and effective governance that promotes collaboration among national, regional, and local authorities, and on clear means of resolving problems and challenges.

CASE STUDY EVIDENCE: In China, the hosting of the Beijing Olympics and the 2010 world expo in Shanghai within two years served to concentrate investment, new infrastructure, and land uses in both cities. At the same time, the two events served to introduce modern China into the new global era. Brazil's hosting of the FIFA World Cup in 2014 and the Olympics in 2016 will serve similar local and national purposes. The example of the Shanghai expo in 2010 provides insight into how event organisers must think at three scales—local, national, and global (see Shanghai case study).

4. Select the right event or events. A city must consider whether event hosting can be an important trigger, catalyst, or accelerator for its development and identify the realms in which the event could be particularly helpful.

The city should map the range of events it can bid for, develop, or initiate, and assess them in dialogue with higher tiers of government. The city also should undertake a more detailed appraisal of a small number of events, assessing both their potential benefits and the likelihood that submitting a competitive bid or winning the right to host the event will secure the benefits sought. Finally, it is important to decide which events should be given priority and what would be a logical sequence for making bids.

CASE STUDY EVIDENCE: Barcelona achieved a great deal by hosting the 1992 Summer Olympics. The city considered but has now shelved plans to bid for the 2022 Winter Olympics in conjunction with Catalan towns in the Pyrenees. The Winter Games would have had a different effect than the Summer Games. For example, the infrastructure development would have been regional rather than urban, and the image boost would have predominantly reached the winter sports fraternity—affluent people who ski and skate—rather than Catalans as a whole. The two events offer different potential benefits, but held some 30 years apart, they would have had the scope to contribute the right things at different points in the city's development cycle.

5. Select the right locations. Some events involve multiple sites across a wide geographical area, such as an FIFA World Cup tournament; others involve multiple sites within a smaller geographical area, such as a Summer or Winter Olympics; and others involve a single site in a single area, such as a world exposition. Each type of event involves key choices and brings a different pattern of potential impacts.

A city need not treat these events as a reason to construct expensive new venues: use of temporary structures, adapted buildings, or both often can minimise the requirement for construction. A compact site with good, varied connectivity through links to existing transport infrastructure can minimise the challenge of moving people that often plagues major events. The advantages of stand-alone sites that simplify upfront delivery are often undermined by the difficulty of integrating them into the urban fabric after the event if they are perceived as being remote.

6. Promote a clear identity and reputation. Any bid for an event must be guided by the reputation and identity the city wants to secure—elements the city should determine before it develops a bid. The city also should determine the benefits it is seeking from the bidding process itself, as well as develop a detailed plan for the benefits of the event should it be won.

CASE STUDY EVIDENCE: Turin's success in the 2006 Winter Olympics included its repositioning from declining industrial city towards an international and Alpine city of culture, knowledge, wine, food, technology, and innovation. The brand repositioning was a strategy that linked strongly with redevelopment efforts across the city. The example of the Lisbon expo in 1998 also illustrates how a clear sense of the image city leaders wish to project can help the city leverage the exposure associated with the global event (see Lisbon case study).

7. Win by bidding. A city should prepare and execute the event bid with a focus on communicating and leveraging the benefits of bidding. If the event is won, the city should rapidly put in place plans to secure the long-term programme of benefits and organise the delivery plan for the event around those

LEVERAGING GLOBAL EXPOSURE: How Lisbon Used the 1998 Expo to Tell Its New Story to the World

Lisbon, Portugal 1998 Lisbon World Exposition 1998

Why the city bid. From the outset, city authorities in Lisbon intended Expo '98 to be a “long-term investment in the city’s future”. Projects to improve the city’s infrastructure and connectivity in preparation for hosting were aimed at enhancing Lisbon’s long-term offer to visitors and businesses, as well as its citizens. Moreover, the venues and expo site itself were constructed with the intention that they would be integrated into the wider city structure following the event.⁷³

What the city hoped to achieve. As well as upgrading the road and rail network, organisers of Expo '98 hoped to reposition Lisbon as a culturally rich, vibrant city open to new investment and visitors. The event would put Lisbon firmly on the map, with the new Parque das Nações (the event site)—a rejuvenated industrial area—serving as the showpiece development project associated with the event.⁷⁴

What the city did achieve. The Lisbon Expo was a resounding success. According to Rolando Borges Martins, president, Parque EXPO, the positive impact included “countless benefits and investment opportunities”.⁷⁵ The new US\$1 billion Vasco da Gama Bridge is one of the world’s longest bridges, effectively linking northern Portugal to the south of the country. The rail network was also upgraded: for example, construction of the new Estação do Oriente station at the expo park has both created a new transport hub and provided the city with an architectural highlight. In addition, the expo venues were integrated into the Lisbon offer following the event; for example, the Oceanário aquarium, opened in 1998, still attracts 1 million visitors a year. Lastly, Parque das Nações was designed by emerging Portuguese architects to become a new and thriving commercial and residential district once the event was over.⁷⁶

outcomes. If the bid is unsuccessful, the city should work hard to continue to secure the benefits of having bid and evaluate the opportunities to bid on another event.

The bid process is often very competitive, and a city may need to bid through several rounds of evaluation before winning, but the process of producing a bid has benefits in itself and is worth investing in as a means of sharpening a city’s urban development strategy.

CASE STUDY EVIDENCE: Madrid has bid three times to host the Summer Olympic Games in recent years—in 2012, 2016, and 2020. Its losses to London for the 2012 Games and to Rio de Janeiro for 2016 were narrow, and the city is seen as having produced strong bids despite not winning. Madrid’s continues to bid because of the benefits it receives—being increasingly recognised as one of Europe’s global cities, the capital of the Spanish-speaking world, and a major bridge among Asia, Europe, and Latin America.

8. Consider bidding for a series of events.

Many cities have realised that the costs and risks associated with bidding for an event can be offset more effectively—and the capability for bidding and hosting justified and utilised more fully—if they develop a longer-term approach. Whilst individual decisions to bid must be taken on each event, the city also develops an approach that anticipates cumulative benefits from bidding on a series of events. Because different events can bring distinct impacts at different points in a city’s development cycle, this approach enables the city to phase and synchronise certain events with the desired outcomes. From a pragmatic perspective, this kind of approach also allows a city to define its own entry point into event hosting, possibly starting with smaller events before leading up to the larger, more expensive ones.

CASE STUDY EVIDENCE: Cities such as Cape Town, Brisbane, Glasgow, and Auckland have used the “series of events” approach. Auckland, for example, used the America’s Cup to kick-start its waterfront development process, and the recent Rugby World Cup played a key role in showcasing the progress of the Auckland Waterfront redevelopment. Cape Town used the 2012 FIFA World Cup to build confidence and competence so that a successful bid for World Design Capital 2014 could be mounted.

9. Build capacity to organise the legacy and shape the leveraged investment. At the May 2012 ULI workshop, officials from a number of cities stressed the importance of building an effective legacy and benefits management capability. Many

described the need to have a clear organisational form for the legacy work and to avoid having the legacy become secondary to the hosting requirements. To many of the officials, this meant that cities must institutionalize the approach to leveraging event benefits and dedicate a sufficient level of investment and expertise to legacy efforts.

CASE STUDY EVIDENCE: Whilst many cities have lamented that they did not organise their intended legacy properly, others have stayed close to their goals and achieved great success. The Manchester Commonwealth Games in 2002 provides a good example of how specialist skills and organisations were involved in ensuring that the urban regeneration process associated with the Games was successful and long lasting.

A city that wins the right to host an event should set up a special-purpose vehicle with a strong mandate for delivery of the legacy, and do so as early in the process as possible—certainly before the design of key venues is finalised. Building a well-judged mix of public and private sector skills into the delivery, legacy, and governance agencies will offer real dividends.

Although pre-event investment tends to be concentrated in the sites to be used for the event, it is the wider area around the sites that is often the focus for subsequent waves of investment. For this reason, wider district and citywide master planning is important to create and capture investment opportunities outside the event area.

In particular, it is important for city authorities to try to anticipate and shape such investment through

planning and development management that optimise investment and land uses in pursuit of longer-term goals. In general, the event district or zone can continue to attract substantial investment ten to 20 years after the event. Ensuring that the new district achieves its potential will require effective development management. This may mean the creation of special planning zones, formation of development agencies, and use of urban reinvestment instruments.

CASE STUDY EVIDENCE: Barcelona's 1992 Olympics triggered a much longer-term waterfront and industrial redevelopment process that is still in progress today, managed by specific development entities. Johannesburg's FIFA World Cup efforts have resulted in major new and improved stadiums that anchor new development districts in the city's townships, where development will be ongoing for several decades. London's development planning looks forward to 18 to 20 years of development in the district around Olympic Park.

10. Seek outside help. Cities that have succeeded with global events have learned from others. Turin learned much from Barcelona, and Oslo is now learning from Vancouver. There is a well-developed body of knowledge; there are communities of learning, often built around academic institutions like the Centre d'Estudis Olímpics (Centre for Olympic Studies) at the Autonomous University at Barcelona; and there are institutional capabilities at organizations like ULI that a city considering a bid can use to accelerate its planning process.

Conclusion: Building Knowledge and Know-How

DECIDING WHETHER TO BID OR NOT TO BID is ultimately a decision for city leaders and national governments. International experience shows that whether bidding and hosting make sense for a city depends significantly on the issues faced by the city, the nature of the events available, and the extent to which the two can be synchronised through an effective programme of leverage and legacy of outcomes that go beyond the hosting of the event itself. Understanding how to leverage such benefits is therefore central to establishing whether or not

to bid. The skills and knowledge of how to leverage an international event and make it a catalyst for urban development are becoming clearer through accumulated and shared knowledge and experience.

This report, along with ULI's advisory activities, is designed to help cities take the first steps towards successful event hosting, drawing upon some of the global know-how that is now available and, in particular, the inspiration of the London 2012 Olympic Games.

2006 Winter Olympics, Turin, Italy



Appendix 1

Case Study Summary: Key Legacy Planning Objectives and Delivery Outcomes

City/event	Objectives	Outcomes
Barcelona Summer Olympic Games 1992	<ul style="list-style-type: none"> Brand positioning Tourism sector boost Infrastructure and real estate investment Boost in civic pride Enhanced public/private partnerships 	<ul style="list-style-type: none"> The number of city visitors doubled from 1992 to 2000 to a total of 3.5 million a year. Between 1986 and 1993, €12.47 billion was invested in the city's physical platform. An estimated television audience of 3.5 billion tuned in, 1 billion more than during the Los Angeles 1984 Olympics. The Olympics were delivered as a citizens' project by and for the people. Of the total investment, 40.3 percent was provided by the public sector and 59.7 percent by the private sector.
Lisbon Expo 1998	<ul style="list-style-type: none"> International repositioning of Lisbon Redevelopment of an old industrial zone Infrastructure investment 	<ul style="list-style-type: none"> Tourism has increased; for instance, the Oceanário aquarium, opened in 1998, still attracts about 1 million visitors per year. The Expo site, Parque das Nações, has become a new destination in the city. Investments were made in road and rail systems—for instance, in the US\$1 billion Vasco da Gama Bridge.
Sydney Summer Olympic Games 2000	<ul style="list-style-type: none"> Infrastructure improvement Tourism sector boost Construction and post-Games integration of the new Olympic Park into the city's urban fabric Showcasing of the quality of Australian firms 	<ul style="list-style-type: none"> £3.96 billion was invested in infrastructure for the Games, and an additional £1.32 billion was committed to improving the city's airport. Screening of the Games to about 3.7 billion viewers in more than 200 countries has reinforced the contribution of tourism to Sydney's post-Olympics economy. Olympic Park was converted into a new city district in accordance with the 2002 master plan. Australian firms were praised for their role in the delivery of an exceptionally well-organised Games.
Manchester Commonwealth Games 2002	<ul style="list-style-type: none"> Creation of sports infrastructure and a sports ethos across the city Creation of a volunteerism culture Improved transport infrastructure Regeneration of east Manchester 	<ul style="list-style-type: none"> The £110 million City of Manchester Stadium was completed in time for the Games and had its capacity increased to 48,000 then 60,000 following the Games. In 2003, 1,700 of the 10,000 volunteers that supported the event were registered as volunteers for other city events. A new citywide transport strategy helped carry 1 million visitors to and from the Commonwealth Games venues during the event. The new SportCity complex in east Manchester is a thriving mixed-use development. In 2003, a tourism boost was indicated by a 7.5 percent increase in passenger traffic at Manchester City Airport. Successful event hosting in Manchester provided a boost to the London 2012 Olympics bid.
Turin Winter Olympic Games 2006	<ul style="list-style-type: none"> Sustained investment in the city's infrastructure platform Telling the story of the city's transformation to the world 	<ul style="list-style-type: none"> Investments totalling US\$1.02 billion were made in the infrastructure platform. Physical improvements to the city were viewed by a global audience. Civic pride was boosted.
Johannesburg FIFA World Cup 2010	<ul style="list-style-type: none"> Upgrading and construction of infrastructure, stadiums, and elements of the urban realm Physical development projects to catalyse economic development and benefits for low-income groups in the city A change in the international perception of the city 	<ul style="list-style-type: none"> The World Cup deadline catalysed the completion of the Gautrain (South Africa's first fast commuter train) and the citywide bus rapid transit system. The Ellis Park and the Nasrec precincts were both upgraded. The event was policed intensively and visitors were encouraged to experience the city firsthand to challenge their preconceptions of the city as unsafe. The upgrading and design of the football stadiums in Johannesburg (Soccer City and Ellis Park) have been a source of immense pride.
Cape Town FIFA World Cup 2010	<ul style="list-style-type: none"> Enhancement of public space Construction and upgrade of sports facilities Upgrade of public transport infrastructure 	<ul style="list-style-type: none"> Green spaces were created and others improved; the new 2.4-kilometre Fan Walk was used by 20,000 people during the first World Cup match in Cape Town and is still regularly used today. £1.1 billion was spent on infrastructure improvements across the city, including construction of the 55,000-seat Green Point Stadium. The event allowed fast-track planning and implementation of an integrated rapid transport system; traffic flows to and from north and south of the city have been improved with two new transport interchanges. The international exposure received by the city had a market value of about £17.4 million.
Shanghai Expo 2010	<ul style="list-style-type: none"> Improvement of the built environment and the city's infrastructure platform Improved international brand positioning for the city and nation Enhanced city image amongst the Chinese 	<ul style="list-style-type: none"> Between 2005 and 2010, 300 kilometers of new subway line were constructed in time for the event. Shanghai's Hongqiao Airport opened a new terminal for domestic traffic, boosting its capacity by 60 percent. The event attracted nearly 75 million visitors from 246 countries. The event left many of the 70 million Chinese visitors and the 4 million overseas visitors with a favourable impression of the city.
Auckland Rugby World Cup 2011	<ul style="list-style-type: none"> Making the most of Auckland's waterfront Telling the world Auckland's story Boosting of civic pride Encouragement of public transport use Positioning of Auckland as a major events destination 	<ul style="list-style-type: none"> A number of waterfront projects have been fast-tracked, including the Wynyard Crossing Bridge. 92 percent of international visitors to Auckland for the World Cup said that they would recommend the city to others. 86 percent of Auckland residents said they were proud of the way Auckland hosted visitors. Auckland airport extended its northern runway, and £33.5 million was spent redeveloping Eden Park and upgrading infrastructure such as rail stations. Auckland has already secured the World Masters Games 2017—the world's largest multisport event in terms of number of competitors.

Appendix 2

Case Study Summary: The Success of Legacy Planning and Delivery

City/event	Intervention that considerably surpassed expectations	Intervention that did not meet expectations or had unexpected impacts
Barcelona Summer Olympic Games 1992	The city's international brand has undergone a profound transformation from being that of a declining, irrelevant city to that of a dynamic, culturally endowed, modern European metropolis.	<ul style="list-style-type: none"> ■ Pockets of resistance to gentrification and to increased tourism remain in the city. ■ A long-term tenant has not been found for Barcelona Olympic Stadium.
Lisbon Expo 1998	The Expo site, Parque das Nações, has become a landmark in urban design and has developed into a thriving new city district	The event cost more and generated less revenue from ticket sales and public land sales than anticipated.
Sydney Summer Olympic Games 2000	Australian firms such as Lend Lease and Westfield have been hired to support delivery of other Olympic Games, including London 2012, following their successful participation during Sydney 2000.	Tourism growth is said to represent a missed opportunity for the city: visitor numbers have remained constant at about 2.5 million per year.
Manchester Commonwealth Games 2002	The success of the Manchester Commonwealth Games created confidence that the United Kingdom could hold major events and boosted the London 2012 Olympics bid.	The city was relatively slow to establish its tourism legacy infrastructure and strategy.
Turin Winter Olympic Games 2006	The success of the Games created significant momentum behind attempts by city leaders to deliver development through the regular hosting of major events.	The transformation of Turin to a full-fledged knowledge-economy city has not yet been completed, with the city still reliant on its industrial sector.
Johannesburg FIFA World Cup 2010	Two major transport infrastructure projects—the Gautrain and the bus rapid transit system—were successfully delivered.	Economic development work remains to ensure that spatial/urban development projects benefit people living in the low-income neighbourhoods of the city.
Cape Town FIFA World Cup 2010	The Fan Walk was extraordinarily successful, attracting over 20,000 fans during for the first World Cup fixture in Cape Town, and has since been used by local fans on a regular basis.	Without a long-term tenant, Green Point Stadium is not yet self-financing.
Shanghai Expo 2010	At a cost of £38 billion, the event leveraged more investment than the Beijing Olympics in 2008, which cost £27 million.	The Expo attracted 4 million foreign visitors among the nearly 75 million total visitors.
Auckland Rugby World Cup 2011	92 percent of international visitors surveyed said they would recommend a visit to Auckland.	The lack of major interventions has led some to question the depth of the impact that hosting the World Cup will have in the city.

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London Olympic Stadium



About ULI

The mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

Established in 1936, the Institute today has more than 30,000 members worldwide, representing the entire spectrum of the land use and development disciplines. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

ULI Europe

ULI has been active in Europe since the early 1990s and today has nearly 2,000 members across 27 countries. ULI Europe has a particularly strong presence in the major European real estate markets of the United Kingdom, Germany, France, and the Netherlands, and is also active in emerging markets such as Turkey and Poland.



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