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Abstract

The iron triangle (Flyvbjerg, 2011; Brady and Davies, 2010; Han et al., 2009) is especially put to the test in mega-events, given the inflexible nature of the time constraint. Budget and specification must therefore wrestle with political and socio-economic contexts to achieve the long-term impacts that mega-events have been known to generate. For better or worse, mega-events act as agents of change (OMEGA, 2013).

Our research investigates how mega events become agents of change and what consequential impacts have been brought to social, economic and environmental dimensions, by employing a case study of London Olympic and Paralympic Games 2012, in comparison to other mega events. While any research should not simplify the importance of complexity of mega events, a wealth of evidences may offer three important implications. Firstly, Olympics transforms regional spaces as agents of change. Secondly, mega-events are relevant far beyond the set date and their impacts evolve over time. Thirdly, local context has a big part in shaping these impacts.

While the delivery and management of mega events is equally important, the scope of this paper highlights that the causes of the consequences of the Olympics and the possibilities for better planning of Olympics facilities in long-term. There is a need of further discussions about measures and actions aimed at sustainable development with the help of the Olympics, not only for the period of the Olympics, but also for its future perspective. Our research aims to gain better understanding of the organisation of mega-events and follow-up activities towards an urban legacy.

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1.1 Introduction

In 2006, London confirmed winning a bid for the 2012 Olympic and Paralympic, Sebastian Coe, the triumphant chair of the London 2012 bid, announced:

"Legacy is probably nine-tenths of what this process is about – not just 16 days of sport."

Indeed, mega international sports events have a huge impact on the functioning of the country's national economy, but the strongest impact they have is on the development of the region's infrastructure, the level of its provision with labour resources and investment attractiveness for potential investors.

The world experience of global sports events shows that such events are an incentive for further social and economic development. Mega-events, such as the Olympics, are always associated with large investments that serve as a catalyst for the construction of a modern transport system, communications and sports infrastructure. Transformations related to the creation of a well-designed infrastructure give a long-term economic, demographic and social effect throughout the region. The way public bodies - at the national, regional or municipal level - plan to use the constructed infrastructure facilities can influence the development of the region in the long term-term period.

1.2 Aims and Key Questions

In order to help promote a more thorough understanding of the long-term transformations and their impacts to the sustainability's dimensions, it is crucial to investigate how successful and unsuccessful in promoting long-term sustainable changes, by employing a case of London Olympics 2012. The overall aim of this research – is to advance an understanding of how we can better use the mega-events' infrastructures and facilities after the event operational period – will lead to our three main research questions.

- 1 *How mega events become agents of change and what consequential impacts have been brought and left to social, economic and environmental dimensions? A focus on the planning of post-event period.*
- 2 *How successful has the London Olympic and Paralympic been in promoting as a long-term agent of change? This question is divided into the following categories:*
 - a) The Transformational Uses of Infrastructures
 - b) Governance and Strategic Plans
 - c) Management and Operation
- 3 *Where it has not been successful, and what are the main barriers hindering the effectiveness of the long-term use of Olympics' infrastructures?*

Finally, a concluding analysis will offer suggestions on how to resolve the identified barriers and what this means for future practice in a wider context of mega-events.

2. Literature review

2.1 A brief literature review

The scientists, such as Andreff (2006), Barney (1994), Blackshow (2012), Brown (1993) and others explored various aspects of the economy of sports and the Olympic games in their works. Much attention is paid to financing and management in sports, the impact of sport on macroeconomics and GDP, the interrelations and mutual influence of sports and the labour market, while very few analyses the social and environmental impacts brought by the mega-events.

The works of Andranovich, Burbank, Heying (2001), Rose, Spiegel (2011), Malfas, Theodoraki, Houlihan (2004) and others were devoted to studying the influence of the Olympiads on the social and economic development of the host regions. In particular, Malfas, Theodoraki, Holihan (2004) reveal the presence of significant positive influence of the Olympic Games in the socio-economic, infrastructural, cultural and political fields. Rose and Spiegel (2011) prove that there is an influence on increase of the export of goods of the host country by hosting the Olympic Games. Andranovich, Burbank, Heying (2001) describe the marketing effects of the Olympic Games associated with the formation of a new image of the Olympic capital and the host country as a whole. As such, there is a research demand in understanding how we can better use the mega-events structures and facilities at the post-event period.

3. Case study: London Olympics 2012

3.1. The Olympics and its catalyst effects on urban regeneration

The industrial zone has turned into a noisy location with sports arenas, a residential area for athletes, restaurants, hotels and a huge shopping mall. The project of reconstruction of the region has matured for a long time, and the Olympics has become a "positive catalyst" for changes.

Today, east London can boast of several grandiose buildings. There is the highest observation tower of London - ArcelorMittal Orbit 120 m high, and nearby is located the largest shopping centre in Europe - Westfield, it occupies about 17 hectares and takes about 25 million buyers annually (Learning Legacy, 2012).

In addition to its sports and commercial infrastructure, the London East End has also acquired a modern residential area - an Olympic village. After the Games, housing in it - about 10 thousand apartments - was put up for sale both for the wealthy public and for the poor majority of the residents of east London.

3.2. The general impacts of the Olympics in the post-event period

(Olympic) legacy - is the long-term advantages of major sporting events that significantly change the society, the quality of life and infrastructure of the host city, region and country.

There is a legacy of five categories - sports, social, environmental, urban and economic (Learning Legacy, 2012).

The legacy of the Games in London was the regeneration of the socially and ecologically unfavourable region called Stratford in the east of the city and the creation of a new urban centre on the principles of sustainable development. Within the framework of the legacy, the Olympic Park was created and at the same time the neglected lands, waterways and squares were regenerated, new workplaces and houses were created, transport and technological infrastructure was developed. Almost all construction waste was recycled and reused, half of the building materials were delivered by water, 20% of the energy was extracted from alternative renewable sources. The regulatory framework was supplemented by a new national standard for the planning and management of sustainable activities.

3.3 How successful has the London Olympic and Paralympic been in promoting as a long-term agent of change? This question is divided into the following categories:

a) The Transformational Uses of Infrastructures

Since the London 2012 Olympic and Paralympic Games, The London Legacy Development Corporation (LLDC) has connected the Park to surrounding neighbourhoods and transformed the Park and venues into a permanent visitor destination, including appointing an operator for every venue. More than 8 million individuals visited the Park since it opened fully to the public in April 2014. The Olympic infrastructures remain their originally functionalities and characteristics. Many stadiums have been used by other sport institutions for competition and training purposes, while some other infrastructures have been transformed into different uses. For example, the Olympic media centre has been converted into ‘Olympicopolis’, a cultural and education quarter for Stratford Waterfront. With supports from Victoria and Albert Museum and University College London, the transformations of Olympic infrastructure continue to provide job opportunity in the East London. Table 3.3 summarises a list of key transformational developments of Olympic infrastructures in long-term.

Table1 Existing Olympic Infrastructure transformation

Olympic Stadium	Key transformations
Queen Elizabeth Olympic Park	Provide about 8,000 homes to the area; As parkland will be open to the public for use as a picnicking and play area.

b) Governance and Strategic Plans

In London, the Mayor is responsible for the overall Greater London strategic planning, especially for mega urban/infrastructure projects. Given the complexity of the regeneration of the Olympic Park, the Mayor first time invoked the power of the Localism Act (2011) in the creation of a new Mayoral Development Corporations (MDC). The London Legacy Development Corporation (LLDC) was launched by Boris Johnson, the Mayor of London at that time, in 2012 to act as a local planning authority and manage the overall development of a 267-hectare site in the Olympic Park regeneration area. It assumed the powers and assets of the Olympic Park Legacy Company (OPLC)/ London Organising Committee of the Olympic and Paralympic Games (LOCOG) in April 2012 and the planning power of the Olympic Delivery Authority (ODA) (see Fig. 3.3). Having taken power from the OPLC and ODA, the MDC is at a unique position as the sole landowner, planning authority and budget-holder that would help plan for sustainable developments and more importantly strategically deliver citywide economic objectives such as unlocking housing and employment opportunities in East London. It would also ensure that the delivery of the projects continues to flow against the change of political leadership. As such, the body provides the ongoing long-term impact of the Games on the capital.

Figure3.3 Institutional Framework (ODA to LLDC)
Games

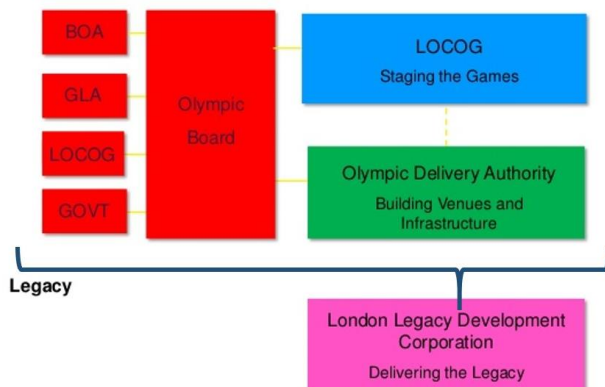


Figure3.4 LLDC Local Plan 2015-2031



Acting as a local planning authority, the LLDC is required to produce high-level strategies including a Local Plan, which set out long-term visions and strategies from 2015 to 2031 for the sustainable developments within the LLDC boundary. The objectives in the Local Plan are in parallel with the ones in the London Plan set out by the Mayor, specifically within London Plan Policy 2.4 – The 2012 Games and their Legacy. This ensures that the Mayor will continue to work with and through the LLDC to promote and deliver strategic planning and regeneration in the Olympic Park and its surrounding areas. Alongside making high-level plans, its planning power also includes the fundamental local planning authority's responsibility of development control by approving and refusing planning applications until 2031. Similarly to other London Boroughs, major planning applications are referred to the Mayor, who have a direct power to make planning decisions. As a result, the opportunity area is not only locally controlled by the LLDC as a local planning authority, but it may strategically be influenced by the

decision-making of the Mayor. The long-term visions with direct planning power of development control lead to a positive transformation of Olympic infrastructure as a valuable Olympic Legacy.

c) Management and Operation

The below processes and effort and rigour with which they were operated, helped significantly in managing the whole project and keeping it on track. Five key management processes (Mackenzie and Davies, 2012)

1) Up-front planning process: Scope, specifications and funding was included in the “baseline”. This document was helpful for tracking procedures and amendments.

2) Project and programme monitoring process: Monthly monitoring of all processes was carried out in order to have a general view of the situation. Identification of hidden trends was done by top managers through this step. The audit made by the ODA, EY, DP and government had further strengthened the monitoring process.

3) Problem resolution process: The project monitoring helped to identify the issues that arose during the project implementation. Before mitigation process, the problem was identified, evaluated and then the 'best solution' suggested. It was done with the help of the relevant Tier One contractor.

4) Change management process: If any changes arose, then they were discussed at the very early stages. In terms of changes having a big impact, then the 'change board' chaired by the ODA had reviewed them. The process included the definition, reason and all relevant documents along with the impact of the change.

5) Integration management process: The integration implied the relationship and impact of a change in one project to another project. This process was undertaken during the whole life cycle of the project. So, the integration was of a great importance especially for Olympic Park infrastructure and other facilities.

4. Findings and discussion

4.1. Critical Analysis - Main barriers of the long-term use of Olympics' infrastructures

Pre-Olympic planning – Before transferring power from the ODA to the LLDC, much attention has been given to the delivery of the Olympic Game. Some key elements such as the Stratford International rail hub and Westfield shopping mall were in the pre-existing plan, There was also a Legacy Community Scheme submitted by the ODA in 2011 and approved in 2012 masterplanning how the Olympic Park will be transformed after 2012. Despite the fact that strategic plans and objectives have been prepared by the LLDC, some Olympic infrastructures and facilities have not been well used for over five years. Table 2 highlights

some key delayed conversions. The transformational development of the legacy could have been delivered in a manner better if there is a timescale

The Lost Local Community/Gentrification -

Table 2 Year of Late Transformations

Venue	Year of Transformations
The Media Centre	In 2017, 5 years after the Olympics, the former media centre is converted into Here East, a digital and technological innovation centre
The Olympic Stadium	In 2016, 4 years after the Olympics, an English football club West Ham United agreed to become tenants of the stadium
Land adjacent to Aquatics Centre (Part of QEOP)	In 2015, 3 years after the Olympics, UCL announced to build a new campus in the Olympic Park (targeting to open in 2021)

Figure 4.1 Key Developments in the QEOP



4.2. Transferable Lessons

A major component of the Olympic Delivery Authority's remit, the aim of Learning Legacy is to share the knowledge and lessons learned from the London 2012 Games construction project to raise the bar within the construction sector and to act as a showcase for UK plc.

1. Transformations of Olympic Infrastructure – the sport venues in the London Olympic have been reused by businesses and other sport institutes. The true value of London Olympic will only be recognised once the infrastructure has been transitioned to its permanent use.
2. Supportive Transport Infrastructure – the most important influence in the decision to invest in existing systems was the opportunity to use the significant investment in transport to deliver benefits that will be felt not only by visitors during the Olympic period but also by passengers long after the 2012 Games (Learning Legacy, 2012).
3. Post-event planning - Although the LLDC has made significant progress since it took ownership of the Park following the end of the Games, some Olympic facilities have not been well used for over five years. Perhaps a more reactive planning could be achieved by involving operators in the pre-event planning stage so that development/transformation may start once the games finished.
4. MDC - Although the success of the LLDC does not necessarily imply that mega-events require an MDC as the only delivery model of good governance, there is an increase of examples of MDCs such as Old Oak and Park Royal Development Corporation (OPDC, 2016). Some similar joint development corporations were set up in other countries' mega urban projects such as Zuidas in the Netherlands (Guilini & Majoor, 2007).
5. Long-term strategic plans - This coherence and integration was supported by the MDC which had the resource and space to think strategically about regeneration and how best to maximise the opportunity of the Olympic Legacy with vision and clear objectives (Grant Thornton, 2012).
6. Management - To deliver the programme within the "iron triangle" framework, the project was managed by a Delivery Partner (DP). In this case, DP had an experience of working with megaprojects and knowledge about the relevant processes. Every month as a "best practice" the reports of project performance were created for the top-management, which made up the effective operationability of the programme.
7. Another thing for having a successful result is to have good relationships between the interested actors and work with those partners who are already known.

8. In addition, the following components were adopted as a learning factor: the use of previous experience to deliver large-scale projects, learning during the current project and creating the basis for the future similar projects.

5. Conclusion

As Boris Johnson cheers for the London Olympics, Londoners are already laying the groundwork for a lasting legacy following the Games. As the Mayor of London, what he actually meant is that a successful planning of London Olympic would not only be the delivery of the sport games during the event period but it would also be the transformation process of the lasting legacy. Without considering the long-term effects of the mega-event, it seems unlikely that any mentioned in this paper will be successful. Ideally, the sport venues could be kept its original functionality or be converted into other permanent uses.

Given many infrastructures in other mega-events were abandoned or demolished after the event period, it is important to reiterate that the majority of London Olympics infrastructures have successful been transformed into permanent uses. In addition to the sport venues, other supportive infrastructure such as transportation upgrades would help trigger long-term regeneration at the post-event period. In the case of London Olympics, the establishment of the LLDC acting as the sole landowner, planning authority and budget-holder powerfully help retain the Olympic Legacy and transform them into permanent uses. LLDC has also provided the long-term strategic plans with clear visions and objectives. As a result, Stratford (and East London wide) has been transformed from a piece of wasted land to an opportunity area where is full of housing and employment opportunities. Although there are issues around the late transformation of infrastructures as well as gentrification, the paper suggests a number of lessons which may be transferred to other mega-events in the future. Perhaps the key recommendation is to bring operational and legacy team in place early, ideally at the pre-event period. This would help avoid the delay of transformation of infrastructure, the lack of planning visions and policy supports and the potential long-term management and operational issues.

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