

**Community involvement and participation and its role in  
creating a future in sustainable legacy planning**

Masters dissertation

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June 2012

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### **Abstract**

This research project will explore what sustainable legacy planning is and how collaborative and community planning can support it. The project is focused around the regeneration of the east of London for the Olympic Event in 2012. A list of criteria was created which explain how regeneration can be achieved in a Mega Event and comparing the planning process against these to see if community planning is possible in the London Olympics. The recommended criteria could be applied to other future Mega Events.

### **Key Words**

Community involvement, sustainable legacy, Mega Event

### **Acknowledgements**

I would like to thank Benoît Feildel for his valuable input to the project and his support throughout the research and writing process.

I would like to thank the Polytech Tours, for the opportunity to study here in the Erasmus process. I have found the process interesting and I have learned a great deal from the experience.

I would like to thank the University of the West of England for the opportunity to study on the Erasmus programme in France.

Finally, I would like to thank my family for their consistent support and encouragement throughout the year.

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### **List of Abbreviations used**

London Organising Committee for the Olympic Games (LOCOG)

Olympic Delivery Authority (ODA)

Olympic Legacy Company (OLC)

Department for Communities and Local Government (DCLG)

Department for Culture, Media and Sport (DCMS)

Government Olympic Executive (GOE)

Greater London Authority (GLA)

Urban Development Corporations (UDC)

London Development Agency (LDA)

London Thames Gateway Development Corporation (LTGDC)

United Kingdom (UK)

International Olympic Committee (IOC)

London Boroughs (LB) also known as Local Authorities or Local Government

Indices of Multiple Deprivation (IMD)

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## **Chapter One: Introduction**



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### **Hypothesis**

*London 2012 will create a sustainable future legacy through community participation and involvement.*

A hypothesis is “a proposition made as a basis for reasoning, without any assumption of its truth” (OED, 2012). This statement will be tested throughout this piece of research. The term sustainable legacy refers to planning for a future. This idea promotes an image of the future and those who will benefit from it. The idea of sustainable legacy is that we begin to plan for people, future legacies and communities.

The original hypothesis “London 2012 will be the first Mega Event to have a sustainable legacy” was chosen due to the absurdity of the notion of a sustainable Mega Event prior to beginning research. Was it possible to shine a light on this spectacle which is viewed so frequently as having a negative on people and cities? Challenges of Mega Events include the timeframe, the size of the development, the provision of legacy, social integration, deteriorating quality of life, capitalistic profit driven process where community must be valued. The hypothesis was then changed to a more positive statement, which aims to look for a solution to the problems which surround Mega Events.

### **Aims and Objectives**

*To find out if community planning can encourage a sustainable future legacy.*

Mega Events historically have been about promoting image and branding of a city and its country, with sometimes economic and cultural benefits. This research project asks how the community can benefit from a Mega Event, and if community regeneration can exist in this context. There are a number of lessons to be learned within the research question regarding the improvement of community planning. The aim of this research is to show that the first stakeholder (a stakeholder is a person or group of people with an interest in something, OED, 2011) in the planning process should be the inhabitants, or its future inhabitants (future inhabitants may create a

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different vision for different planners). This research will aim to prove that community planning can and will encourage sustainable legacies.

### **Research Method**

The research paper will have two main parts. Firstly it will explore the literature and theory surrounding legacy and community involvement. Secondly, research gathered will be gathered through policy analysis and primary research gained from an interview with an Olympic planner. This was essential for the project to understand the planning process and the part community participation plays in the planning process.

This research project was undertaken in 2012 in France for a Masters degree. The timing of the project meant that some aspects of regeneration which can only be measured after construction and the facilities are in use could not be included. The study of pre-planning is interesting as is the discussion of action and discourses and projections. There will be a number of limitations to the study as the after affects will be unknown.

A combination of primary and secondary research methods was used for this dissertation in an abductive research method. Primary data was collected in the form of an interview with the chief planner from the Olympic Delivery Authority (ODA) in March 2012. The ODA was chosen as it has the overriding control of planning on the Olympic site. Secondary data will be the main source of information, to study definitions, policy, background and the case study.

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### **Why do we need regeneration?**

Regeneration matters, because city decline affects everyone, urban regeneration reflects the zeitgeist and the evolution of the city. For this project regeneration is focused on an urban area of London. Regeneration is necessary in London, a city that requires consistent renewal in social and environmental elements.

The definition of urban regeneration in Britain has always been broad. Booth defined it as being any of the following: encompassing the physical regeneration of a town or city and including the development of urban projects, the re-structuring of economic activity and the reconstruction of social frameworks (Booth, 2005 p. 258). Tallon defines the process more simply and succinctly, as the development in towns and cities or development in an urban area (Tallon, 2010); the process also can be described as “a comprehensive and integrated vision and action which leads to the resolution of urban problems and which seeks to bring about a lasting improvement in the economic, physical, social and environmental conditions of an area that has been subject to change” (Roberts, 2000). Urban Regeneration can come in a variety of forms such as economic, social and cultural, physical and environmental and governance. These forms inspire employment, improved health, quality of life, improved services, improved infrastructure and built environment, greater civic involvement and new styles of decision-making. Due to regenerative processes constantly evolving it is important to adapt theory to each new development, as regeneration is certainly not a one size fits all approach (Turok, 2005).

Urban regeneration has been controlled through urban policy in the UK since 1947, when the first Town and Country Planning Act was introduced to resolve problems of housing and sanitation in inner city areas after the war (Tallon, 2010). Urban areas are complex and dynamic systems, which reflect the processes, which drive economic, social, physical and environmental transitions (Roberts, 2000). Academics use a variety of language to describe the urban regeneration process, in the 1960s urban renewal referred to public sector driven development, specifically located in inner city slum areas. In the 1980s regeneration referred to economic growth concentrated into an area, which required redevelopment. Current policies reflect

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public and private sector partnerships, which aim to achieve urban regeneration (Tallon, 2010).

Urban regeneration processes are important to consider when Mega Event planning because of the large-scale development which occurs during the Olympics. The events have great opportunity to make positive urban change within derelict and abandoned inner city areas.

Regeneration is key to creating a sustainable development legacy. Regeneration is an urban catalyst for sustainable development. In rural areas, new town and sustainable communities, installing principles of sustainable development may be simpler, where environmental resources are plentiful and social structures are less complex. In the city, regeneration is required to redevelop underused sites and to undo the mistakes of the past. The process has the ability to change development to an environmentally and socially dominant process rather than economic, which has always dictated development in the past.

It has been argued in the past that the term regeneration is always viewed too optimistically generally in urban policy as the solution or catalyst for urban change. The process has been used in urban policy in the UK since the 1980s, which firstly targeted economic renewal and property led initiatives (Turok, 1992). These urban projects were generally successful and today the same ideas are being used to promote “partnership, spatial targeting, integration, competition, empowerment and sustainability have assumed increasing importance” as well as social and economic rehabilitation and physical recovery, these tend to come in the form of increased investment into venues. (Jones and Gripaios, 2000).

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## **Chapter Two: Legacy and Community**

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This section is to introduce the basic concepts for the project. The key concepts for this dissertation are legacy and community involvement and how they can make Mega Event planning more sustainable.

### **What is a development legacy?**

Legacy has not been officially defined, although it is widely used in Olympic jargon. Jargon is commonplace in planning discourses, as a forward thinking process, it is able to change and evolve throughout the lifetime of each plan. The purpose of this dissertation is to find a pragmatic solution to a development problem, and legacy is a pragmatic solution to neoliberal planning processes. Planning in itself is a forward thinking process, of arranging and planning for something in advance.

There are a number of different types of legacy. Future legacy and past legacy are temporal and refer to physical capital (hard) or a psychological feeling, attachment (soft) which is left behind or which will be left behind after a development, “‘hard’ and ‘soft’ legacies, may comprise the construction of sporting venues and associated infrastructure and soft legacies may relate to increased sporting participation and the up-skilling of local communities” (DCLG, 2009)

Legacy is a way of looking at the future and providing a framework for a new community to live. In an increasingly globalised community, there may be resilience to adaption or reinvention and fierce protection of history; this is known as path dependency. There is a need for a dynamic resilience to change in cities and this can be approached with ‘glocalisation’ which combines adaption and forward movement with the need to savour the past. Future legacy planning can also provide a pragmatic response to emerging issues of globalisation. A historical Legacy typically refers to a heritage or transfer of assets and typically is economic. It is also a way of conserving the past, heritage and culture. This concept for legacy is born from the study sustainable development and legacy follows a lineage and is handed down from generation to generation. The study of future legacies is an exploration into how sustainable practices can be handed to the next generations. The future legacy refers to the legacy we choose to leave future generations, the definition for this project follows the traditional definition for sustainable development, because

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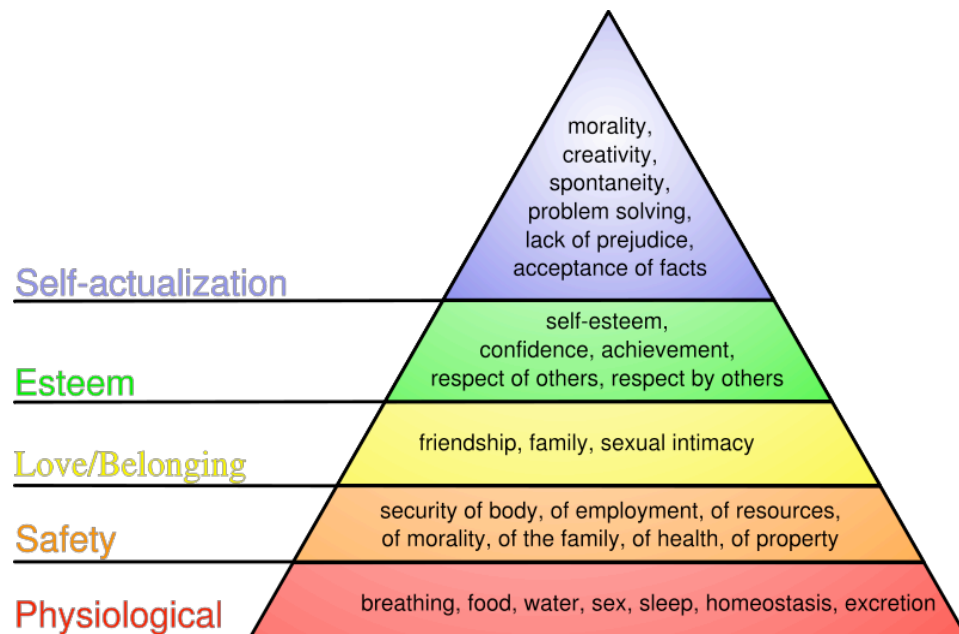
development legacy is about not compromising assets for future generations, but to leave an environmental and social structure, which meets the needs of future generations and the present community. The trefoil diagram for sustainable development requires a harmony between social, environmental and economic development, but to be sustainable, natural renewal must exist to enable the process to flourish.

Sustainable developments means to *“meets the needs of the present without compromising the ability of future generations to meet their own needs”* (World Commission for Economic Development, 1987)

Maslow's Hierarchy of Need is a simple way of understanding what will not change and the significance of the human factor, and the need for each of us to meet our basic needs which will always feature within planning. Maslow's hierarchy of need describes a journey which begins after physiological needs are met, and ends where self-actualisation has been achieved. It is interesting to observe how city life could have evolved around this concept, with love and belonging also referring to attachment to place and the desire to be attached to a community or a group. The topmost aspect of the pyramid, Self Actualisation is where the pragmatic solutions for the future lie, once our basic needs are taken care of, there is room for considering adaption and mitigation techniques within planning. The solution is perhaps the opposite of nostalgia, which creates a longing for the future and looking forward with positivity.

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**Figure 1 Maslow's Hierarchy of Need (Maslow, 1943)**



Legacy is understood to be the impacts over varying timescales of hosting the games, whether they are positive or negative. The necessity for creating legacy lies in sustainable development and the necessity for the longevity of cities. Many previous Mega Events have been planned for a six-week period and then have stopped. Leaving infrastructure which is disused and proceeds to become dangerous and a cause for urban decline. The after effects of neglected buildings leave a feeling of abandonment, which may spread to the people living there. It is the responsibility of planners and developers to leave a healthy legacy in cities, which enhances the well being of fellow man.

The majority of Olympics have left a negative legacy with a number of urban problems such as urban decline, social problems, environmental degradation, displacement, gentrification, obsolete infrastructure, and substantial national debt amongst other things. Famous examples include Montreal 1976, which was left with substantial debt; Beijing 2008, which displaced local communities; Athens 2004, which suffered social inequality. Some events have been successful, and due to their integration with local and national regeneration schemes and a positive legacy can be observed. The famous example is the Barcelona Olympics (1992), which integrated the event with a waterfront development. The strategy has been used as a



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template for development ever since with other Mega Events, with varying degrees of success. Mega Events without legacy planning are often left unused afterwards which is unacceptable, given the resources used and environmental degradation occurring.

The Department for Communities and Local Government sets the national planning policy in the UK. The DCLG explain that legacies can be economic, social, health related, environmental and cultural and are always plural. Olympic legacies include employment, investment, new tourism, housing, community involvement, improved awareness of disability through the Paralympics events, increased physical activity, improved air quality, decontamination, creation of green spaces, improved transport and new cultural provision (DCLG, 2009). Legacies can come in a number of forms including governance, hard, soft, direct, indirect, visible/tangible and invisible/intangible. Legacy can come on a variety of timeframes, especially when used as “jargon”. An effective legacy should last a lifetime, where finite resources are being used. Legacy development is the opposite of disposable or temporary developments. These effects include collaboration, partnerships, engagement, construction of infrastructure and changing attitudes in the local pride and perceptions of place. The ‘hard’ legacy outcomes, which include improved infrastructure and sports venues, are more common in Mega Event legacies, as they are easy to build, invest in and market than the ‘soft’ legacy benefits such as skills, employment, sports participation, community empowerment and disability awareness.

To comply with the principles of sustainable development, the Olympics cannot just be a sporting spectacle, but must provide a long-term benefit for the wider community, especially as other Mega Events such as culture events are seen as drivers for urban regeneration and development (DEMOS, 2004). “Sport for sport’s sake is out: instead, it must be an instrument for reaching policy goals outside itself” (Woudhuysen, 2003). It is a common consensus that the games should leave a legacy, and the significance of such a legacy is understood, but only time will tell if it works.

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This project offers the hypothesis: “*London 2012 will create a sustainable future legacy through community participation and involvement*”, and that this will be achieved through the use of community planning strategies. Community planning is a form of applying the social aspect trefoil sustainability theory (the harmony between society, environment and the economy).

### **What is community involvement?**

This dissertation is concerned with future legacies left to future communities from present day practices. Community involvement is considered to be essential to this legacy, with the theory that the community knows best about its needs and future.

The Royal Town Planning Institute gave a number of definitions for community involvement and its various synonyms. *Involvement is the “effective interactions between planners, decision-makers, individuals and representative stakeholders to identify issues and exchange views on a continual basis” (RTPI, 2005)*. Involvement has the greatest ties to collaborative planning, which is a collective management technique between stakeholders, of which the community is one (the community is often considered the least important in the bureaucratic planning system). The definition uses ‘effective interactions’, which implies that things said by those involved should be received and actions for the process to be successful or effective, which is not necessarily the case. *Consultation is “the dynamic process of dialogue between individuals or groups, based on a genuine exchange of view with the objective of influencing decision, policies or programmes of action” (RTPI, 2005)*. The definition of consultation could also be used to define ‘collaborative planning’ and shows the link between community involvement and collaborative planning, which requires all stakeholders’ contribution to management. *Engagement is “the Actions and processes taken or undertaken to establish effective relationships with individuals or groups so that more specific interventions can then take place” (RTPI, 2005)*. Engagement could be used as a networking tool for local authority personnel, and may be useful for creating bridges and bonds with the community to aid future consultation processes. *Participation is “the extent and nature of activities undertaken by those who take part in public or community involvement” (RTPI,*

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2005). Participation is defined vaguely and could involve a mere appearance. Where participation is used over involvement, the process may be weaker.

Community Involvement strategies aim to include the people living in the regenerated or development area to become involved in the plans made, to ensure a positive sense of community, and that the plans and places reflect the community and their desires. Community involvement is listed as one of the ten key principles of Mega Event planning by Smith (2007). Community involvement is a step towards reaching a sustainable community, by including the social element to development planning. The Department of Communities and Local Government (DCLG) in the United Kingdom (UK) is the government body responsible for planning. The DCLG's role is to create planning processes which are inclusive and accessible to all. There are a number of ways which the DCLG do this. The forums for community involvement are a known way to improve social cohesion, connectivity between governmental hierarchies and educational to participants about the significant of community and social planning. It is thought that this process reinforces democracy. Community involvement aims to be as inclusive as possible, staging a place for the whole community to express their opinions about the master plans presented to them. However, many people do not attend these meetings for a variety of reasons, including their location, or they feel intimidated by the formality and bureaucracy or simply because they have not been made aware of them. This poses a problem for collaborative planning, where the community influence is not present, or not accurate due to the types of people participating. The community involvement strategy is notoriously difficult due to the differing opinions in age, sex, ability, ethnicity or background (DCLG, 2008). There are problems with community participation events when only the unemployed, the elderly and development professionals are present, these people represent a particular proportion of society, which many not give the best representation of the community as a whole. Successful community planning is able to represent all types of people in a plan. Community involvement goes further in Olympic planning, by encouraging local people to take up sports (Smith, 2007). Collaborative planning is about reconnecting people with places through implementation and decision-making between the various stakeholders and the community. This way of planning is inclusive and can create the best solution with mutual gain. Collaborative planning should be rational (to understand the nature of

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the problems), inclusive, transparent (so that all information is available) and it should be effective so that the programme is realistic (Barton, Grant and Guise, 2003).

The focus of this research is to question if the opportunity given to mega events is taken to promote collaborative planning.

### **Why do we need community involvement in collaborative planning?**

“All social relations have a power dimension” (Healey, 2003). Healey describes collaborative planning as a bureaucratic, formal social interaction. It is not just the product of governance, which needs to be understood, but the process, which is how to collaborate. Collaborative planning is a way of implementing plans across the spectrum of development. The planning process reflects a market which neglects the private and public sector investment in low income and deprived areas. Urban regeneration is a strategy aiming to make these places better, with the aid of collaborative planning and “joined up government” and cohesive governments (Healey, 2003). New Urban Policies in the Labour government of 1997 found more socialist policies contributing to place quality and urban renewal. *Collaborative Planning* (the publication from Healey, 1997) was a project to make planning an interactive process, to understand the opinions of the stakeholders and the community. Collaborative Planning reflects sociological and anthropological theories about how and why people behave in certain ways, collaborative planning understands that people require different things from a social interaction, and so collaborative structures reflect institutional designs, to provide the feeling of power and assumption within the hierarchal structure. Where new partnerships are introduced, those from high up in the stakeholder hierarchy were able to see the complexity of the planning process at lower levels, this reflects social structures in urban life (Healey, 2003).

Collaborative planning builds on the theory of place attachment, which ties people to place with an emotional bond. This emotional bond is shared by a group of people, and collaborative planning aims to build the best possible solution to a problem. Collaborative planning applies theories of attachment and the human factor to a

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bureaucratic system, “Healey’s ideal is a serious concern with the quality of places and their role in defining people’s sense of identity and belonging. This does not stem from the nostalgic notion of *Gemeinschaft*, which was defined by Tonnies as a traditional community. The *Gemeinschaft* is the opposite to the modern community, where rational self interest and calculating conduct act to weaken the traditional bonds of family, kinship and religion that permeate the structure of *Gemeinschaft*. Healey’s acute awareness of the importance of spatial qualities helped her to define pragmatic goals like competitiveness in a globalised economy”, which is the theory of ‘thinking globally and acting locally’, which aims to close the gaps between communities segregated by wealth inequalities (Healey, 1997). Healey injects the community aspect into the planning process, creating a pragmatic way of interpreting the future rather than a longing for the past, this is essential for future legacy planning. “Healey claims that the potential synergies between established and emerging stakeholder interests can only be reaped through open debate (and not through big-bang mediation) and because the meaning of place can only become shared if it is dialogically constructed and articulated” (Healey, 1997) Healey’s theory, is a way of capturing common consensus and understanding of place, in the most representative way possible.

Communities can be involved in urban regeneration by aiding the planning process and Community and Collaborative planning are considered essential elements of sustainable development. This is contradictory to the practices of mega events, but it can be seen as an opportunity for promoting the positive aspects of community involvement. Community involvement is essential to providing a long lasting sustainable legacy. Within sustainable development planning, the trefoil diagram is famous for expressing sustainable development as a harmony between economic, social and environmental factors. In most cases, the economic sustainability is considered first and foremost, with the biggest returns received, the greatest evidence and statistics can be presented through and is easiest to implement. The environmental sector is neglected by development agencies, but is supported through charities and protests on a global scale. It is the social aspect of the trefoil, which seems to be neglected the most, the problems are the most difficult to manage, to study and to stratify. Community and Collaborative planning principles

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aim to consult the community on the principle that they know best how to fix their urban problems.

Research suggests the community involvement is only successful where positive social bonds and bridges exist, such as places where community organisations and activities exist already. This makes their challenge of the local authority unanimous and more effective but this is no longer common in modern urban areas, so community groups need to be created. One of the ways of doing this is through planning involvement, which provides a place for people to share ideas and values. There is no one community within any one neighbourhood, and these various groups may have varying demands for the place in which they live. This is complex in modern multicultural societies (such as the east end of London) where opinions differ greatly.

### **Why is the community important?**

A community is considered as a social term, and is significant to planning and the theory that planning should plan with people, and not against people. This idea moves away from the planner knows best. The community is essential to planning for the future, as our collective actions and decisions will affect our future and the following generations.

A community is “a social network of interacting individuals, concentrated into a defined territory” (Johnson et al, 2000:101). Schmalenbach supports this notion of community, highlighting the importance of shared interests, which joins them together. *“Community membership involves a matter of custom and of shared modes of thought or expression, all of which have no other sanction than tradition: one belongs to a community but may only be conscious of that when it is threatened. Thus a community may stimulate such experiences, providing the context within which they can develop, but all communities are not necessarily in communion”* (Schmalenbach, 1961). This idea of community promotes shared ideals and also civic pride, which encourages more people to contribute to community involvement projects. Social networks are an essential part of the community and social capital, which is a sociological concept. There is not yet a fixed definition for social capital

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except for that the presence of it enhances health and wellbeing of a community. Bourdieu traditionally refers to social capital as an actual or potential resource that benefits a community or group (Carpiano, 2006, Bourdieu, 1986). The network theory from Putnam is preferred as a definition for social capital for the purpose of this dissertation, which highlights the importance of interpersonal trust, reciprocity and social engagement as the catalyst for community and civic participation which work towards beneficial outcomes such as health and social sustainability (Putnam, 2000). The study of social relationships within neighbourhoods is very important, because without them, there would be high levels of segregation and fragmentation in cities. Although these issues are still very prevalent in the city, by encouraging social interaction and community cohesion, the problem can be reduced (Kearns, 2003). Extensive social ties are associated with positive health, wellbeing and quality of life. Networks of support and social ties provide a community with identity and belonging, and these networks provide access to feelings of trust, participation and local safety (Cattell et al, 2008). Putnam's influential book "Bowling Alone" refers to how important social ties and networks are to people. He stresses how America could never have achieved great things without it, and the disappearing social capital in America could have a severely detrimental affect on the people who live there. He believes that American people prioritise "individualisation" above social interaction, with growing technology, which keeps us at home and in front of computers or video games (Putnam, 2000). This same theory can be applied to European and Westernised countries as well. Research shows that casual social encounters and light social interactions are just as important to our health and wellbeing as close relationships. It is these casual relationships, which help us to feel like we belong to a community. Casual exchanges at the market, the hustle and bustle in the street, brief conversations with neighbours are considered to be key to a community's "attachment to place". Routine encounters with other members of the local community bestow feel good effects on an individual and help to bestow feelings of trust and a sense of reliability in other people, these feelings have been found to boost self esteem and mood. When social interactions occur in a particular space, such as a park, they can be even more enjoyable, as it enhances a person's opinion of that space and creates a local attachment (Cattell et al, 2008).

The historic notion of community is no longer a commonality and we cannot

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collectively generalise a community as having common traits in the planning process. The community involvement process is evolving to be more inclusive, with new ways of expression, including ballot boxes where people can submit their opinions. This method is effective where group leaders can influence other people's opinions. Community involvement can still exist, where a notion of community does not exist, because it is built on individual opinions, which are shaped to suit as many of the community as possible.

Social capital has been used in recent political policy to decrease fragmentation in multicultural, postmodern cities and welfare dependency and increase civic duty. Where the notion of community does not exist, policy is trying to build forums to create new social capital. Civic duty can be exploited where people want to be seen to be doing the right thing, the more somebody feels a part of society, the more they feel the need to contribute to it. This policy has also aimed to increase community involvement through an understanding that resident knowledge is invaluable, encouraging communities to find their own solutions to local problems (such as neighbourhood watch schemes – which are a way that a fixed community come together to protect their community. This may be perceived as a form of exclusion, where the group still has a finite number of people and is restricted to a neighbourhood boundary). These mediums offer the opportunity for communities to increase their skill sets and decrease their welfare dependency in turn. Putnam (2000) described social capital as having three forms, bridging (casual bonds), bonding (close bonds) and linking (the bonds between communities and power holders). Halpern (1995) found a link between social capital and good governance. The New Labour (UK government 1997 – 2010) policies found a positive angle for promoting community involvement, using language such as social capital and inclusion, rather than crime and social exclusion, which emphasises local partnerships and integrative policies. Social capital featured prominently government literature in the 2000s.

Social capital is essential for sustainable development, particularly, social sustainability and its contribution to forming successful future legacies whatever they may be.



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Historically the UK service provision has been top down focused, although community involvement is important within some experimental projects, mainstream policies are frequently driven by bureaucracy. Social theory is applied to community integration policies, and each change in government since the 1960s has aimed to incorporate the concept into their planning policies and strategies. In 1997, the political structure changed in the UK with the reinstatement of the Labour party, now known as “New Labour”. New Labour aimed to create conditions where communities had a stronger role within their community. The government changed in 2010 to a Conservative and Liberal coalition government. The legacy of the New Labour government still exists in the current planning framework, but is evolving to suit the new structure. Planning is typically preferred by left-wing politics, as it was instigated by a Labour government in 1947. The Localism and Decentralisation Bill (DCLG, 2011) aim to further the socialist work of the Department of Communities and Local Government (DCLG) by promoting bottom up strategies for planning, these include community participation. This is still an important priority of the government, which the Localism Bill and Big Society is aiming to further encourage

### **What are the problems of community involvement?**

The community involvement procedure, while a “bottom up” principle, still follows “top down” organisation due to the formality of the process which is followed during consultations, resulting in the participants not fully understanding the process. Only those who are able to pick up the procedure and the planning jargon quickly are able to contribute to discussion, as the process is difficult to understand. Individuals have reported to finding men in suits intimidating and feeling like their comments is foolish (Taylor, 2003). There was consistent doubt over the credibility of community involvement in regeneration, despite it being a part of the planning procedure since the 1960s. The key desire for community initiative is to move away from consumer and economic based regeneration initiatives (Taylor, 2000) and towards the modern version of community, with increased civic pride and duty, “eyes on the street” (Jacobs, 1961) and attachment to place, which promote general feelings of wellbeing and contribute towards greater city vitality and harmony. Jane Jacobs’ theories are still concepts applied to academic planning research, but still do not stretch to policy implementation. Jacob’s ideas about reinventing the community in modern cities

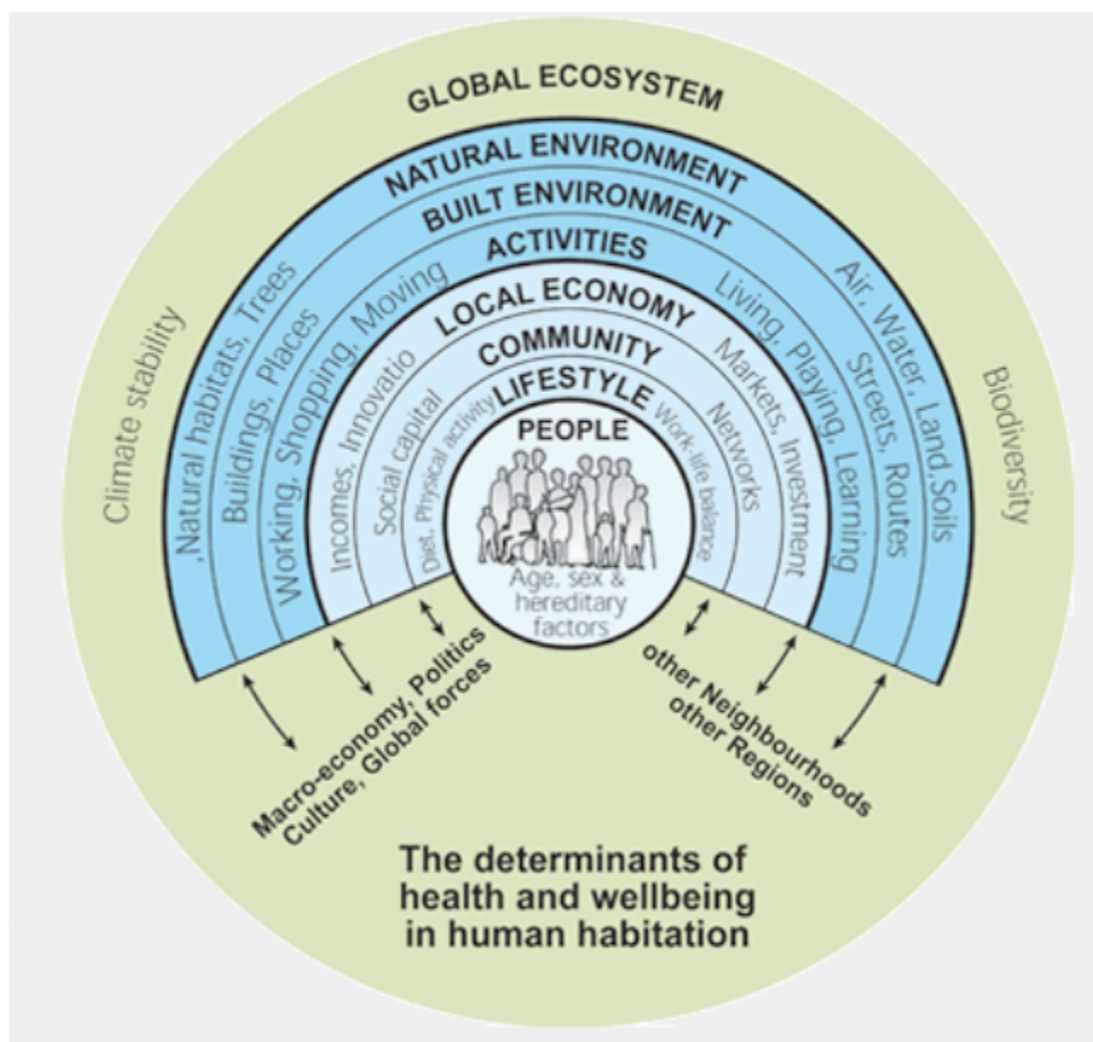
## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

caused large-scale gentrification in New York and led to the original populations displacement.

The social capital and community concept also has a negative side and therefore cannot be an all round panacea for urban regeneration. Communities will always be defined by “us and them” and “insiders and outsiders” and the nostalgic and romantic idea of a community are no longer consistent with how society now functions, and communities can be both oppressive and excluding. The theory of social capital and strong communities with common values can be oppressive and conformist, restricting change in the community and limiting the individuals’ routes out of poverty and exclusion. These types of communities can lead to cultures of crime and drug dependency, which are highly influential and damage community welfare, health and education. Many communities still feel marginalised and unable to influence to the planning process due to the complexity of the process.

Research about communities from the World Health Organisation found that these are all factors which contribute to sustainable development, and these factors are all interlinked and have influence over each other. “The settlement is set within its bioregion and the global ecosystem on which it ultimately depends. Broader cultural, economic and political forces which impact on well-being are represented” (Barton and Grant, 2003)”. Neighbourhood, Community and People are at the heart of the map, which focuses how important the social interaction and anthropogenic aspects of sustainable development are. This analysis of sustainable development is more suitable for thinking about the community, because it places people, lifestyle and community at the centre of the diagram. For health and wellbeing, people must contribute to and be a part of networks.

## Community involvement and participation and its role in creating a future in sustainable legacy planning



**Figure 2 The Health Map (Barton and Grant, 2003)**

Many researchers of urban regeneration believe the positive elements of communities and community participation outweigh the negative, and therefore can be a positive regenerative tool (Tallon, 2010, Kearns, 2003). Despite its many negative points, the consultation process is one of the most critical aspects of plan making. Community involvement and community planning are an essential process in achieving sustainable legacy and effective regeneration in cities today worldwide.

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

### **Why is community involvement and planning important in Mega Events?**

Community planning is essential to Mega Events, which are seen as the anti-thesis to sustainable development, which are glamour and economically motivated. It is critical that a Mega Event fits in with the people living on and around the site, as they will be present long after the glamour of the event.

**Community involvement and participation and its role in creating a future in sustainable legacy planning**

## **Chapter Three: Mega Event Planning**

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

### **What is Mega Event Planning?**

This section will focus on what Mega Event Planning is, what has been done in the past and what is the role of the International Olympic Committee in planning. The hypothesis *“London 2012 will create a sustainable future legacy through community participation and involvement”* is a new concept, and previous events have not used sustainability or regeneration as an event strategy or a marketing technique. This section will briefly introduce the Mega Event and then examine how Mega Events need to change their approach to urban development.

A Mega Event is by nature, large scale, which is organised by the “social elite” which aims to project the values, culture, identity, history and principles of the city or country (Roche, 2000). The organisers hope that through this world class promotion, they will receive economic, cultural and social development and if it is well planned, environmental renewal (Imrie et al 2009)

The Olympic games is one of the most famous sport events, which encourage large-scale regeneration for their hosts. “Wannabe World Cities” compete for the honour of hosting the event every four years (Tallon, 2010). The promotion of their city to a global market aims to increase tourism, culture, real estate, international recognition and investment. These projects often generate large-scale debt, obsolete stadia and other facilities once the event has finished. The size of the buildings do not suit the time period they are used for. They suit the grandeur of an event for six weeks, then fall into disrepair. Those events, which are deemed successful in terms of the promotion of the city and the level of investment gained, are often localised and do not have wider community effect. The uncertainty of being granted the privilege of the event during the bidding phase, often leads to legacy not being considered beforehand and obsolete stadia being built. *“Currently the planning process for Olympic cities is dictated by the bid, with the planning process beginning afterwards, and not being a significant aspect of the event” (interview with Anthony Hollingsworth, 2012)*

This dissertation is motivated by community planning and social input in the planning process. Mega Events have always been economically focused, neoliberal

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

processes, which have always been criticised for being typically unsustainable. The limiting factor of tight timescales only enhances the problem. The idea of researching sustainable legacy is about planning for long-term development, rather than temporally. Current planning policies in the UK insist that the introduction of sustainable development principles is of significant importance to large-scale events, which can set a precedent or a good practice guide for other regeneration projects, but this way of thinking does not yet stretch to Mega Event planning. Hosting large scale sporting events can be justified through the after effects of a regeneration project such as housing or new green spaces. Tallon (2010) states that sport regeneration events can also be called “peripatetic events” due to their commonality and frequent movement from city to city. The audiences, celebrities, flagships buildings, global projection from the media and mass consumption make the Mega Event valuable and very profitable. The capitalistic system of hosting a Mega Event diverts attention away from sustainability. Mega Event planning literature today agrees that an event should lie within an existing regeneration framework and resources, rather than overriding it. This is considered essential to delivering sustainable development. There are concerns that new investments and economic activities distract from existing facilities, which “may be overlooked and undervalued” in event strategies (Raco, 2004). This makes it even more important that social sustainability is achieved and the existing community is looked after. There are a great number of criticisms of Mega Events. This dissertation is focused on the neglect of social sustainability and community planning within events. One of the key arguments and criticisms of Mega Events is that they rely on the “trickle down effects” to local people and businesses, meaning that community planning is neglected in the process. Mega Events tend to concentrate on the hard and physical legacies, which are easy to create statistics and marketing about. The soft aspects such as community planning should therefore be prioritised (Balsas, 2004). One way events have tried to promote this is through encouraging volunteer programmes to help the community feel involved with the event, this strategy also provides skills and training to local people, which provides the community with employable skills. If this strategy is successful, the contribution to regeneration is still unknown and the numbers of “disadvantaged” volunteers is also unknown (Jones and Stokes, 2003). It is often those living in marginalised groups who benefit least from the Mega Events. “Barcelona’s Olympic regeneration is celebrated as one of the most successful Mega

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

Events; but it involved the eviction of hundreds of small businesses from areas which had traditionally offered low rents” (Raco, 2004). “Host cities need to be aware that there are other consequences of events that may undermine social regeneration”. Other cities have been known to move the homeless and travelling communities from areas to be used for Olympic infrastructure (Atkinson and Laurier, 1998). Atlanta’s Olympic games also displaced a homeless shelter, removing key facilities for already socially excluded people (Whitelegg, 2000).

### **A Sustainable Mega Event Design**

The Olympic Games have been viewed by academics as unsustainable for some times, they may even think making the Olympics sustainable is impossible or an unmanageable task. The definition of sustainability and sustainable development has been argued since the Brundtland Report was published in 1987 (WCED). The point of sustainability is creating cities or developments which will not leave a negative legacy to future communities (rather than creating a utopian environment or society). Even if Mega Events cannot lead the world in sustainable design or technology, they have a great opportunity due to the press and the audience to promote ideas of sustainable environmental practices, sustainable economies and most importantly sustainable communities through regeneration and the inclusion of the local people in their plan making. Smith (2007) proposed ten principles for regenerative legacy and how cities could gain the most from event hosting. Smith aims to show an ideal form of planning, which encourages sustainable development, while making the most of hosting a Mega Event.

- To embed event strategies within wider urban regeneration programmes
- To use the event as a coherent theme and effective stimulus for parallel initiatives and more diverse regeneration projects
- To ensure that regeneration planning is fully incorporated into the initial stages of planning for an event
- To promote shared ownership and responsibility among all partners of the legacy and event programmes



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- To design effective organisational and structural arrangements between event regeneration agencies and event management representatives to ensure joint working towards clearly defined and shared goals
- To allocate sufficient human and capital resources throughout their lifetime of event regeneration projects to achieve sustained effects
- To design event regeneration projects to prioritise the needs and engagement of the most disadvantaged members of the target community
- To try to ensure an even geographical dissemination of positive impacts among targeted areas
- To ensure that event themed social and economic regeneration initiatives built upon, and connect with any physical and infrastructural legacy
- To ensure community representation from the planning stage onwards to promote community ownership and engagement.

The criteria are practical and pragmatic solutions to effective planning for Mega Events. It is possible that a city adopting these techniques could achieve effective regeneration of the area the development was happening in, it is possible that the promotion of sustainable techniques to other cities could happen and it is possible that social sustainability could happen due to increased community participation. Smith's criteria use the principle ideas for sustainable development in 2007. Using the current economic framework and political movements since then, the criteria for applying regeneration principles to a Mega Event will differ. Recommendations and comparisons of Smith's method are noted in the Methodology of this dissertation.

### **Sustainable Development Planning in Mega Events**

It is important to plan for sustainable development, especially due to past failures and difficulties. This section will explain why sustainable development planning is essential for a future of Mega Event planning. Why things need to change, sustainable development and social legacy planning.

Previous Olympics were unsuccessful and unsustainable for a number of reasons. These included;

- The event was not included into a wider regeneration agenda - Events that are

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

not incorporated into a wider regeneration plan could not benefit the community, as the stadia were “Olympic” focused, rather than suiting the needs of the community. This leads to obsolete stadia (also known as ‘white elephants’) being left after the event, which did not fit in with the local character and the infrastructure tends to be too large to be adapted or used afterwards.

- The community was not consulted on the plans - planning without the consultation of the community means that the people are not a consideration in the planning process, rather the event is economically focused and planning should be for people.
- The area became gentrified; thus displacing the previous residents - This is a short-term bonus for an area. Gentrification leads to urban renewal, lowered crime rates; higher social capital but long term considerations must include the whole population.
- The community did not have an interest in sports - Encouraging new people to take part in sports in cities is a good way to promote health and well being which is essential to sustainable development. This is not always easy though.
- The city overspent, and was left with unmanageable debt.
- The event was planned on an unsuitable site - For example, events planned outside of the city, would require new transport facilities and would be likely to be developed on greenbelt land.

There are many who argue that large-scale events are the anti-thesis of sustainability due to their cost, unpredictability, and the temporary hysteria, which disrupts community life. Cities are still desperate to attract them and this obsession shows no signs of waning. It is highly relevant to see how cities can best use these events as regeneration programmes in the 21<sup>st</sup> Century, as they have a great opportunity for regeneration due to increased investments from the private and public sectors. Bottom up sustainable development planning is necessary to create buildings and infrastructure that can be used afterwards. As Mega Events are one of the few regeneration developments which as such large scale, it makes it difficult to enforce the bottom up strategies and their allocated policy very difficult.

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

Olympic Legacy planning is important today, now the failures of past events are published so widely. The International Olympic Committee (IOC) selected London, for the 2012 event, due to the then Mayor of London Ken Livingston's proposals for an Olympic legacy. Ken Livingston is thought to have made to proposal based on the regenerative legacy impact rather than having the prestige of the event in the city. The Games will be used to inspire change, regenerate the east end of London, and become "the first sustainable Olympic and Paralympics Games" (DCLG, 2009) The reasons for the IOC's decision to support a sustainable Olympics could be for a variety of reasons, including marketing, increased pressure from international stakeholders or appreciation for sustainable development. An event watched by billions promotes commercial organisations as well as the city, but perhaps the most importantly cultures and policies of the country hosting the games. Olympic developments have both positive and negative impacts on the Olympic city and its environment. Olympic developments should leave a host city and its community better rather than worse off, to ensure this Kidd (1992) thinks each city should 'conduct a social impact assessment and a public consultation before submitting its bid' to avoid social development problems This is the first step management should take to ensure community involvement and planning. Issues have arisen in all of the games with regard to community support and opposition, due to the tight deadline of the planning and development. This issue has led to the most disadvantaged groups in society such as the homeless and those in low cost rental housing and the 'underclass' suffering most. The Olympic 'legacy benefits accrue to the already privileged sectors of the population' (Lenskyj, 2002). The controversies surrounding the Olympic games and the effects they have on the local communities are numerous, from the displacement of local people and businesses, to large-scale debt, homelessness, to large unused stadia. The Games have opposition in each city they visit, and organisations and communities create groups such as "PISSOFF – People Ingeniously Subverting the Sydney Olympic Farce" and "Bread not Circuses' Toronto 2008/ Vancouver 2010" to object to the development, which they interpret as having a negative effect on their community or lifestyle.

Sustainable development is achieved through a harmony of economy, environment and society. Spatial Planning theory aims to instigate and promote sustainable development. A neglect of the environmental issues leads to environmental decay. A

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

neglect of social issues leads to social decay, such as further polarisation of wealth and crime. Therefore, social inclusion is necessary within the planning process.

To be inclusive and socially sustainable and cohesive, planning needs to ensure that a level of community involvement is present in plans. This has been a strategy, which forms communities, which communities need and desire. The danger of Olympic Event planning is that infrastructure is planned for a two-week event rather than the future, and lies obsolete afterwards. If this Olympic Event is going to be the most sustainable Mega Event to date, then the Olympic village must be planned with these considerations. One of the tools for encouraging community involvement and cohesion is community-based regeneration.

### **Olympic Planning**

For the 2000 Sydney Olympics, the IOC required a planning and development timeline, to ensure development was to schedule. This strategy aimed to identify how costs were broken down, and what was being done at which time. (BBC, 2005). The IOC take a similar view on planning to legacy, and future events such as Rio 2016, have not got a published planning strategy yet. "Legacy isn't a problem for the IOC; it's a problem for the hosts" and "Thirty years ago there was no talk of legacy, the environment or sustainable development with Olympic bids. It's coming now but the evolution is very slow and the mindset of the IOC members is also slow" (BBC, 2011). Despite the IOC having the greatest power over the event, they do not exercise it over planning aspects. The IOC are primarily concerned by creating a sports event and generating profits.

The challenge is for the stakeholders to uphold their promises for regeneration, as no body has control of implementing sustainability.

*"One of the IOC's missions is to promote the Olympic values in order to place sport at the service of the harmonious development of our society. The IOC has thus developed a comprehensive program using sports development as a tool for local socio-economic and human development in cooperation with UN agencies and other organisations specialised in development and humanitarian aid" (IOC, 2012).*

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

A lack of planning framework from the IOC could be interpreted critically, as the IOC has huge potential for promoting sustainable development and good planning practice for future events.

The IOC does not have set criteria for planning within the Olympics. Each event can form its own planning team, and create objectives within it. The IOC has no guidelines about sustainable development or legacy provision. Despite this, through selecting London for their Olympic bid, they are supporting sustainable development planning. Together with the UK Government some objectives for the delivery of the Olympics were made specifically for the London Olympics (ODA, 2007)

*“To stage an inspirational Olympic games and Paralympics Games for the athletes, the Olympic family and the viewing public” (ODA, 2007)*

This first objective reflects the vision of the IOC and its key principles, they rely on “inspiration”, forms of grandeur to support their own historic legacy of an Olympic family, who achieve things only a select few, are capable of. The Olympic ethos is of elitism as well as hard work.

*“To deliver the Olympic Park and all venues on time, within agreed budget and to specification, minimising the call on public funds and providing for a sustainable legacy” (ODA, 2007)*

This objective is a key limitation to the planners and to the event managers, who must deliver the event for a deadline, which in the developers world is a real challenge. The agreed budget is famously never respected.

*“To maximise the economic, social health and environmental benefits of the Games for the UK, particularly through regeneration and sustainable development in East London” (ODA, 2007)*

This objective is a reflection of the various planning bodies and the Mayor of London. The IOC has stated many times that such ideals should be the concern of the host city, here compromise has been made. This ‘shared’ list of objectives from the UK

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

government and the IOC could be a sign of future implementation of such objectives at Olympic events. Once again, the objective is ambiguous and the 'maximisation' of such characteristics could include very minor changes. The statement does encourage regeneration of a disadvantaged area though, which is a positive change to the IOC manifesto.

*"To achieve a sustained improvement in UK sport before, during and after the Games, in both elite performances – particularly in Olympic and Paralympics sports, and grass roots participation"* (ODA, 2007). This is a key IOC objective, which has been used in the past, often to no avail. This objective is perhaps the IOC's first aim of a form of legacy. A sport legacy leaves a community with another version of an Olympic legacy, with the physical structure in place and used for a new purpose. The memory of the event creates a positive and healthy sport legacy, which if well received improved the health and vitality of the peripheral community. The effectiveness of implementing sports legacies has not been good in the past, due to the structures being too large.

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## **Chapter Four: The city of London**

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

Section Three will examine the case study of London and how the UK are preparing for the event through the planning and consultation process. The first part will be a socio-economic profile of London and Stratford (the area of London which will host the Games), followed by a description of the planning system.

London, the capital of the United Kingdom (England, Wales, Scotland, and Northern Ireland), has a recorded history, which goes back 2,000 years. London is in the south east of England. The city is focused around the River Thames, and the now disused London Dockland area. The Dockland area is now the heart of the London Financial Quarter. Greater London covers an area of 1,579 square kilometers (610 sq miles). This area had a population of 7,825,000 (ONS, 2012). The population density for this area is 4,542 people per square kilometer. The London Metropolitan region covers a larger space and has over 12 million inhabitants (ONS, 2012).

**Figure 3 Context Map (Google Maps, edited by the Author, 2012)**





## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

London is a good case study example of a regenerative Olympics for a number of reasons. The city has experienced urban renewal on a grand scale for centuries, beginning with the great fire of London in 1666, which required half the city to be rebuilt. The London Docklands development in the 1980s started a trend in the UK and Europe for dockside redevelopment after de-industrialisation caused significant socio-economic problems for ex-industrial workers and for the economy, so the city has proved successful in regeneration. This is the third time the city will have hosted the Olympics, the only city to do so. The East End area of London (where the Olympic development will take place) has a rich history, but has suffered from urban decline. The London Olympics are due to take place in the summer of 2012, making the study of the event current, and focused on the planning and the regeneration, rather than the after effects.

London's emphasis on Legacy considerations was believed to be the key element which won them the bid for the event. In 1996, the Atlanta games in the United States of America approached their event with the thought that "image, prestige and pride are the real residuals", which they then hoped would be a catalyst for urban regeneration, this trickle down effect has been a popular thought in the past with other hosts (Smith, 2007). The geography of the Olympic site, which includes one of the poorest areas of the UK, also helped to secure the bid, as an opportunity to "stimulate a vital economic regeneration programme in London" (London 2012 Candidate File 2005: 23). London is complying with the urban regeneration agenda by instating the Commission for a Sustainable London 2012 through the London Organising Committee for the Olympic Games (LOCOG) and the Greater London Authority. London's bid included aspirations for social diversity in housing provision and social inclusion in the local community. The bid also included aspirations for quality environment in mixed used communities, the provision of new educational facilities, a fusion between planning strategies and a creation of a hub for East London. Aspirations for development further afield were also included, such as creating a catalyst for economic and social regeneration around the park, employment across the Lea Valley, London and the UK, encouraging education opportunities, increased sports participation and a legacy for transport, which includes the renewal of the underground system and Kings Cross station, a central hub for transport in central London. Transport links need to be improved in London,

## Community involvement and participation and its role in creating a future in sustainable legacy planning

the speed of the trains from east London to central London are to be increased, to help connect the east.

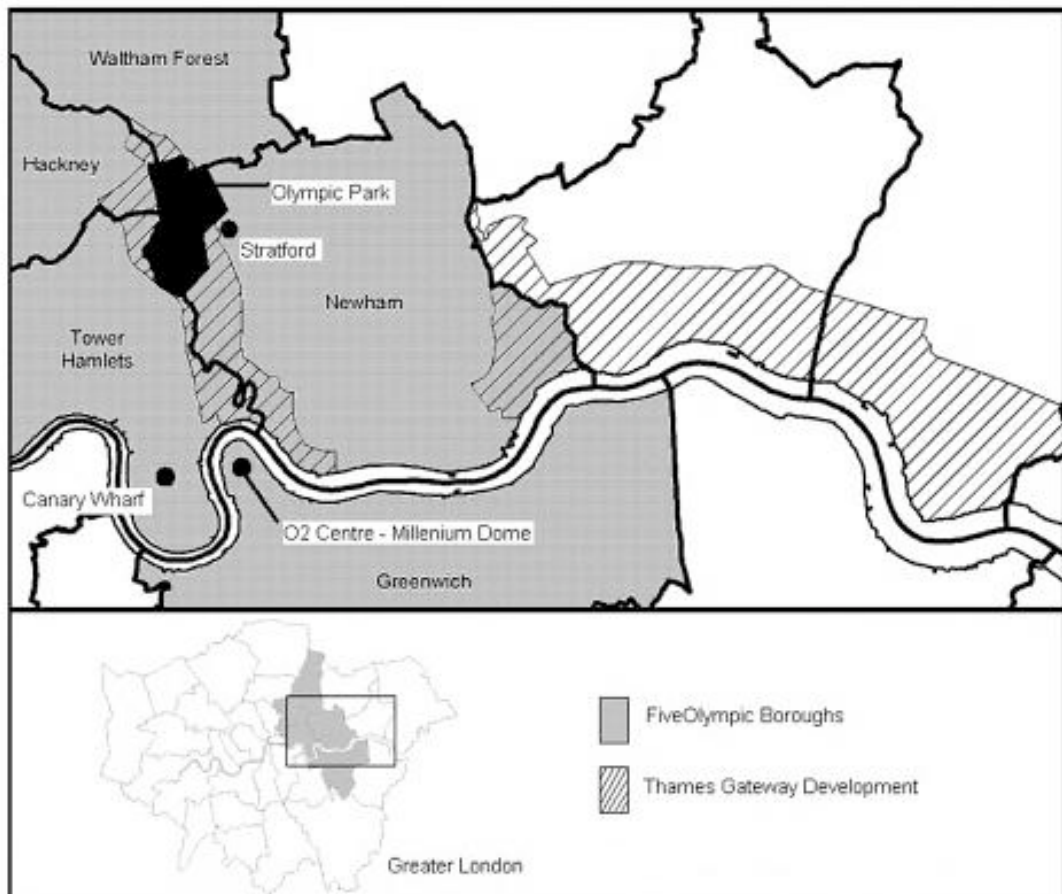
**Figure 4 Olympic Site (Google Maps, edited by the Author, 2012)**



The map above shows the location of the Olympic site in central London. The map also shows how Stratford station and Kings Cross station are connected. One of the key priorities for regenerating the East End of London was to reintegrate East London to the city through improved transport links, especially between Kings Cross and Stratford International Stations. Each station received significant renewal, which included improvements to the Grade II listed structure at Kings Cross and the enlargement of Stratford International. The event is providing further links to peripheral London. The Thames Gateway development and the Lower Lea Valley are linked to the Olympic development, in an effort to link the site with other regeneration programmes. This is considered essential for the integration of the development into the adjacent areas and its success.

## Community involvement and participation and its role in creating a future in sustainable legacy planning

**Figure 5 London within the wider regeneration area (taken from Imrie et al, 2004)**



Regeneration projects have a great capacity for urban change on a social, environmental and economic basis. In the 21<sup>st</sup> Century, planning demands sustainable development, and with the majority of new developments, which should be concentrated into previously developed land or inner city locations, there is a great potential for spreading the word and marketing sustainable solutions to every day problems in the city. An Olympic event has a great opportunity as a regenerative tool, given investments, new infrastructures and new building developments. Regeneration is usually a process of improving an urban area (Tallon, 2010).

A number of questions arise when a Mega Event is planned regarding the existing community. This process of improvement leads to urban problems and undesirable behaviour being relocated elsewhere; this is a traditional model for renewal in cities,

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

where do these people and their socio-economic problems go and do urban planners and developers consider this before the planning process begins? Is it possible for a high profile regeneration program to avoid exacerbating urban problems and contribute towards social cohesion? Although a Mega Event has a physical boundary to development, the planning concerns a much larger regeneration area, which extends to the whole city.

The Olympics have been the catalyst for the redevelopment of the Underground service and major infrastructure in central London such as King's Cross station and the Stratford International Station. Westfield, the shopping centre in Stratford City was developed alongside the Olympic Development.

### **History**

Three years after the Second World War, the 1948 Summer Olympics were held at Wembley Stadium. This event was planned at the same time as the rebuilding of the city after the extensive bomb damage from the war. The immediate solution to re-house the homeless after the wars was to build temporary high-rise blocks of flats, in a city wide regeneration programme. Many of these feature in East London and typically in the borough of Tower Hamlets.

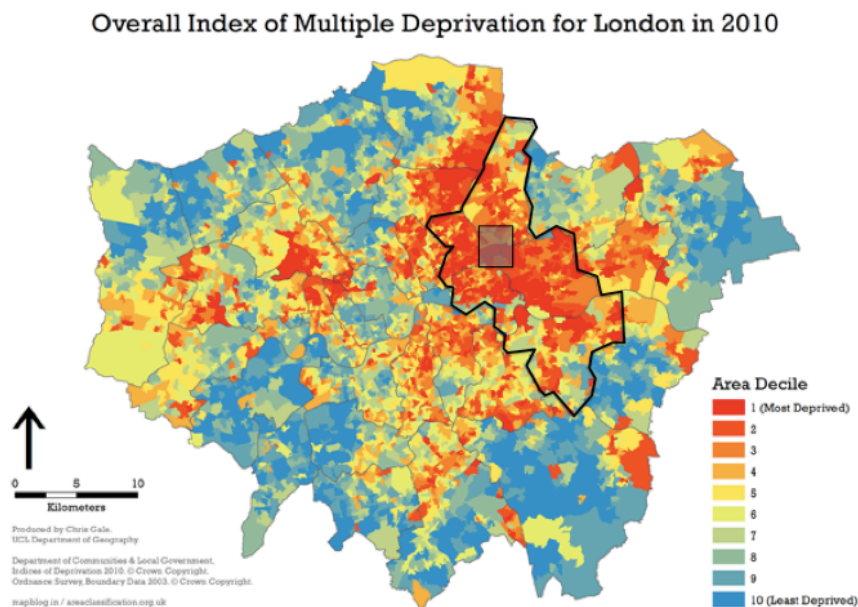
De-industrialisation began to have a significant effect on British cities in the 1960s the London Dockland was derelict by the 1980s. The regeneration of the London Docklands began in 1988 by the London Development Corporation, and Urban Development Corporation (Turok, 1992). This was the brainchild of the then Prime Minister Margaret Thatcher during the conservative government (1979 - 1997). After the war, members of the commonwealth (ex-colonies) were invited to the UK with employment initiatives. This caused a growing segregation in cities, with ethnic communities living together. The East End of London has one of the largest ethnic mixes in the UK.

### **Urban Deprivation**

## Community involvement and participation and its role in creating a future in sustainable legacy planning

The area known as the Isle of Dogs is where the industrial sectors lay before the 1960s and is now home to Canary Wharf and the London Docklands regeneration scheme. This was one of the first major UK regeneration schemes funded by an Urban Development Corporation. The East End, shown in the right hand map, has large ethnic communities and pockets of deprivation.

**Figure 6 London's Indices of Multiple Deprivation (Indices of Multiple Deprivation, 2010)**

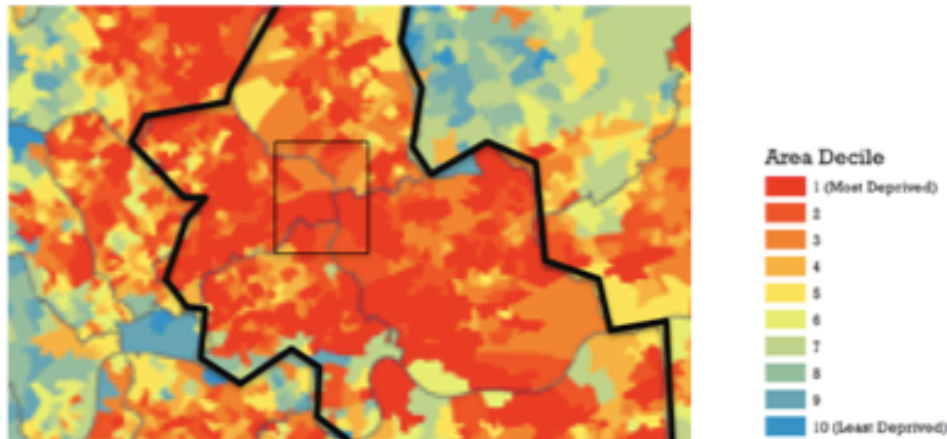


**Figure 7 London's Indices of Multiple Deprivation (Indices of Multiple Deprivation, 2010)**



## Community involvement and participation and its role in creating a future in sustainable legacy planning

Indices of Multiple Deprivation 2010 – The Olympic site



As the diagram above shows, deprivation is concentrated in the “East End” area of London, with the central historical area and the periphery being significantly less deprived. The map on the left hand side represents the five host boroughs: Tower Hamlets, Waltham Forest, Newham, Greenwich and Hackney. The Olympic Park lies across four local authority boundaries. The Olympic Park area was ranked either most deprived or in the category below in 2010 (DCLG, 2010)

Patterns of social exclusion in the United Kingdom are strongly tied to deindustrialisation such as inner city London, Manchester and Liverpool. These areas of the United Kingdom have the lowest quality of life. Social exclusion is mapped in the United Kingdom using the Indices of Multiple Deprivation (IMD), which rank income, employment, health and disability, education, skills and training, housing quality, living areas and crime (DCLG, 2012d). The highest concentrations of areas in the top 10% of the IMD tend to be in the inner cities, which suffered from deindustrialisation (Tallon, 2010). It is these areas, which are being targeted by regeneration projects today, however there is evidence that these communities are becoming poorer (Centre for Cities, 2006). The social welfare system has been described as providing only “temporary relief” from poverty (Tallon, 2010). This process can be compared with the regeneration process, which gives temporary relief to a community, but if the social aspects are not addressed (employment, improvement of housing stock, availability of social housing), then the socio-economic problems of the area will not disappear.

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

Sustainable social development is key in Mega Events, but also in the example of London 2012. The key issue for this location is displacement of people and social problems to a new area of London or the wider region, causing old problems in new places. Planning for social inclusion aims to find ways to include the whole community, as a form of an “anti-gentrification”. Anti-gentrification is a process that rejects gentrification as a form of regeneration, gentrification is traditionally defined as “The renovation of the existing housing stock in working-class areas by middle class home buyers who came to displace the original residents and to change the social, economic, and cultural landscape of such neighbourhoods”, and once the middle classes have bought up the housing, the “character of the district is changed” (Glass 1964: 139). Sustainable social development aims to be classless and aims to find a role for all members of the community. To create a new community, which is socially inclusive at the Olympic site, would leave a legacy which was pro-community.

As the Olympic Park is located within a very diverse demographic area, which is home to 22 per cent of London’s black, Asian and minority ethnic (BAME) population, with 110 languages spoken within the host boroughs, the issues of inclusion emphasise the necessity of sustainable development. Poorer people and minority groups are considered to be the first to feel the effects of climate change and declining biodiversity which is linked to health and wellbeing. Exclusion and deprivation has a strong link to ill health and responds to principles of health and happiness, culture and heritage. (DCLG, 2009)

### **Employment**

London has the sixth largest city economy in the world, after Tokyo, New York City, Los Angeles, Chicago and Paris. London is diverse in its employment, with agriculture outside the urban core. London is predominantly a tertiary and quaternary-based industry though. The city has numerous universities and research and development hubs. The tertiary sector is (70%) of the UK employment, with most people working in the service industry (Tallon, 2010).

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

Stratford is identified as one of the major centres of London in the London Plan (GLA, 2004). The redevelopment of the area and the new Westfield Shopping Centre has now made it an economic destination for Londoners and people of the South and East of London. The Olympic site is likely to generate the economy through increased tourism during and after the event.

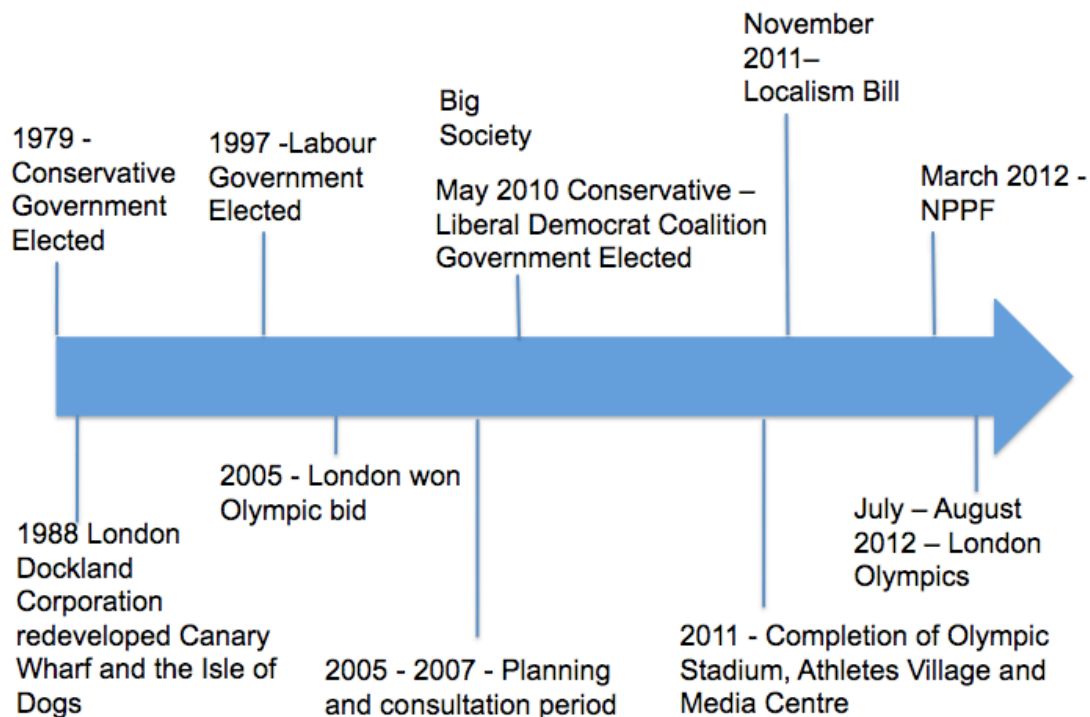
### **Planning and political structure**

The Town and Country Planning Act 1947, was instigated by the Labour government, and was viewed as a socialist Labour policy. The conservative government has given fewer regards to the planning system over the years. For example, in the early 1980s there were political disputes between the Greater London Corporation (GLC) run by Ken Livingstone and the Conservative government of Margaret Thatcher. In 1986 the GLC was abolished. The powers of the authority were given back to the London boroughs. This made London the only metropolis in the world without a central administration. After Labour were re-elected in 1997, the Greater London Authority was restored in 2000. This is similar to the current planning structure for Decentralisation and Localism, where regional planning authorities are to be abolished, with the majority of power with the people and local government.

**Figure 8 Timeline of Politics and Key Policies (Author, 2012).**



## Community involvement and participation and its role in creating a future in sustainable legacy planning



Local Plans and Local Development Frameworks were the Labour frameworks for planning in the 2000's. These are slowly being changed to suit the coalition government between the Conservatives and the Liberal Democrats new planning agenda. The UK planning policy and agenda has changed herewith and does each time the government changes, which leaves challenging planning legacies. This process also makes civic participation difficult, as the process becomes more complex.

Big Society was the key policy for the Conservative party general election manifesto. After the coalition government began, the Big Society movement began. Big Society aims to encourage civic participation, give communities more power and to transfer power from central to local government. The key planning legislation to come from Big Society is the Localism Act 2010, which became law in November 2011.

Over the years, central government has become too big, interfering, bureaucratic and controlling. This has led to local democracy and local responsibility to be undermined. Localism is about giving power back to local government and decentralisation. The government is instilling trust for the people to take control and

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

push power downwards to the lowest level (DCLG, 2011). The theory concentrates thoughts of community involvement and civic participation into local government frameworks.

The new National Planning Policy Framework (NPPF) introduced in March 2012, aims to bring together previous key policies of Spatial Planning in the UK into one comprehensive document. The key policies still include sustainable development, economic growth and conservation (DCLG, 2012b).

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### **Planning for the Olympics**

This section will explain the planning law for the Olympics, the role of the Olympic Delivery Authority and how it contributes to the Olympic Planning, some important UK planning procedures to compare with the Olympic system and a brief description of the Olympic consultation process. Understanding how London 2012 is challenging, because there are many different stakeholders who have influence over the planning and policy for the East End of London.

#### **Planning Law**

Section 47 Planning Act 2008 states that there is a duty to consult the local community. The process of consultation must include the following points:

- (1) The applicant must prepare a statement setting out how the applicant proposes to consult, about the proposed application, people living in the vicinity of the land
- (2) Before preparing the statement, the applicant must consult each local authority that is within section 43(1) about what is to be in the statement.
- (3) The deadline for the receipt by the applicant of a local authority's response to consultation under subsection (2) is the end of the period of 28 days that begins with the day after the day on which the local authority receives the consultation documents.
- (4) In subsection (3) "the consultation documents" means the documents supplied to the local authority by the applicant for the purpose of consulting the local authority under subsection (2).
- (5) In preparing the statement, the applicant must have regard to any response to consultation under subsection (2) that is received by the applicant before the deadline imposed by subsection (3).
- (6) Once the applicant has prepared the statement, the applicant must publish it—

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

- (a) In a newspaper circulating in the vicinity of the land, and
- (b) In such other manner as may be prescribed.

(7) The applicant must carry out consultation in accordance with the proposals set out in the statement.

The requirement for publishing the consultation details is minimal.

The London Olympic Games and Paralympics Games Act 2006 established the Olympic Delivery Authority (ODA) as the governing body for planning of the London 2012 Olympic Games. The ODA which acts as an authority as well as an urban development corporation.

Their role is to prepare for the Olympics through making arrangements preparations of the site and ensuring adequate provisions are made for facilities and transportation in connection with the London Olympics. The authority may acquire land and the authority may also acquire land for a consideration equivalent to the amounts which the Authority would be required to pay if acquiring the land compulsorily under an enactment with permission from the Secretary of State. They may dispose of land, enter new transactions for land, premises or facilities, apply for or undertake work in connection with applications for planning permission. They may make arrangements for the constructions of premises and other facilities, make arrangements for carrying out works in connection with the provision of water, electricity, gas, sewerage, highways, or the construction, variation or discontinuance of transport facilities. The authority may give financial assistance in connection with anything done or to be done by another person for a purpose mentioned in subsection (1) (management) with permission from the secretary of state, make arrangements for the formation of bodies corporate.

Most importantly, the authority must, wherever relevant,

- (a) have regard to the desirability of maximising the benefits to be derived after the London Olympics from things done in preparation for them, and
- (b) contribute to achieving sustainable development. (Subsection 3)

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The authority has the responsibility for paying compensation to any person whose land is injuriously affected by the execution of works by the Authority, and for any dispute as to whether compensation is payable, or as to the amount of compensation, may be referred to the Lands Tribunal, subsection (2) of section 10 of the Compulsory Purchase Act 1965 (c. 56) (limitation on compensation) shall apply to this subsection as it applies to that section, and any rule or principle applied to the construction of section 10 of that Act shall be applied to the construction of this section (subject to any necessary modifications).

### **The Olympic Delivery Authority**

Outline planning permission was granted on the Olympic site in 2004, prior to the event title being won (ODA, 2007). This ODA was set up to avoid conflicts between boroughs and to provide a dedicated team. From 2006, the authority dealt with all planning applications for the land related to the ODA Planning Area rather than the local borough. An outline planning application may be subject to change in its appearance, means of access, landscaping, layout and scale. As the ODA have not set policies for aspects such as affordable housing, these aspects could be omitted from future plans

The ODA has responsibility for:

- All Olympic Park infrastructure and site preparation
- Building new permanent venues
- Building re-locatable arenas
- Olympic transport projects
- Permanent works to existing sports venues
- Olympic Park venue legacy conversion (ODA, 2007)

After the event, the ODA will turn over to the Olympic Park Legacy Company who will handle the management of the park and the planning control will go back to the four host boroughs (Newham County Council, 2011).

## Community involvement and participation and its role in creating a future in sustainable legacy planning

The authority have set its vision for London 2012: “To host the most inclusive Games to date by promoting access, celebrating diversity and facilitating the physical, economic and social regeneration of the Lower Lea Valley and surrounding communities” (DCLG, 2009).

There is no set policy for the ODA, whereas each other Local Authority in the UK does. There are no guidelines for its planning process. Due to the fact, that they are a new authority, there may be challenges in the consultation process due to the community feeling unfamiliar to the people, the authority and the process.

The Olympic Delivery Authority (ODA) was set up in the United Kingdom (UK) as the Planning Authority for the Olympic Development, as the site lies across four local authority boundaries and it was necessary for all decisions to be made by one body.

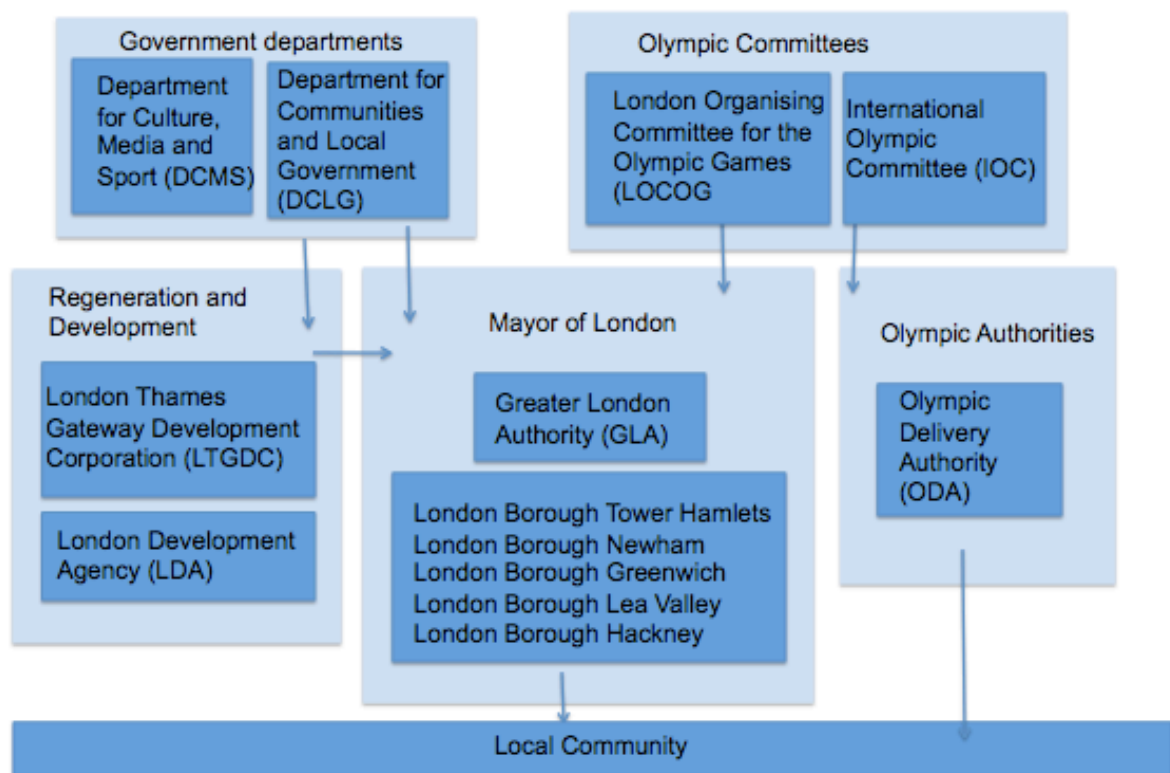
**Figure 9 The Olympic Boundaries (Author, 2012)**



## Community involvement and participation and its role in creating a future in sustainable legacy planning

The Olympics are to be held within an inner city area of London, which spans four local authorities and the greater London authority, the commencement of the new Olympic authorities and transport provision also has an interest in the planning of the event. Each of the planning authorities has its own Local Development Framework that has separate plans for regeneration, and Olympic legacy alongside the Olympic Delivery Authority. The following diagram illustrates a small number of Stakeholders.

**Figure 10 Political Structure (Author, 2012)**



The scheme is organised with those with the greatest power at the top, and those with the least power at the bottom. The governmental bodies influence the UK planning system, but not the Olympic bodies. The UK government create policy for the urban development corporations and the Thames Gateway development and the London Development Agency, these bodies are interlinked with the local authorities of London and tend to work together in the UK planning system. The Olympic authorities are largely independent, and follow National UK policy and make their own decisions about development on the Olympic development site. The local

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community enters the equation only during interactive processes instigated by planners and then their opinions may not be taken on board. The system of Olympic planning is complex due to the number of actors and stakeholders interested in planning. This scheme does not include all small to medium actors who are also interested in planning or are affected by the event. The traditional planning model (without the Olympic actors) is complex, and the discourses between each of them are not always made public, which makes understanding the Olympic communication system difficult to organise.

The ODA (2007) organised the stakeholders of the Olympic event based within the Lower Lea Valley wider regeneration scheme, as follows:

Stakeholders	London 2012 Organising Committee, DCMS, GLA and BOA.
Delivery Partners	Organisations on which the ODA relies for delivery.
Project Specific interests	Organisations with an interest in a particular project. Some stakeholders will have statutory rights.
Policy Interests	Organisations with an interest in how the ODA is responding to a particular policy agenda.
Multi- Interested Stakeholders	Organisations or bodies with a wide range of interests.
Community Interests	The people who live, work and play around the area of the ODA's operations.

The ODA set the stakeholders out, with different types of gains and effects.

Each of these stakeholders has a different vision and set of objectives from the event. The DCLG and the Local Authorities (Boroughs) have an interest in the regeneration of the East End; this is supported by the organising committee.

The planning system for the Olympics is slightly different to the traditional UK policy, which is currently, the ODA's Master plan from 2007 sets out the structure of the system in Figure 2.



## Community involvement and participation and its role in creating a future in sustainable legacy planning

Figure 11 A table of contents (taken from ODA, 2007)

OLYMPIC, PARALYMPIC AND LEGACY TRANSFORMATION PLANNING APPLICATIONS – OVERVIEW OF PLANNING DOCUMENTS	
SITE PREPARATION PLANNING APPLICATION	FACILITIES & THEIR LEGACY TRANSFORMATION PLANNING APPLICATION
Volume 1: Planning Explanatory Statement	OLY/GLB/ACC/DOC/EXP/01
Volume 2: Design and Access Statement	OLY/GLB/ACC/DOC/DAS/01A to B
Volume 3: Commitment to Sustainable Regeneration	OLY/GLB/ACC/DOC/CSR/01
Volume 4: Statement of Participation	OLY/GLB/ACC/DOC/SOP/01
Volume 5: Energy Statement	OLY/GLB/ACC/DOC/ENG/01
Volume 6: Application Forms, Schedules, Notices OLY/SP/APP/DOC/APP/01	Volume 9: Application Forms, Schedules, Notices OLY/OLF/APP/DOC/APP/01
Volume 7: Drawings Site Wide Delivery Zones 1 to 10 OLY/SP/APP/DOC/DWG/00 to 10	Volume 10: Drawings Site Wide Delivery Zones 1 to 15 OLY/OLF/APP/DOC/DWG/00 to 15
Volume 8: Remediation Design Statement OLY/SP/APP/DOC/REM/01 to 03	Volume 11: Remediation Design Statement OLY/OLF/APP/DOC/REM/01 to 03
Volume 12: Environmental Statement (ES), Part 1 to 6	OLY/GLB/ACC/DOC/ENV/01A to H
Volume 13: ES Annexure 1: Transport Assessment	OLY/GLB/ACC/DOC/TRA/01A to C
Volume 14: ES Annexure 2: Flood Risk Assessment	OLY/GLB/ACC/DOC/FRA/01A to B
Volume 15: ES Annexure 3: Code of Construction Practice	OLY/GLB/ACC/DOC/CCP/01

Figure 6: Overview of the Olympic, Paralympic and Legacy Transformation Planning Application material

The structure of the Olympic planning system is unique and differs from the traditional UK planning system, which is set out in figure (below). This table of contents sets out the key documents included within the proposal. Key aspects such as community involvement are changed to “Statement of Participation”. This may be due to a new strategy for participation being used. The Olympic planning proposal when submitted in 2007 was the largest ever with over 10,000 pages submitted.

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Figure 12 Local Development Framework Structure (Planning Portal, 2012)



The UK Planning system typically follows the process above, starting with development plan documents, followed by the local development scheme, the statement of community involvement and then the supplementary planning documents. The planning system is currently under renewal, and comparisons between the Olympic planning system and the current UK system are difficult.

### Discourse, Policy and Action

So far, London has promoted the event as the most sustainable Olympics yet, before the event has begun. They have statistics to back up their claims. The statistics are largely technically based, or features which are easy to advertise. On site, the event has 4,000 trees, 74,000 plants, 300,000 wetland plants, and 45 hectares of wildlife habitats. The planning process provided an Ecology Management Plan, Sustainable Design, Energy Efficiency such as an on site combined heat and power plant and photovoltaic, Grey Water Recycling, Regeneration of waterways and Green Transport. All of the transport by ticket buyers will be by public transport.

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In terms of technical sustainability such as energy and hard infrastructure, London 2012 is setting a good example for sustainability. The list refers mainly to environmental and physical elements, which are easy to market and promote to an audience. However, sustainable development comes as a trefoil, social, environmental and economic aspects all must compliment each other. Socio-economic sustainability is not an advertised part of the event. The consultation process is a key element of the process to help create socio-economic prosperity. This is the best way social sustainability can be tested in the Olympic event, because the consultation process has the best connection to the people who live there and the people the event is being planned for (Newham Borough Council, 2011).

### **The Consultation Process**

Planning Policy Statement 1: Delivering Sustainable Communities (part of the national planning policy) states:

*“Community involvement is an essential element in delivering sustainable development and creating sustainable and safe communities.”*

Planning Policy Statement 12:

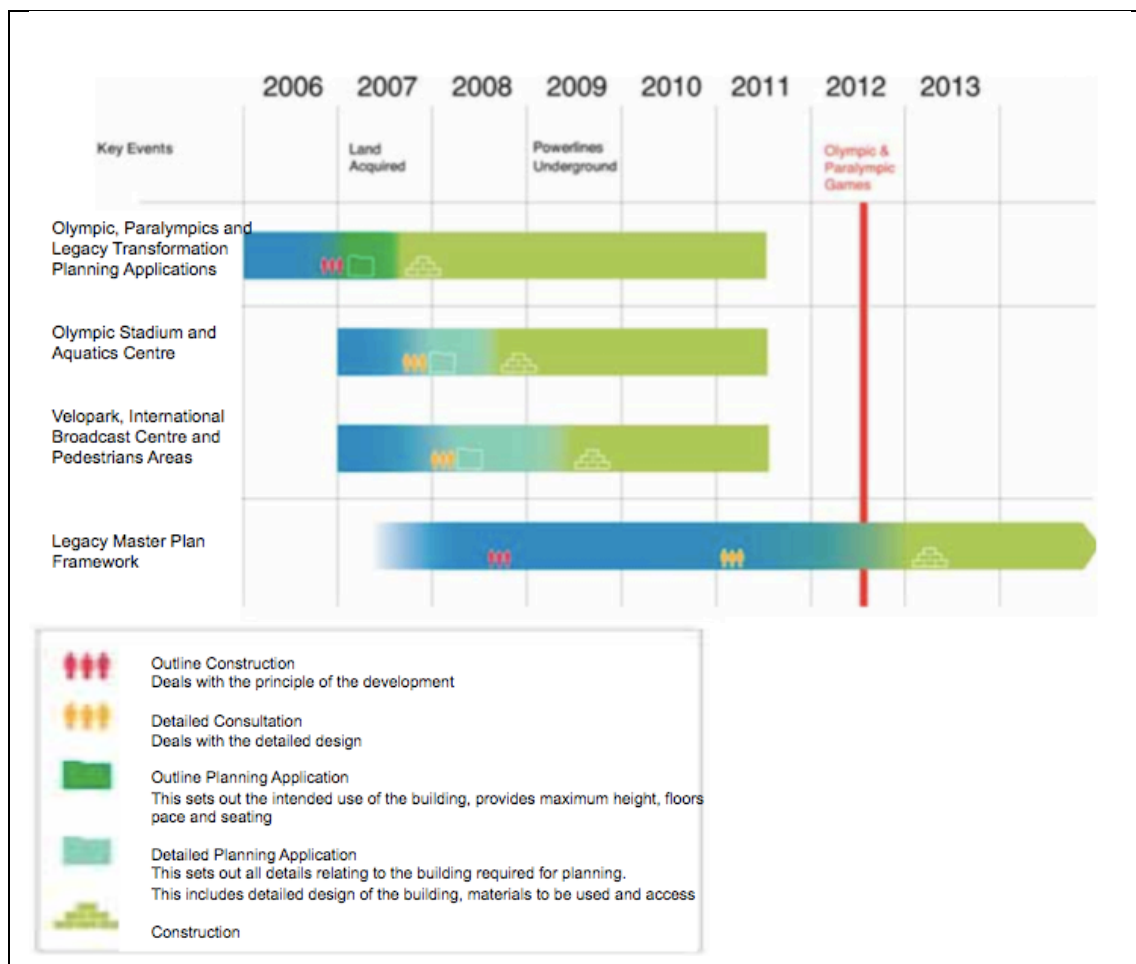
*“Statements of Community Involvement, to be produced by planning authorities, will set out how communities will be engaged in the preparation and revision of local development documents and consideration of planning applications. The Statement must ensure the active, meaningful and continued involvement of local communities and stakeholders throughout the process”.*

Through working together, with planners and designers, local people provide a broader idea of the issues, and can help to change the landscape. Consultation helps to balance the interests of different interest groups (ODA, 2007).

Due to the large number of planning applications for the Olympic site, consultation must take place several times, with several consultation documents.

## Community involvement and participation and its role in creating a future in sustainable legacy planning

**Figure 13 Timeline (ODA, 2007)**



The 2007 consultation document is the only available consultation document. It is useful to understanding how the ODA conduct a community involvement system.

The consultation document, sets out how the consultation was taken out, followed by the key issues including “Legacy place making and Neighbourhoods” and Community involvement”. The document was published in 2007 and the consultation began in 2006, the year after the planning process began. The 18-month public consultation was undertaken by the LDA around the preferred set of legacy plans (the Legacy Master plan Framework). So far more than 8,500 people (including 1,800 young people) have been involved in helping to inform the legacy plans. (DCLG, 2009). There were a variety of different involvement strategies, to attract all

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types of age, sex and ethnicity, such as Road shows, Design Workshops, Exhibitions and Youth Workshops as well as public exhibitions of the plans with the opportunity to make comments about the plans (ODA, 2007).

Key planning related community comments included general support for the games, whether there would be jobs and employment opportunities for young people, if affordable housing issues would be addressed, if the local people would be effected by transport issues and if the new Olympic park would be accessible by public transport and if traffic would become a problem, and if young people would benefit from Olympic related employment to address anti-social behaviour. Further discussed was whether there were demands for increased communication and involvements with local organisations to increase a sense of local involvement. There was support for renewable energy and there was a demand for more. There was a demand for conservation and wildlife protection, and the community felt the park design should reflect the local area's heritage and diversity so it would work as a local park as well as an international one.

Stakeholders raised comments about security and safety with regards to fences and water hazards, the participation of local people in the design process, construction transport issues, incorporating the design of Stratford city into the Olympic site, optimizing waterways for logistics, conserving wildlife, flood risks, and renewable energy generation. The definition of the term 'stakeholder' for the Olympic project has been widely drawn in recognition that it sits at the centre of a larger regeneration process that involves the whole of the Lower Lea Valley. It has been taken to mean anybody who might be more or less directly affected by or have an influence on the regeneration of the Lower Lea Valley, or the hosting of the London 2012 Olympic and Paralympics Games. This includes those who live, work or have an interest in the four boroughs that comprise the site, and London 2012, the Olympic bid Company.

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## **Chapter Five: The Bennet Criteria**

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

This section aims to examine how London 2012 have applied community involvement and legacy theory to the Mega Event through a policy analysis to test the hypothesis, *“London 2012 will create a sustainable future legacy through community participation and involvement”*

### **The Research Criteria**

Research criteria were used to analyse and categorise policy. The research criteria were based on the original criteria by Smith 2007. These criteria were thought to be the best measure of regeneration and its affectivity in Mega Event in 2007, and to that author. For this research project, the criteria were edited to suit the community and legacy concepts, which the author found to be of important significance to the delivery of a sustainable mega Event. The Smith criteria are as follows:

- To embed event strategies within wider urban regeneration programmes
- To use the event as a coherent theme and effective stimulus for parallel initiatives and more diverse regeneration projects
- To ensure that regeneration planning is fully incorporated into the initial stages of planning for an event
- To promote shared ownership and responsibility among all partners of the legacy and event programmes
- To design effective organisational and structural arrangements between event regeneration agencies and event management representatives to ensure joint working towards clearly defined and shared goals
- To allocate sufficient human and capital resources throughout their lifetime of event regeneration projects to achieve sustained effects
- To design event regeneration projects to prioritise the needs and engagement of the most disadvantaged members of the target community
- To try to ensure an even geographical dissemination of positive impacts among targeted areas
- To ensure that event themed social and economic regeneration initiatives built upon, and connect with any physical and infrastructural legacy
- To ensure community representation from the planning stage onwards to promote community ownership and engagement.

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These criteria were arranged into a research grid. With the use of this grid, considerations were made about how the criteria could be implemented into a modern day mega event, in general terms, using popular planning techniques. The planning techniques took a community inclusion, social inclusion and sustainable development bias, to suit the author and the hypothesis of this dissertation. The following column built on the previous and identifies how the criteria can be applied specifically in London, advising certain practices to provide a sustainable regeneration legacy in the Olympic area. Again, this column had a bias towards community involvement, social inclusion and sustainable development techniques. This column aimed to give 'ideal' advice to the respective planners, planning a 'sustainable' Mega Event. This bias exists because; it is evident that a Mega Event has limitations due to the number of stakeholders, who need such different things from the event. The possibility for a truly sustainable Olympics is not achievable. A truly sustainable community would be a utopian ideal, and utopias are defined by their impracticality. A truly sustainable community certainly could not be planned in a historic city, with existing urban problems. The third column investigated what exactly London were doing to meet the criteria. The criteria are compared against the policy documents, academic literature and an interview with Anthony Hollingsworth, the Chief Planner for the event. The new criteria can be used to edit the criteria grid and against that the hypothesis will be tested. This information was then used to make suitable recommendations, for mega events and regeneration in general.

Example of the original criteria grid: (The information is listed underneath the criteria below)

CRITERIA	How can the criteria be used?	What can London do?	What is London doing?
CRITERIA 1			
CRITERIA 2			



## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

### **The Bennet Criteria:**

- *CRITERIA 1: To ensure community representation from the planning stage onwards to promote community ownership and engagement. To ensure the local character is incorporated into the design of the event and infrastructure, to enforce community identity and promote attachment and legacy*
- *CRITERIA 2: To ensure an even geographical dissemination of positive impacts among targeted areas by embedding event strategies into wider urban regeneration programmes*
- *CRITERIA 3: To design event regeneration projects to prioritise the needs and engagement of the most disadvantaged members of the target community*
- *CRITERIA 4: To promote and educate about the significance of legacy events throughout the lifetime of event regeneration projects to achieve sustained effects and interest. To use the event as an effective stimulus for parallel initiatives in the early plans and future regeneration projects to promote sustainable legacy developments*
- *CRITERIA 5: To promote collaborative planning between all stakeholders through working towards clearly defined and shared goals*

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

### **CRITERIA One: To ensure community representation from the planning stage onwards to promote community ownership and engagement through the promotion of local character and identity and promote attachment and legacy**

This criteria aims to find out how the community included in initial plans; if a sense of belonging is promoted within the regeneration programme; if the community feel included; if the local character and design be incorporated into the event structure and if it is possible to promote local identity during and after the event. The criteria identifies the significance of community representation, and so are the planning team capable of doing this, do they represent local people? What exactly is the initial planning stage, where does planning begin within this regeneration process? It is typical for plans to be produced before going to the community involvement stage, which is often just a formality, where information will be made public on a local authority notice board, which may not be viewed by anyone.

Criteria one is adapted from Smith (2007). The original Smith criteria were unsatisfactory because it did not include incorporating local character into the scheme. This is important to community involvement because it helps the community stay connected to their place. Smith found that due to the timelines in place for Mega Events, often they did not meet guidelines for regeneration best practice, with “important facets of sustainable urban regeneration – such as embedding initiative within wider programmes, community consultation, public accountability, understanding the real needs of an area and maintaining rigorous planning procedures” not being maintained to a high standard or at all.

Community Involvement and engagement is key when planning for sustainable legacies, as it provides the community with an opportunity to make the changes they feel are necessary, which tends to make more successful plans, and more successful plans tend to have better legacies.

The community for this project ranges from the peripheral communities around the site in Stratford and the Lea Valley, the communities that exist in the four host boroughs, the wider London area and also the new inhabitants of the site after it is

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

completed. This includes millions of people, and to gather the opinions of all the various affected communities would be very challenging.

### **Research Questions for Criteria One:**

1. Has London promoted the local social and geographical character?

Promoting local character is challenging due to the size of the development, instead the space is being used to create a unique identity for the Olympic site when the event is over. This space will be known as the East Village (DCLG, 2009). *“The Olympic site has great potential and has got an outlined planning policy, which is subject to change, due to investor or local interests” (interview with Hollingsworth, 2012).*

2. Have they incorporated the opinions into their plans?

The statement of participation gave information about how the community contributed to the initial plans pre-development in 2007. Involvement strategies included

- Small poster-based exhibitions at 5-10 public places each of the host boroughs.
- A travelling exhibition which stopped in key locations in each of the host Boroughs. This allowed the general public to review the plans, ask questions and give feedback on them via feedback forms.
- Road show workshops, which complemented the travelling exhibition. These presented the master plans in more detail, followed by chaired discussions, with the purpose of highlighting issues and opportunities aimed at local stakeholders and community, to give a more comprehensive account of the effects of the event.
- Youth workshops, working with youth parliaments and forums: to inform young people about the master plans and get them involved in discussions about the design and future use of the new Lower Lea Valley Park.

## Community involvement and participation and its role in creating a future in sustainable legacy planning

Figures 14 – 19 Images from Participation Process (DCLG, 2009)



A feedback discussion with young people



"Have your say" at the travelling exhibition



Mobile exhibitions



Interactive discussions



Mobile exhibitions



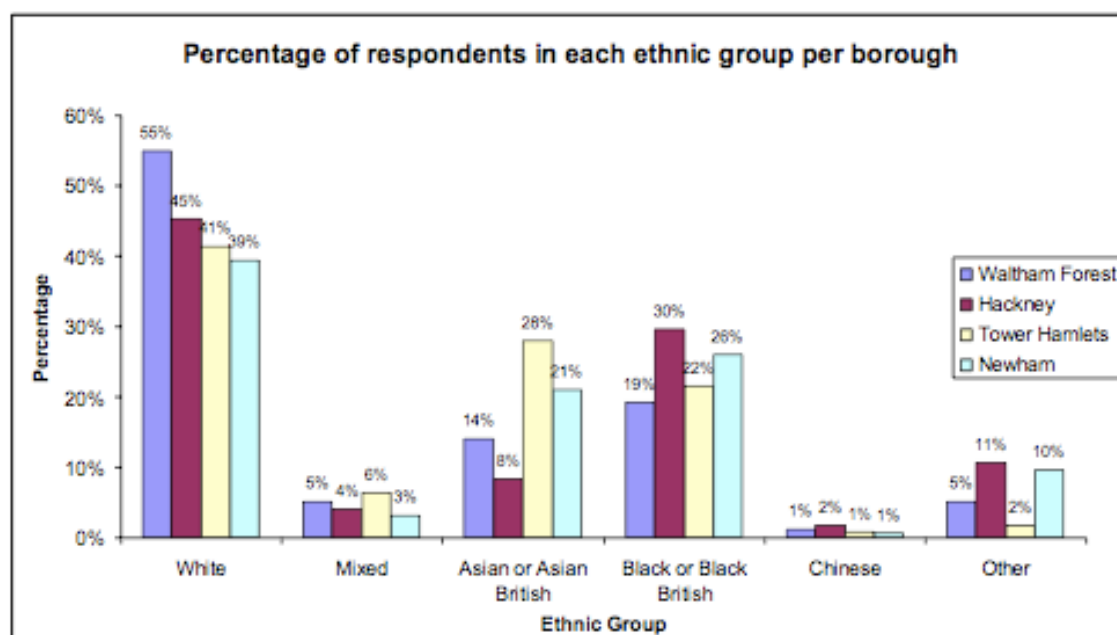
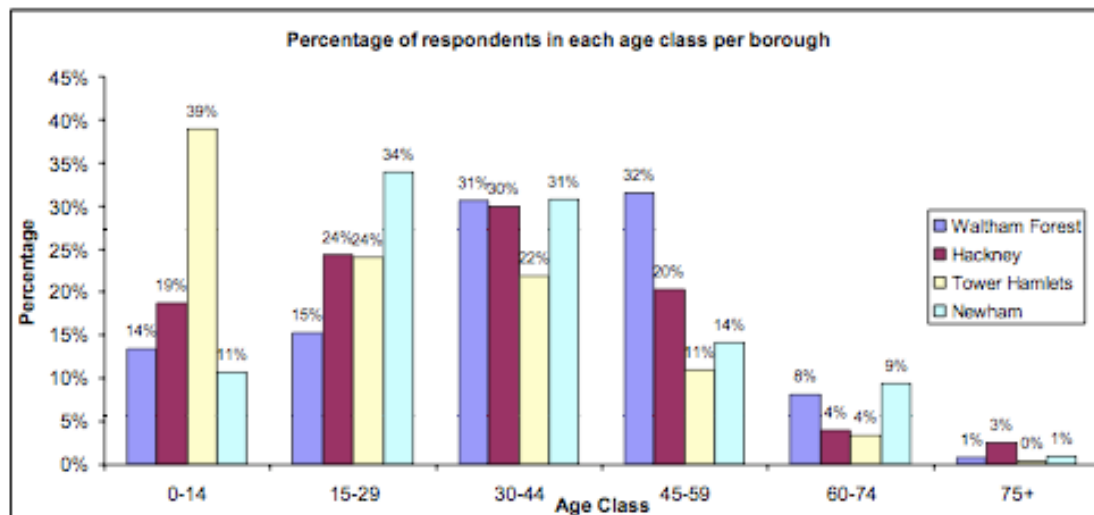
Drop in event in Hackney

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

The wide range of information meant that an accurate representation of people was achieved. This is always a challenge to community involvement. There will always be problems engaging people who are busy, or shy or who just want to say what they think the interviewer would like to hear. The variety of workshops allowed for people who wanted to be a part of the participation process a voice. The community involvement process is usually criticised by its attendance by the unemployed, the elderly and development professionals. The statement of participation presented the demographics in a graph of age class and ethnic group, which presented a wide range of representatives in each.

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Figures 20 and 21 Percentage of Respondants (DCLG, 2009)



Mobile exhibitions were used with a condensed summary of information, with feedback cards and collection boxes in each of the host boroughs. This type of exhibition would present the positive aspects of the event planning which may give those viewing these exhibitions a bias towards positivity and would have just been limited to the pre plans. The feedback cards are a good way of getting the community to present their unbiased views.

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The exhibitions and road shows and Design workshops were used to encourage interaction in the host boroughs, promoted with the slogan “Your Games, Have Your Say – Planning the Olympic Park” (DCLG, 2009) 5,800 were involved in these two programmes. The design workshop and the road shows may have been intimidating to people who wanted to contribute, but were influenced by strong characters. The size of the events would have made speaking difficult. There is no information about the management of the road shows. It is likely they began with a presentation of the plans, as the best, most sustainable option for the park and those who did not have a familiarity with planning may have agreed. However, the criticism from the plans includes pressure on all elements of delivering sustainable development. The issue is whether the ODA will deliver.

Youth Workshops were used as interactive workshops to formally involve young people in the pre-application design process. Their mission was the same as the Design Workshops and they covered similar content, but the format was changed to make it more user-friendly for young people (DCLG, 2009). The youth workshops were perhaps the most innovative form of community involvement as the participants were given the chance to draw their own plans from scratch. The participants of the youth workshops drafted plans for the park, which gave insight to the types of services desired by the youth demographic. Only 93 attended though.

The stakeholders for the participation process included leaders and mayors from the five host boroughs and the ODA Planning Design Team, London 2012 Organising Committee, Greater London Authority (GLA) London Development Agency (LDA) and the Association of London Government (ALG); the Olympic Park Legacy Group, the Stratford City Co-ordination Group, the Local Employment Opportunities Board and the Design Advisory Panels. These stakeholders would have been considered important to the process, there is no info about the selection process though. They were consulted through the involvement process through one on one meetings (especially key stakeholders such as British Waterways, the Environment Agency). The stakeholders also had access to pre application consultation to the plans.

The consultation document recorded a number of opinions which are typical comments for planning an inner city development, this suggests that forums were

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organised in the same way the data is.

- a. The event should produce local employment. There were fears that jobs would be temporary, low skilled and low paid jobs in the service or manufacturing sectors (DCLG, 2009). Providing employment is an example of a soft legacy, which could implement social economic change in the host boroughs. This would enable the communities to remain in the area, rather than be displaced by gentrification. There are fears that most of the jobs are temporary around the Olympics, and the Westfield shopping centre is currently only half occupied by retail units.
- b. The site should prioritise affordable housing. The community were worried about the cost of affordable housing, and said it should be affordable by local standards “*no more than three times the average salary for the full cost of a reasonable property*” (DCLG, 2009). They were often sceptical about the limited information available on this and were worried there would be pressure from developers to build ‘expensive luxury flats’. Many people, particularly those who attended the Road show, expressed concern about how housing would be allocated and who to. In particular, there were worries about local people having access to the homes over people moving in from outside the area, including from abroad. Affordable housing is a important for the legacy of the community and the people that live there currently. If adequate affordable housing is not provided for the local people, then gentrification will begin, and the local people will be displaced.
- c. The event should provide accessible transport (DCLG, 2009). It is essential that the community can access facilities, services and employment, and a decent public transportation network can help to deliver this objective. Without it, the people become more excluded.
- d. The event should increase communication opportunities for local involvement. The participation process found that some of the community were overwhelmed by the information, as they were new to planning and



## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

there was a demand for more simplified information. There was a demand from professionals that not enough information was provided (this is true, as most of the documents have not been made available to the public) (DCLG, 2009). It is essential that everyone has an understanding of the system, particularly those who are new to it. The process could have alienated some participants further and stopped them from participating in the future.

- e. The event should produce more renewable energy than stated. The public generally found the level of sustainability insufficient, and thought that the wind turbine was a 'token gesture'. The public demanded more sustainable development and design on site (DCLG, 2009)
- f. The event should continue conservation and wildlife protection.
- g. The park design should reflect the local area's heritage and diversity so it would work as a local and an international park (DCLG, 2009). It is important that the community are able to connect to the new development, and they feel that local character is represented here.

The key opinions of the community and the stakeholders were predictable, and are manageable tasks for the planning authority. The hard legacies such as renewable energy, conservation and security are visible in the current plans and actions of the Olympic team. There is evidence that local employment and volunteer positions have been made available for the local youths.

- 3)** Were the community able to express themselves throughout the consultation process

The variety of different Involvement strategies which ranged from interactive workshops to poster based exhibitions to youth forums discussing the master planning suggested that they were able to express themselves. The strategies were aimed to attract all types of age, sex and ethnicity, such as Road shows, Design Workshops, Exhibitions and Youth Workshops as well as public exhibitions of the

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plans with the opportunity to make comments.

### **4) Did the community understand the planning process?**

*There were two strands of comments about information available on the Games: these were, firstly, a feeling that information available at this stage was not detailed enough, particularly with respect to legacy; secondly, that much of the information, specifically the maps, were too complicated for people to get to grips with. This suggests a dual demand both for more detailed information (often for local professionals and groups) as well as for clear, simple information to reach out to members of the public (DCLG, 2009)*

It is not clear from the above quote that the community were able to understand the planning process, due to the complexity of the information provided. This shows that more time should be spent targeting certain groups, to provide detail where it was demanded and concise and succinct plans for those new to planning. This would give the community and the stakeholders the information they needed without alienating them from the system.

The commentary from the statement of participation raised concerns in relevant areas such as transport, housing, conservation and energy. The fact that people engaged with the process at all, is a positive step for future plans and future planning. It is clear that people are interested in participating. Although, approximately 8,500 volunteered altogether and this is a very small proportion of people living in the host boroughs.

### **Has the community been represented from the planning stage onwards? Has community ownership and engagement been promoted with the help of local character and identity and promote attachment and legacy?**

The community was effectively represented through the planning process, however it is still difficult to determine how the community influenced the planning system, and if the community planned any aspects of the Olympic plan. However, the planning professionals would have used the comments made by the community, to make informed opinions about community planning. However, the statement of

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participation does not say how the community influenced the plan making and there is only one statement of participation available.

The benefits of this community planning process is that, the inclusive nature of the programme would have increased social bridges and bonds, which may have helped other social problems. The community would have felt more of a connection to the event and the process, increasing pride in their area. The community would have felt bridges and bonds were made with planners and those running the schemes, many of which had an informal feel to them, this would have reduced the alienation between government and community, hopefully meaning they could speak up about other issues in their communities in the future. "The broken window" theory (Wilson and Kelling, 1982) (which is the theory that if a window is broken and it is fixed, crime rates remain the same, but if it is not fixed, disrepair increased, as does the level of crime related to the area looking bad) increases the value of an area.

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### **CRITERIA Two: To ensure an even geographical dissemination of positive impacts among targeted areas by embedding event strategies into wider urban regeneration programmes**

This criteria aims to find out how regeneration schemes can incorporate other regeneration strategies and schemes to create a local or regional fusion within the planning and development process, is it possible for the effects of a project be spread out amongst other communities and people to avoid exclusion and promote positivity? There is concern between Olympic stakeholders that the legacy may be spread too thinly in east London and it is important not to raise aspirations too high (DCLG, 2009). The UK planning agenda is focused with dense and mixed use developments, dissemination is a way of connecting each small development plan spatially whilst understanding the socio-economic issues within and spreading out positive outcomes to combat inequalities. This is proving difficult with the decentralisation and the localism agenda in the UK, alongside the removal of regional planning bodies. There are a number of challenges in the UK currently with a right wing historically anti-planning party. The targeted areas for this criteria range from peripheral areas, to the four host boroughs, to the greater London area and further afield.

Criteria two is adapted from two Smith criterions. The Smith criteria was unsatisfactory, because the two original criteria clashed, and worked better complimenting each other to ensure dissemination through wider regeneration programmes. Mega Events work best within a pre-existing regeneration framework. For example, this worked particularly well along the Barcelona waterfront in 1992 and beach development were developed alongside the sports event as a partial intervention and London's plans for regeneration are enhanced by the existing Lea Valley regeneration scheme and the larger Thames Gateway and East London plans. The success of an event in Turin, Italy (2006) was due to a long-term modernisation strategy, which began in the 1990s Where the planning process is thought through, it seems the Mega Event regeneration is successful, which makes studying the planning legacy so significant (Smith, 2007). Events must be concentrated territorially, and so regeneration legacy will be more apparent in certain areas, this is challenging where a regeneration scheme aims to enhance an entire

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region. It is therefore imperative that a regional agency exists to ensure dissemination, to ensure all areas receive positive effects. The legacy programme adopted for Manchester's 2002 commonwealth games, was unusual because it aimed to achieve regeneration across the north west of England, rather than confining effects to the host city.

### **Research Questions for Criteria Two:**

1. Have London encouraged phasing in the Olympic development?

London 2012 has used phasing in the planning of the Olympic development process, for the planning prior to the event, and the planning of the legacy facilities. This has a high priority in the legacy planning process to ensure that a consistent interest in the site is maintained throughout the legacy process to ensure high sale prices of housing and office space (interview with Hollingsworth, 2012)

2. Have London collaborated with other regeneration projects?

There has been large-scale promotion about London's collaboration with the Thames gateway development and regeneration in the Lower Lea Valley as well as legacy regeneration in the host boroughs. This will be controlled after the event by the Olympic Legacy Company. The Thames Gateway development began before the Olympic bid was won and its priority is to provide housing, economic growth and increased connectivity through the Crossrail network (a new rail network) (DCLG, 2012b) The Olympic development is automatically linked to this development because it lies at the heart of the master plan.

3. How is London 2012 ensuring dissemination?

London 2012 is encouraging dissemination in a number of ways. The ODA have set out a number of peripheral master plans, with the five host boroughs, this includes the Lower Lea Valley regeneration scheme, the Thames Valley regeneration scheme and Network rail among others. The DCLG are encouraging dissemination in a

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second hand way through Public Service Agreements (PSAs), which are the aims and objectives for the UK government. PSA 22 refers to the legacy of London 2012: *“Deliver a successful Olympic games and Paralympics Games with a sustainable legacy and get more children and young people taking part in high quality PE (Physical Education) and sport”* (DCLG, 2009) The event also has the opportunity to contribute to a number of other PSAs, which makes the success of the legacy more important in terms of planning. *“PSA 18: Increase long term Housing supply and Affordability: Promote better Health and for all”* (DCLG, 2009) through the provision of Decent Homes Initiatives to East London, Upgrade existing housing Stock and ensure the quality of new housing. *“PSA 10: Maximise Employment Opportunity for all: Raise the Educational Achievement for all Children and young People”* (DCLG, 2009), through joined up working to improve Education and skills in East London. Building of new Schools, improvements to Skills training, more resources for schools. Innovative links between young people and businesses through mentoring schemes, work Experience and bursaries which can be linked in to social inclusion processes of the Olympics. *“PSA 21: Secure a healthy Natural environment for today and the Future: Build more Cohesive and active Communities One8: Promote better Health and Wellbeing* (DCLG, 2009) through the creation of a royal park, with improvements to existing open spaces and public spaces and direct initiatives such as the Mayor’s 100 Public Spaces.

**Was an even geographical dissemination of positive impacts among targeted areas implemented through embedding event strategies into wider urban regeneration programmes achieved?**

This criterion was effective in London, and the geographical dissemination seemed successful due to the range of regeneration schemes present in east London such as the integration into the future of the Lower Lea Valley and the Thames Gateway. It is likely that regeneration will continue in this area after the event.

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### **CRITERIA 3: To design event regeneration projects to prioritise the needs and engagement of the most disadvantaged members of the target community**

These criteria aim to find out how regeneration projects can work to understand the needs of the whole community and identify those who require additional support and to prioritise their needs. This criterion is particularly significant where Mega Events tend to exclude the existing community from the planning and development process, especially in deprived areas, which require urban renewal. These people inevitably are pushed out and displaced from their communities, taking their socio-economic problems with them to another area. The planning process can include people through employment opportunities, culture, sport and design which can improve quality of life and lessen inequality, whereas moving the problem elsewhere only exacerbates any social problems. A previous planning process have used language such as “sanitisation”, which in some contexts could be a form of social cleansing, but is used to promote a new class of residents within an area to replace unsanitary prior occupants. The 1947 Town and Country Planning Act in the UK was passed to deal with the issues of slum housing in city centres after World War Two. Here the inner city poor were moved to temporary peripheral housing estates, many of which are still standing and are among the most deprived areas of the country, it is agreed that this was a planning failure. Sustainable development aims for a harmony between social, economic and environmental aspects in towns and countryside, which includes the inner city and the issues of urban decline such as poverty, unemployment and crime. The planning process must create resources to make the city a healthy space where all inhabitants experience a good quality of life.

The target community for this project is the east end of London, but positive effects will be felt further afield. How significantly will the lives of these people change before, during and after the event? There is most likely going to be an equal amount of positive and negative effects, which is a best-case scenario for a Mega Event, especially 1as thoroughly planned as London 2012. Despite the best efforts for geographical dissemination and community inclusion, this development will still cause a further wealth inequality in the east end of London to a certain degree. The popularity of residential spots in the peripheral area rose suddenly after the bid was granted in 2005.

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Criteria Three are original criteria from Smith (2007). Community Involvement can be used to target the most disadvantaged or individuals, which are hardest to reach. Sport and creative projects are good ways of tackling the causes of social exclusion. Volunteer programmes can encourage skills in a formal setting, which is “sufficiently divorced from conventional education provision to encourage participation” and also promote healthier lifestyles. The Sydney Olympics (in 2000) promoted specialist training to Aboriginal people and non-native English speakers. Often Mega Events displace services and housing of the disadvantaged in order to “sanitize” their image so prioritising their needs in other way is important for ensuring a social legacy.

### **Research Questions for Criteria Three:**

- 1) Did London make the community involvement process easy and accessible?

The community were able to contribute through engagement programmes (such as the roadshows and the ‘have your say’ exhibition) and volunteer programmes; the engagement process gave people the opportunity to contribute to the plans anonymously or in the roadshows, the process was more interactive. The comments from the engagement programmes included concern about employment for disadvantaged people.

- 2) Will the quality of life of the disadvantaged improve?

With the Lower Lea Valley regeneration scheme, the ODA is helping to reduce the historic inequalities of the area. The team are enforcing inclusive recruitment processes and are working for combat workplace discrimination. The ODA hope that the benefits stretch to other parts of the UK (ODA 2007b). London has been working collaboratively towards a number of improve quality of life for the people living in east London through some key schemes. The London Employment and Skills Taskforce (LEST) for 2012, aims to use the Olympics to reduce unemployment. Personal Best aims to encourage disadvantaged people to learn new skills. “Let’s Get Moving”, is helping health professionals train to encourage patients to get fit. The Summer and



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Winter of Sport to encourage participation in sport in the East End of London (DCLG, 2009).

The Olympic event has provided:

- 7000 full-time construction jobs and 12,000 permanent jobs in the Olympic Park.
- The Lower Lea Valley regeneration scheme aims to provide 30,000 new jobs over the next 10 years.
- The infrastructure for the disabled will be improved.
- 12,000 new homes with 2,800 in the Olympic park.
- Engage young people with sport, in an area with a low health profile (Newham County Council, 2012 – basic briefing note)

There is no policy specifically for the Olympic Delivery Authority, and local Authorities set the affordable housing limits in the UK. Due to the nature of the legacy plans for the site, no affordable housing figures have been set yet. The affordable housing on the site will be determined after the event and after investors plan to build. "Areas around the Olympic site are already becoming hot property for developers, and the yuppies are moving in; buying up cheap housing and hoping for a housing windfall as gentrification drives up property prices. The 'real' residents are being pushed to the peripheries of the borough, and into next-door Barking and Dagenham" (BBC, 2007). This quote from the BBC explains that gentrification of the east end of London is already happening. There may be little the management can do to stop this process. "One outcome we don't want in east London is the gentrification of Tower Hamlets and Newham whereby the poor of those communities disappear in to Barking, Dagenham and Thurrock... all we have done then is shift the problem elsewhere" (BBC, 2007). There is a real concern about displacement in the historically poor areas of Tower Hamlets and Newham.

**Was a design event regeneration project to prioritise the needs and engagement of the most disadvantaged members of the target community achieved?**

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The disadvantaged were not excluded through the planning process or the consultation process. The timescale of the participation period meant all who wished to contribute could and in a variety of ways. There was opportunity to contribute at all times of day through the ballot box, and forums were designed to appeal to different ages through the youth forums to encourage more involvement.

It is impossible to tell if the quality of life of the disadvantaged will improve at this stage. The community involvement process may have improved the community's attitude to planning, development, their area and each other though, creating other positive ripple effects like increased social capital and decreasing crime. Although those who participated only made up a small percentage of people living in the host boroughs, they may be able to inspire a ripple effect among their families, neighbours and friends.

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**CRITERIA Four: To promote and educate about legacy events by promoting parallel development and regeneration to achieve sustained interest and a sustainable legacy from the planning stage onwards.**

This criteria was used to examine how legacy is being used by Mega Events. This criteria aims to find out how literature and awareness around the event can promote sustainable and long lasting legacies in the wider area; if regeneration schemes can promote an understanding about adaption to sustainable practices and if the event can promote other regeneration projects? The planning process has great opportunity, but also responsibility to educate about sustainability in development, of which legacy is an important aspect. Guidelines and policies can be used to enforce sustainable legacy and advice the community about the future and how the community can contribute to conserving their community.

Criteria four is adapted from a Smith (2007) criteria. Initiatives must be in effect well in advance of an event, and continue once events have finished, the event is not just a three to six week event; the interest of the stakeholders in particular must not waiver after the event is over to keep the development visible. The longevity of social/economic regeneration schemes relies on two factors: developing a ‘forward consciousness’ and the chronology of funding arrangements. Forward consciousness requires time for bureaucracy and most likely to happen with a continuity of personnel through design and implementation. It is through that front ended funding ensures immediate impact, but is often used to greater effect in later years.

Regeneration should be achieved through legacy planning rather than trickle down effects. Event themed regeneration ensures benefits at the local level and encourages involvement. Regeneration which is too event focused may stop the community renewal after the event is over. Parallel regeneration projects are considered the best strategy for ensuring legacy benefits, which also means public money can be invested outside of the Olympic budget. Some critics find the legacy discussions irrelevant and a waste of money. One critic believed one of the big mistakes of London 2012 “was to tip into their budget a mass of feel-good junk about legacy just because the IOC demanded it’. The benefits of regeneration can be

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optimized if introduced at inception. Thinking of regeneration should not be an 'added value', but as important a priority as transport, logistics and marketing. For example, volunteering programmes can have a lasting social and economic legacy.

### **Research Question for Criteria Four:**

1) Have London tried to promote legacy?

The Olympic Legacy Company was introduced to the event to manage the Olympic village after the event has finished. The plans for the future of the site are not known because the site has been granted 'outline planning permission' which allows a site to have flexibility with regard to planning. This has become more common since the recession and development has halted in some areas. This process is better when it is more desirable for a piece of land to be occupied, than not, such as brownfield land (Hollingsworth, 2012)

London has been collectively planning for legacy effects after the Olympics in 2012. The figure below identifies the key policies in the host boroughs, the LDA, and the policies of the Mayor of London. The figure shows that each of the host boroughs are prioritising job creation and economic stimulation in their legacy plans, the table also shows a number of other legacy aspirations will be met by the host boroughs.

"The GLA and host boroughs noted that the Olympics can be used to raise host communities self-esteem, confidence and 'sense of self'. This in turn is thought to improve people's quality of life and employment opportunities" (DCLG, 2009) The above quote suggests that the mere presence of the Olympics will give communities the positive they need. As the DCLG is the government planning body in the UK, it would have been useful for event organisers to see criticism from the board with large development experience.

**Figure 22 Planning Olympics Legacy for East London (ODA, 2009)**

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Figure 4 Planning Olympics legacy for East London		Olympic legacy priorities																	
Legacy plan/strategy	Lead partner	Sport's participation	Elite sport	Disabled people's sporting activity	Job creation	Addressing worklessness through skills and training	Housing for London	Increase affordable housing	Parkland/new open space	Young people's activity	Sustainable lifestyles	Transport improvements	Business/investment opportunities	Place image and perception	Reduction in carbon emissions	Culture and diversity celebration	Healthy living	Community cohesion	Enhanced visitor economy
Legacy Action Plan (2008)	GOE/DCMS	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Five Legacy Commitments (2008)	Mayor of London	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X		X
Legacy Now: Shaping the Olympic Park legacy (2008)	LDA				X		X	X	X		X	X	X	X		X	X	X	X
Legacy priorities	LB Greenwich	X		X	X	X				X		X	X				X		X
A host for 2012: The London Olympic and Paralympic Games (2007)	LB Hackney	X		X	X	X	X	X	X	X		X	X	X					
Our Objectives for 2012	LB Newham	X		X	X	X			X	X	X		X			X	X	X	
Olympic and Paralympic Games Legacy: Strategy and Programme	LB Tower Hamlets	X		X	X	X	X	X	X	X	X		X	X	X	X	X	X	
'It's happening here and you are in the front row'	LB Waltham Forest	X	X	X	X	X			X	X	X	X	X	X	X				

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After the event, the site will be managed by the Olympic Legacy Company, which will act as an Urban Development Corporation, which will combine public and private inputs over the following years to create the Olympic village, which will be the legacy of the Olympic park. The Olympic park is currently set to be used for a sports legacy, each of the stadiums will be conserved to be used by the community for sports including the swimming pool, the athletics venue, the Velopark and the tennis, football and hockey courts. The Broadcast Centre will be adapted to a commercial space and the Olympic Village which will house the athletes will be converted to mixed tenure residential apartments (London Assembly, 2010).

### **Was promotion and education about legacy events by encouraging parallel development and regeneration to achieve sustained interest and a sustainable legacy from the planning stage onwards achieved?**

Legacy seems to be a jargon word within Olympic literature. The word appears in all manifestos and publications, but they still have yet to define what it means, and exactly what will happen after the event.

The document "London 2012 Olympic legacies: Conceptualising legacy, the role of Communities and Local Government and the regeneration of East London" by DCLG give a very vague definition of legacy in their report, "In a general sense, Olympics legacy is understood to be the impacts, over varying timescales, of hosting the Games, whether these impacts are positive or negative", the document discusses theoretically what the challenges are to the site, but as a conceptual document, no precise policy is laid out to advice the planning procedure. It seems as though legacy is used as a jargon word in official government documents, to be seen to be tackling the issues, but by not passing any succinct laws legacy issues will not be dealt with. Given the documents prematurity and theoretical nature it still remains a positive manifesto of the DCLG, at times using language, which is far from constructive. Nevertheless, the DCLG also noted within their discussion that the original ideas that regeneration would benefit the local communities asking 'Who is the development for?', because they do not have control of the market, or aspects of the development, which may begin to cause significant problems for those living in the Olympic

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development area.

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### **CRITERIA Five: To promote collaborative planning between all stakeholders through working towards clearly defined and shared goals**

This criteria aims to find out how shared ownership can be promoted between all stakeholders and if it is possible for event management and the regeneration agencies to work together. Collaborative planning is key to the regeneration agenda and is a form of community involvement and stakeholder participation as combines the variety of opinions.

Criteria five is adapted from two Smith criterions, which did not focus on the significance of stakeholders working together within a community involvement scheme. This criteria uses complicated concepts where community values should be idealised, responsibility gives the impression of a decreasing responsibility for responsibility, if equally shared. The new criteria created to encourage public private partnerships to improve communication and promotion of equal state and also to improve collaborative planning and lesson learning. Public Private partnerships are a good way of promoting shared ownership, to achieved long term success a range of partners must lead and support initiatives throughout the process. This process is best achieved with effective communication strategies.

“The governance of legacy now and after 2012 was a theme that all stakeholders raised. The host boroughs took similar views of how legacy should be managed within the borough. Their approaches focus on the creation of distinct 2012 units, which work to embed Olympics in the borough’s directorates and day-to-day working. The Olympics has encouraged partnership working between the boroughs – a task which traditionally local authorities have found challenging. At officer level, cross borough working has often been a success but at a political level there has been more of a challenge. It was suggested that one legacy outcome of the Olympics might be a new way of governing and delivering local services. There were also concerns raised about the role of the LDA as lead partner in legacy planning for the Olympic Park, given that the LDA has a property-led approach that might compromise the achievement of softer legacy ambitions. Stakeholders discussed the issue of legacy management after the Games and there was general confidence that



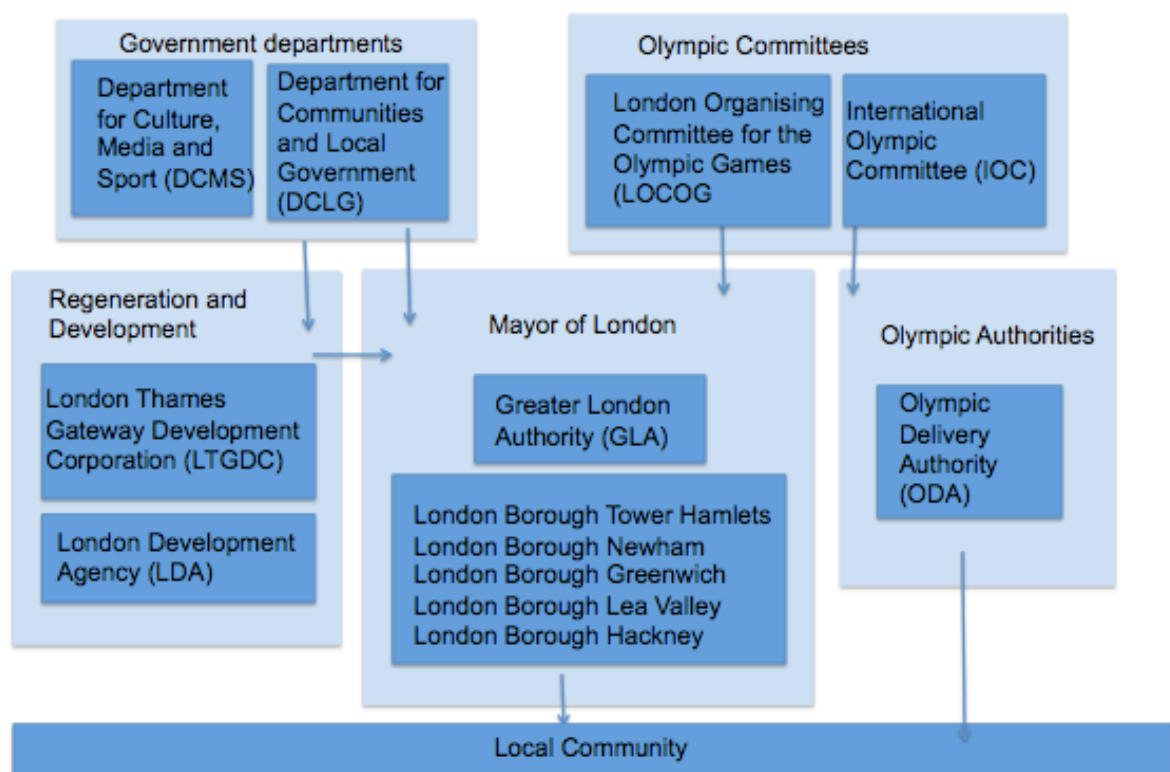
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the LMF process would generate appropriate governance options. The following options were highlighted by stakeholders:

- Extension of LTGDC after 2014 to manage legacy of Olympic Park and LLV
- An 'innovative' special purpose vehicle that differed from a UDC
- A private estate, similar to the Grosvenor Estate in West London
- 'Business as usual' – the boroughs retain planning powers and responsibilities
- A role for the new Homes and Communities Agency" (DCLG, 2009)

There is an optimism in this statement which creates a shared goal towards the delivery of the Olympics in London. The Olympic Delivery Authority have been able to create a forum and an exchange of information which is more successful than the London Delivery Authority. Although, the evidence of collaboration is minimal, this quote suggests it exists. There is also potential here for sustained collaboration after the event has finished for delivering peripheral regeneration and legacy effects.

**Figure 10 Political Structure (Author, 2012)**



**What is their role within the planning system?**

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### Governmental Departments

Department for Culture Media and Sport- head of the organising committee for the Olympic Games (does not have influence over the planning process)

DCLG – oversees the Thames gateway development, sets national planning policy

### Olympic Committees

London Organising Committee for the Olympic Games – the board who run the Olympic Games in London

International Olympic Committee – the board that run and oversee the Olympic Games worldwide

### Regeneration and Development

London Thames Gateway Development Company – the company developing a peripheral regeneration scheme

London Development Agency – runs other regeneration schemes

### Planning Authorities

Greater London Authority – oversees all London Authorities and makes a comprehensive plan of London

Mayor of London – chairs the Olympic board and the London development agency

Local Authorities – set planning policy for their authority

Olympic Authority – plans and develops the Olympic site.

The community – involved when asked

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### Research Questions for Criteria Five

- 1) What is the discourse between various stakeholders and what is the hierarchy

It is not clear how the stakeholders communicate and if collaborative planning has happened in this event. Figure 10 gives an idea of hierarchy, but it is not clear what the input is from each of the stakeholders or how they communicated.

There is evidence of disagreement from the financiers and the local authorities with regards to legacy and the size of the developments. The ODA were provided to give a collective vision on the future of the park, however in this case, the views of the local authority were pushed aside in favour of grandeur.

Stakeholders thought that funding for legacy was not a priority for all organisations involved in the Olympics. Some felt that the legacy aspirations in the bid were about appeasing the IOC and 'winning' the bid, and that because of spending cycles, financial planning for legacy is a challenge. The Aquatics Centre was noted as an example of the tensions that can arise between cost, Games time priorities and legacy. The plans for the Aquatics Centre proposed the construction of two 50 metre swimming pools. The five host boroughs collectively raised concerns that this facility would not be of use to local communities after 2012 and that they would like to see 'leisure water' provision in the centre. Newham and Tower Hamlets have now agreed to fund this provision and are contributing £6.5m to secure the legacy of the Aquatics Centre. These are the types of tensions which might increase if the Olympics budget becomes more of an issue closer to 2012. This example highlights that it is the 'use value' of the Olympics venues and infrastructure that is key to a successful legacy. (DCLG, 2009)

There is a common consensus that previous attempts at community legacy benefits have failed. There is demand for better organization and control from a regenerative focused stakeholder. The above quote is evidence of legacy effects being used as jargon, and the local authorities having to pick up the costs to support their communities. This is an example of collaborative planning backfiring, with the sport

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aspect of the event overriding the legacy. Successful collaborative planning would have found a way to create a legacy and infrastructure suitable for the event.

An agenda which seeks to use the Olympics to address identified socio-economic and environmental needs in the area should be considered. As the department for regeneration, Communities and Local Government are well placed to drive this agenda at a strategic level and engage with the range of partners that would need to be involved. The Olympics provides a unique and timely opportunity to promote the regeneration of East London and improve the quality of life for communities that live there now and in the future. A wider agenda such as this, which works to ensure that local places, communities and businesses gain lasting benefits, may help London to succeed where other Olympic host cities have failed. (DCLG, 2009)

### **2) How did the public and the stakeholders communicate?**

Community involvement agenda helped bridging and bonding between the community and the stakeholders and there is evidence of communication here, in the statement of participation. The process may have made future consultation more fluid and the bonds created may help the community to speak at future consultation.

### **Was collaborative planning between all stakeholders promoted through working towards clearly defined and shared goals achieved?**

The community involvement process was beneficial for creating community representation, ownership and engagement. The presence of east London has created a basis for collaborative planning and regeneration in a region that has been long overdue a boost. The finer details of the collaborative planning process are still unknown though and it is still too early to say if the event will pull off effective sustainability in the Olympic event. There is opportunity for the various stakeholders to continue collaborating, although sustained interest may waiver.

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## **Chapter Six: Conclusions and Recommendations**

## **Community involvement and participation and its role in creating a future in sustainable legacy planning**

*London 2012 will create a sustainable future legacy through community participation and involvement.*

The Planning process for this event is very complex, and this dissertation aimed to explain it in the simplest way possible. There are many more stakeholders and people who have influence over the process, each who require different outputs from the event. Collaborative planning is of high importance in this event, where so many contrasting opinions exist. The consensus building theory aims to get the best possible outcome for the largest group of stakeholders.

### **Positive Legacy?**

There are a number positive aspects of the London 2012 Olympics with regard to its future legacy. London is the most sustainable Mega Event to date, because it achieves a harmony between economy, environment and society. It is likely that the event may not be the most sustainable development to date, but is the most sustainable Mega Event.

The city will benefit from an economic boost, through increased tourism, new employment and training, new businesses (such as Westfield's shopping centre), increased connectivity to east London and central London and the Thames gateway development (which will make city wide employment accessible for people in East London) as long as the event do not drastically overspend.

The event marketing has pointed towards environmental sustainability especially the focus on technical sustainability such as the combined heat and power, photovoltaic cells and other types of renewable energies. This focus on technical aspects could have been to distract the public from the lack of social sustainability or softer intangible legacies. The focus on technical sustainability is still hugely beneficial to the East End of London. The development has left a legacy of parkland, biodiversity and new wildlife, which will benefit the future communities. The development encouraged the transportation of many building materials by rail or barge, resulting in half of the materials arriving via sustainable transport routes.

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The social sustainability of the event was the key motivation for this report. The event directly influenced the development of new schools, affordable housing, increased awareness of disabled issues and the development of new access points and increased connectivity to east London and central London and the Thames gateway (which is a social benefit to those excluded by space, income and socio-economic status). The event aims that the people of East London will be most inspired by sporting achievement and the sporting legacy left behind with the various stadia, which will be used by the public after the event is over. The planning process aims to increase the general level of civic duty and thus community involvement and shared ownership that contributing to planning can provide. The ODA ambitiously would like to reduce the historic inequalities to not just the East End, but to the whole of the UK. These types of policies often feature within planning discourse, but are the most challenging to implement and to measure, most importantly, these factors will not become evident until long after the Event has taken place. The ODA have promoted recruitment and management to be fair and inclusive as a form of achieving its goal (ODA, 2007). The event has had a remarkable effect on public and community participation with over 100,000 people registering their interest in volunteering (Woudhuysen, 2003). The disadvantaged were not excluded through the planning process or the consultation process. The event was also able to collaborate with other regeneration schemes to ensure that regeneration continues after Olympic related development finishes. The community involvement process may have improved the community's attitude to planning, development, their area and each other though, creating other positive ripple effects like increased social capital and decreasing crime.

The sports legacy left by the Olympic event includes the Olympic stadium, two hockey pitches, the handball arena, the aquatics centre and the VeloPark, which can be used by all the peripheral communities and will improve health and wellbeing in the city.

The positive aspects of Community Involvement are highlighted in this research. The consultation process worked well and engaged many different types of people. It is hoped that the level of community involvement will increase attachment and sense of place in Stratford.

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### **Negative Legacy**

Most of the potential negative aspects are speculative, and may take many years to emerge. These come under the key topics, environmental, social, economic and planning process.

The Social sustainability of this Mega Event is perhaps the hardest to measure and some of the effects may be debatable. Certain characteristics may occur after the event such as segregation, gentrification, displacement, and sports infrastructure not being used. The after effects cannot be measured until after the event. The ODA, LOCOG and the DCMS have promoted and created roles for the community, which improve skills and social inclusion in the east end of London, it is thought that the labour market will not be dramatically improved. The area needs new industries and employment opportunities, which provide progression as well as new housing (Poynter 2006). The event will not make a long-term difference to income or to first time house buyers.

The Situation Value: this theory refers to the benefits to peripheral facilities and services, such as the development of an adjacent site (Marshall, 1890b). The theory imagines that these external and unplanned benefits will be numerous. The Olympic Event's discourse about after effects, legacy and urban renewal are not measurable and therefore should not and cannot be counted in their manifestos or marketing.

Livingstone felt the need to apologise for the Games, with regards to transportation and regeneration, 'Londoners will benefit from a range of improvements that are every bit as useful to London's everyday life as they are to the running of the Olympic Games and Paralympics Games' (London, 2012) the improvements are very modest, with the improvements of stations and bicycle lanes not improving connectivity as much as needed. It is thought, another Olympic Games will need to be held in the east end before the area receives all the regeneration it requires, and it is too little, too late.



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The planning process for the Olympics was complex and different to the traditional planning framework in the UK. The change in government and national legislation during the planning process may have also affected communication and the requirements of various stakeholders. Regeneration is sustainable development, but should still ensure all round sustainability in social and economic aspects as well. There many are certain challenges with regard to phasing and investment in the site after the event, and housing and facilities may not be provided, this will have a big effect on the ability of the site to create a future legacy. The planning process has also not influenced future games to be regenerative or sustainable, as Rio 2016 has not created a plan for a sustainable legacy yet. The system of planning was flawed and not all information was provided, and the sheer size of the paperwork was unmanageable and making it inaccessible. The community involvement process was flawed because only one of the documents was made available at the time of writing this dissertation.

Legacy seems to be a jargon word within Olympic literature. The word appears in all manifestos and publications, but they still have yet to define what it means, and exactly what will happen after the event. The planning process for the event had a huge opportunity for promoting sustainable development and community involvement, as the event is broadcast worldwide, and especially because the UK planning system is respected due to the RTPI and also because the system is replicated in the commonwealth. Despite the event being labelled the “sustainability Olympics” and the “regeneration games”, the event seems to have fallen short with social sustainability, focusing their marketing on technicalities and statistics rather than using the event to regenerate the area for the socio-economically excluded. This area is likely to be subject to gentrification after the event is over, meaning that the positive effects will affect new people, and the previous residents will take their socio-economic problems elsewhere.

### **Limitations**

What is not known about the planning procedure is one of the biggest limitations to this dissertation, as a large amount of the planning literature is not available. The

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planning literature will presumably be released in due time, as will the information regarding the legacy.

After the event, the site will potentially be developed and the legacy plans will adapt to suit them. Only at this point will the sustainability of the site be measurable, but by then a new definition of sustainability may exist.

In the next five to ten years academic literature will be released regarding the effect on the segregated, isolated and displaced, although this will be speculative as it is very difficult to quantify this type of data. There will also be literature regarding the use of the sports infrastructure, and potentially criticising it for being still too big.

### **The credibility of the Bennet criteria**

*CRITERIA One: To ensure community representation from the planning stage onwards to promote community ownership and engagement. To ensure the local character is incorporated into the design of the event and infrastructure, to enforce community identity and promote attachment and legacy*

This criteria was effective for measuring the sustainable legacy for London 2012, because some information was available and the accuracy of the conclusions cannot be verified because complete evidence was not available. The criteria would be a good way of testing with all available information after the event, or for another event. Community representation is always challenging, due to the difficulties of forming an accurate cross section of society. Despite the variety of community involvement strategies, some people may have been intimidated by the planning process. The nature of community involvement is to voice opinions, but if their opinions are not accepted into the plans, will this make them feel more detached from their community? Ensuring local character is incredibly difficult to measure in the first case. The nature of legacy, is for preservation, but perhaps with a development this, size, creating a new identity would be feasible, giving the developers more scope for design.

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Edited from “To ensure community representation from the planning stage onwards to promote community ownership and engagement”. The Bennet criteria aimed to introduce local character to the original criteria, but the results showed that local character is hard to pinpoint, and perhaps in new large developments, a new character should be formed.

*CRITERIA 2: To ensure an even geographical dissemination of positive impacts among targeted areas by embedding event strategies into wider urban regeneration programmes*

This criteria was difficult to measure because although both the Thames Gateway and the Olympic games claim to be using one another to help with regeneration and development, it is unclear what the specific links are.

The criteria were edited from the Smith criteria, “To try to ensure an even geographical dissemination of positive impacts among targeted areas”, “To use the event as a coherent theme and effective stimulus for parallel initiatives and more diverse regeneration projects”, “To embed event strategies within wider urban regeneration programmes”. These criteria clashed somewhat, and a comprehensive criteria was required to combine them. The new criteria is perhaps an improvement on the previous, yet, the results show that it is still a challenge to measure.

*CRITERIA 3: To design event regeneration projects to prioritise the needs and engagement of the most disadvantaged members of the target community*

There was a lot of information available for this criterion, and it seems that the needs of the community were considered on many different levels, from volunteering, employment opportunities and the various options for community involvement. However, measuring the effects of society are often challenging. The needs of the disadvantaged include access to transportation, employment affordable housing and improved quality of life, these are achievable through urban planning. The system can also help to reduce the level of gentrification through market forces. However, in a capitalist driven economy, it is not evident that this would be a priority. The key way to engage the community is through a participation scheme, which hopefully has

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given the community a sense of inclusion. The original criteria of Smith was used here, because it is still relevant five years after the publication in 2007.

*CRITERIA Four: To promote and educate about the significance of legacy events throughout the lifetime of event regeneration projects to achieve sustained effects and interest. To use the event as an effective stimulus for parallel initiatives in the early plans and future regeneration projects to promote sustainable legacy developments*

This criterion was difficult to measure, legacy seems to be used as jargon, and does not seem to be implemented. Promoting legacy is a challenge where definitions are not present, how are the stakeholders supposed to implement legacy if they do not know what type of legacy to encourage? Encouraging self sustaining or lengthy legacy is perhaps too optimistic where present sustainability does not exist. There are problems with encouraging funding to stretch across a longer timescale, why would developers invest into something long term, when short term goals can be achieved quicker and more cheaply?

The Smith criteria organised legacy into past and future legacies, and were perhaps easier to analyse, “To ensure that event themed social and economic regeneration initiatives built upon, and connect with any physical and infrastructural legacy” and “To ensure that regeneration planning is fully incorporated into the initial stages of planning for an event”. The Bennet criteria overcomplicated the process of legacy planning, despite the potential conflicts in Smith’s criteria. The criteria should examine the intentions behind the use of legacy in policy.

*CRITERIA Five: To promote collaborative planning between all stakeholders through working towards clearly defined and shared goals*

This criteria was difficult to measure because there was no information about discourse between stakeholders. Collaborative planning and collaborative processes are very difficult to do successfully. It is necessary for all stakeholders to want an equal gain. If any of the stakeholders are unwilling to be cooperative then the process is unsuccessful. It is difficult to see if collaborative planning was used in the

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event management.

Considered to be key to conclusion of this dissertation, an edited version of Smith's criteria, "To design effective organisational and structural arrangements between event regeneration agencies and event management representatives to ensure joint working towards clearly defined and shared goals", with the aim that collaborative planning is a pragmatic way of managing a mega event. However, collaborative planning is a dated technique now and more effective forms of collaborative planning could work better. In theory, collaborative planning is the best form of management, but due to the complexity in hierarchy and number of stakeholders involved, it will not work in Mega Event planning. If this study was to be replicated, another form of management would need to be introduced.

### **Were the criteria able to prove or disprove the hypothesis?**

*London 2012 will create a sustainable future legacy through community participation and involvement.*

The hypothesis was working to evaluate if the community participation process (which includes stakeholder participation through collaborative planning) could create a sustainable legacy. The working plans for London 2012's legacy are still work in progress, and the legacy effects will begin in the legacy phase post 2014 (interview with Hollingsworth, 2012). As the legacy plans are subject to change based on developers it is hard to predict if the physical and hard legacy effects will be positive. The organising committee have tried to prioritise the technical sustainability through development of sustainable energy on site, and the employment and inclusion of local people. The participation process may have helped people to feel more included and increase social inclusion, but was not able to create a sustainable future legacy for planning and development. The process may have created a community legacy though.

The key element to the success of the legacy plans will be the development of affordable housing and the consistent employment of the local community. If the Westfield shopping centre is able to sell all of their retail units and continue to employ, then perhaps an effective regeneration will be seen in the east end of

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London. The use of the stadia after the event will also be a key element, which will be analysed by future Mega Event hosts, and if planning for the future is worthwhile in Mega Events. If the sports arena are not used in the future by the local community, then except for reducing costs, there will be no reason for future hosts to reduce the grandeur of their event. Globalisation is still the key driver for Mega Events and the desire to compete with one another may still be a bigger motivation than redeveloping disadvantaged communities.

The real answers will come with time, but the positivity of this event has included a nationwide interest in volunteering and planning and the process of development. The youth participants had a real understanding of the importance of sustainable development and living, which shows that legacy, sustainability and future planning will evolve. Although community participation may not have directly influenced sustainable legacy planning, the two are inextricably linked, and the two processes complement one another. Perhaps sustainable legacy planning is not possible without an element of community participation, because planning should be for the community.

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### **Recommendations for future Mega Event Planning**

The role of community involvement and participation in creating a future in sustainable legacy planning is successful. There is great opportunity for including the community in plans, and the future of planning should aim to include more people into the planning system in the inclusive way the London Olympic Games have done. The variety of ways they tried to include the community were interesting, especially including the youth opinions. Future plans should aim to target other key demographics, especially the socially excluded. This could be done with more focus on the unemployed and ethnic minorities. It is still important to help these people take an interest in where they live.

Both community planning and sustainable legacies will evolve over the future of the planning process. They are both key elements to the future of our cities. The development of interactive processes for each will keep the community interested in and connected with, where they live.

Sustainable, collaborative, legacy plans are feasible, when well planned and community consultation is a high priority for the event organisers. For the planning process a number of rules should be followed to avoid the social sustainability being neglected. Planning visions can be implemented, but strict codes should be in place to avoid loopholes. Sustainable development is only possible where legacy is considered and as a part of a wider regeneration scheme. The planning process is often overly complicated and there is too much opportunity to conceal practices (especially with the vast amount of paperwork provided), especially with the community consultation process and the legacy designs, which are subject to change.

Collaborative planning has been tested as a type of community planning, and has not been effective in this piece of research, the process has not been favoured by planners, due to the difficulty of creating shared goals. The process is good in theory, but difficult to implement. A positive of the process has been a new central management for all stakeholders to liaise with, with all parties understanding their

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relationship with the ODA and the ODA having the final say. This would be effective in future regeneration programme, with a good structure for land use management.

The Bennet criteria seem to be a difficult way to measure if “*London 2012 will create a sustainable future legacy through community participation and involvement*”. It was always going to be a challenge to measure the effectiveness of community participation and involvement before the event. Despite this, the Bennet criteria and the literature review still found the benefits to community planning in Mega Events and could be a good way of measuring the hypothesis after the event or for a future event.

The key limitation for event planning and planning for legacies that it is impossible to predict the future, despite the quality of the plan. This may only be possible in and socially and sustainability focused countries, which place importance on planning and environmental issues.

Most importantly, this dissertation highlights that planning should be for people, and by the people. Without this consideration, obsolete developments are built, civil unrest is created, homelessness is exacerbated, and a sense of place is no longer felt.



## **APPENDIX ONE: Interview with Andrew Hollingsworth**

Meeting with Anthony Hollingsworth, Olympic Delivery Authority 9 March 2012

Andrew Hollingsworth is a senior planner at the Olympic Delivery Authority, the managing authority for the Olympic site in Stratford, London.

About the Olympic Delivery Authority:

Ken Livingston bid for the Olympics as a regeneration tool for East London, it is believed that he was uninterested in the sports aspect of the event.

Olympic Park Facilities. The Olympic Park aims to be sustainable in a number of ways, including waste water recycling and rain water recycling, using renewable energy and local materials, they are using temporary seating for aquatic arena which makes the arena significantly smaller and more manageable to use after the event, there is a combined heat and power plant (CHP) which generates energy using waste heat on site. The ODA have designed buildings for legacy such as the athlete's village so that it is instantly available for sale after the event (Legacy Committees scheme). The sports infrastructure will remain as sports facilities and the broadcast centre will become office space. Alongside the Olympic development, the Westfield Stratford Shopping Centre has been developed to provide 4,000 new jobs, 2,000 of which are local.

Phasing.

Phase 1: Games

Phase 2: Post Games 2012-2014

Phase 3: Legacy 2014-2031 (7,000 dwellings, 2 primary schools, 1 secondary)

Planning: the four councils (Newham, Lea Valley, Tower Hamlets and Hackney) had to come together and all agree for plans for London 12 bid to be submitted in 2004, after this, the ODA was created. Fringe master plans created to avoid fragmentation and create cohesive plans. This event is public transport based, with all visitors expected to arrive by train or buses, large investment into public transport in London in 2012. There is an exception for athletes and VIPs. The planners wanted to show a precedent of how to do things cheaply, and less lavishly. The authorities have created "Outlined Planning Policy" rather than "Detailed Planning Policy", as plans are viable to change, due to the length of project and the current lack of investors willing to build on the Olympic park currently.

Stakeholders:

High Level: Mayors, CEO's

Mid Level: Planning Co-ordination group, TFL, Local Authorities, CLG, Thames Gateway

Low Level: Neighbourhood forums, Consultancies

Issues: Lack of agreement about affordable housing between stakeholders and local authorities (tower hamlets require 50% and Newham requires 35%), due to different policy requirements and issues about where the schools will be located.

Engagement Programmes for local people include:

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- Shaping Changes
- Schools forum (construction, sustainability, design)

Issues for site:

Decontamination (required after the event also)

In the south, there is high-density living; in the north there is open space, rivers used for transportation of building materials

Building: very compact, athletes located nearby, the stadia is half the size of older venues, with temporary seating, makes better legacy, with a smaller footprint, main stadium only 10,000 less seats than Beijing (90,000), stadia 1/3 size of Sydney.

Legacy: The site is split into zones and phases for development after the event. There have been expressions of interest for zone six, north of the athlete's village, which will be phase one. Phasing is used to limit the availability of housing, and keeps house prices higher. The Athletes village will be available from day 1 (looking for tenants in 2014). Chobham Academy available for development.

Sustainability. Aim to show a way to do something cheaply and less lavishly, through making sustainability a non-negotiable, keeping a target of 20% renewable energy (the ODA hoped for a wind turbine on site, but no one was prepared to build just one, so they made up for energy lost with extra solar panels, which delivered 11% of power on site. The wind turbine was due to cost 2.5 million, so the excess was reinvested into renewable energy on site)

Local Economy: Nation wide businesses were used for the building works on site, with large contracts offered, which wouldn't happen without the Olympic event, due to the recession

A 20% minimum of local people from the host boroughs aimed to be employed by the event through apprentices and flexible hours

Impact of Westfield on Town Centre?

Land Owner: Legacy Company

Planning Application number: 11/90621

Additional Literature:

- PDT: London 2012/Planning – design and access statement
- Planning Obligations September 2007
- Housing and Social Infrastructure Assessment
- EIA – Social Economic chapter
- Convergence Statement (vision, broader regeneration area, reducing inequality between e-w, increasing welfare)

Companies:

- The New Mayors Development Corporation
- Localism
- Homes and Communities Agency
- CFS Homes
- Code for Sustainable Homes

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