

## **Legacy Limited?**

### A review of the Olympic Park Legacy Company's role

February 2010





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**Greater London Authority**

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John Biggs	Labour
Andrew Boff	Conservative
Victoria Borwick	Conservative

The Economic Development, Culture, Sport and Tourism Committee agreed the following terms of reference for this investigation on 15 September 2009:

- To review how, when, and by whom, decisions about the legacy uses of the 2012 Olympic and Paralympic Games venues are going to be made; and
- To examine what lessons can be learnt from relevant previous projects.

The Committee would welcome feedback on this report. For further information contact Richard Berry on 020 7983 4199 or [Richard.Berry@london.gov.uk](mailto:Richard.Berry@london.gov.uk). For press enquiries contact Alastair Cowan on 020 7983 4504 or [Alastair.Cowan@london.gov.uk](mailto:Alastair.Cowan@london.gov.uk).

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# Chair's Foreword

When London bid to host the 2012 Olympic Games, the promise of a lasting 'legacy' was a key part of that bid. Since the successful bid, the cost of the Games has soared from the original estimate of £2.4 billion to over £9 billion while Britain's economy plunged into a recession. So it is more important than ever that the promised legacy is delivered. London must have more to show for its huge investment than a six-week sporting spectacular.



The main purpose of this report is to examine what has been achieved and to highlight what must still be done to ensure a lasting and worthwhile legacy. Can the people of east London still look forward to the promised jobs, housing, transport, and sporting opportunities?

The record is mixed but let us give praise where it is due. Without the Olympics, this area of east London that has been neglected for 100 years would never have been regenerated. The Games will deliver the largest new urban park in Europe in 150 years, state-of-the-art sports buildings, thousands of new homes and numerous transport improvements.

But other areas of the promised legacy have been neglected and, unless things change, the Olympics will fail to deliver. So far, only a minority of the jobs have gone to local people, and the number of apprenticeships offered on the Olympic Park is dismal. It is still unclear whether local people will get their fair share of the new housing compared with affluent incomers. More ambitious targets must be set and enforced.

A post-Olympics role has not been found for all of the new buildings and there is a real risk that some could become white elephants. The velodrome has a guaranteed legacy because it will be run by the Lee Valley Regional Park Authority. But a long-term future for the main stadium, the aquatics centre and the media centre has yet to be found.

The Olympic Park Legacy Company has made a great start in meeting these challenges. Margaret Ford and Andrew Altman have a clear vision and a proven track record. But the Olympic Park Legacy Company's remit is narrow and it has very little confirmed public funding. Instead, it relies on identifying private funding and partnership working – difficult enough in a boom but almost impossible in the present economic climate. The Olympic Park Legacy

Company needs a wider remit and dedicated funding to be able to transform the area sufficiently to provide long-term benefits to the local community.

Time is running out. The Mayor and the Olympic Park Legacy Company must act on our recommendations otherwise an historic opportunity will have been lost.

**Dee Doocey AM**

Chair of the Economic Development, Culture, Sport and Tourism Committee



# Executive summary

In this report we examine the role of the Olympic Park Legacy Company, the organisation set up by the Mayor and the government in 2009 to manage the development of the Olympic Park after the 2012 Olympic and Paralympic Games and help secure a lasting legacy for east London. We consider the powers and functions of the Company and the key issues it is likely to face in carrying out its remit.

The Olympic Park Legacy Company has been established at a critical time for the legacy. With just over two years to go before the Games, decisions must be made and actions taken now if the investment in the Games is to be harnessed for the benefit of east London.

It is important to recognise that while the Olympic Park Legacy Company has a huge role in the regeneration of east London it is not the sole or lead agency for delivering a legacy from the Games. It has a relatively narrow remit, within a network of other agencies involved in the legacy. The Company is focused only on the Olympic Park rather than a wider regeneration area, and it does not have control of all of the elements of the park, such as the Olympic Village. Nor does it have responsibility for socio-economic programmes such as those to improve skills or support local businesses, which are also a crucial aspect of the legacy. The Company and its owners – the Mayor and the Government – must therefore ensure that it works closely with other agencies and that all partners are heading in the same direction.

The development of the Olympic Park is the centrepiece of the regeneration of east London, so the impact of its success or failure will be felt far beyond the confines of the park. The Olympic Park Legacy Company has to draw on lessons from previous Games and also past regeneration work in east London such as Canary Wharf. Experience suggests that the wealth created by regeneration can sometimes be accompanied by social segregation, unless every effort is made to spread the benefits widely among existing communities.

To make this happen, the Olympic Park Legacy Company will need to have a broad focus. Its role should not simply be to sell or let out buildings and land on the Olympic Park. Instead, the goal of improving the lives of people in east London, in a variety of ways, should guide all of the Olympic Park Legacy Company's decisions. To ensure this the Company also needs a sustainable source of funding, which allows it to make the necessary investment in the development of the park.

The goal of improving the lives of people in east London should guide all of the Olympic Park Legacy Company's decisions

The Olympic Park must provide jobs, housing and sporting facilities for local people

The most visible aspect of the legacy will be the Olympic venues. It is not a desirable outcome to build white elephants that are under-used after the Games have ended. Plans to secure sustainable legacies for the Olympic Stadium, the Aquatic Centre and the media centre in particular should be finalised as soon as possible, and tenants found to put these venues to use.

In the new housing that will be built on the Olympic Park, local needs must be paramount. Thousands of homes will be constructed in the Olympic Village and elsewhere. However, if the park becomes an island of prosperity, providing homes mainly for affluent incomers while housing shortages persist in the disadvantaged communities around the park, the promised legacy will have failed.

The development of the Olympic Park must provide jobs for local people. Unemployment in this part of east London is much higher than in the rest of the capital. The lesson from the initial construction of the Olympic Park, which has so far had minimal impact on the labour market in east London, is that ambitious targets for the employment of local people must be set and enforced. Similarly, the development of the Olympic Park and venues could provide new opportunities to increase participation in sport and other physical activity among local communities, where existing participation levels are lower than the rest of London.

The hosting of the Olympic Games and Paralympic Games represents a unique opportunity for east London to regenerate itself, but this will not happen automatically. In this report, the Committee has identified six areas where we believe there are particular risks or challenges that the Olympic Park Legacy Company must address. These concern both the Company's role and the priorities and plans it will be devising in the early stages of its work.

### **1 Linking the development of the Olympic Park with the wider regeneration of east London**

A large number of organisations are involved in delivering a regeneration legacy for east London. With this structure, the remit of the Olympic Park Legacy Company is relatively narrow. Partnership working will therefore be very important to achieving a legacy. All partners should work toward a shared vision for the regeneration of east London, underlined by the Strategic Regeneration Framework agreed by the Mayor, Government and host boroughs.

## **2 Facilitating consensus in the Olympic Park Legacy Company's decision making**

The Mayor and the Government are equal shareholders in the Olympic Park Legacy Company. This differs from arrangements in previous host cities, where legacy vehicles have usually been accountable to local and regional government, rather than national government. The Olympic Park Legacy Company must do everything possible to ensure consensus can be found on major decisions, to minimise the delay that could occur if the Mayor and the Government disagree on key decisions. The risk of deadlock can also be reduced if the Company's Board has sufficient autonomy to make decisions.

## **3 Finding sustainable uses for the Olympic venues**

Sustainable uses for the venues need to be found to ensure the Olympic Park is a vibrant location for future development. However, plans for the legacy uses of the Olympic venues are still to be finalised, with uncertainties in particular over the Olympic Stadium. With the Olympic Park Legacy Company due to publish a new Legacy Masterplan Framework for the park this spring these ongoing debates should be concluded as soon as possible, but without jeopardising sustainable solutions. The venues are not the sole factor in the wider regeneration of the area, but without viable future uses they risk becoming a potent symbol of an incomplete legacy.

## **4 Ensuring local people benefit from employment opportunities on the Olympic Park**

The Olympic host boroughs tend to have lower rates of skills and employment than the rest of London. The development of the Olympic Park has the potential to create thousands of new jobs in east London after 2012. To benefit local communities after the Games, people in east London must get their fair share of these jobs.

## **5 Ensuring new residential development on the Olympic Park meets local need**

There are significant housing needs in East London, including for more affordable and family housing. It is important that these needs are reflected in future housing provision on the Olympic Park, which should be balanced between commercial and social objectives. Decisions being made now about the first residential development on the park, the Olympic Village, will have a large impact on the housing legacy of the 2012 Games. However, the Olympic Park Legacy Company has no formal role in determining the future of the Olympic

Under-used venues would become a potent symbol of an incomplete legacy

Village. The Company's priorities must be incorporated into plans for the Olympic Village to ensure the development complements housing elsewhere in the park.

#### **6 Using the new facilities to increase sports participation**

Physical activity in London remains fairly low, with little or no increase in recent years. Although addressing this requires more than just new sporting facilities, the Olympic venues could be used to help increase sports participation among local people after the Games. This will depend on how and whether the venues can be adapted after 2012; whether the allocated budget for carrying out this work is sufficient; and whether future tenants of the venues will be obliged to provide facilities that are accessible and affordable for community use.

# Introduction: the Olympic Park Legacy Company

The Mayor of London has set out clearly that transforming the heart of east London is one of his five key commitments for the legacy of the 2012 Olympic Games and Paralympic Games.<sup>1</sup> The staging of the Games is intended to catalyse regeneration in east London, not just within the confines of the Olympic Park but also in the surrounding communities. East London will be left with several major sporting venues, parkland, thousands of new homes and new commercial space. As well as this physical legacy, it is hoped that the park's development leads to a range of other benefits for the people of east London: more jobs, higher skills, additional housing, and so on. To make these pledges a reality, we need a coherent vision for the future of east London, detailed planning for the delivery of that vision, and effective implementation of those plans, with progress closely monitored.

Recently London has taken several significant steps in its attempt to secure a lasting legacy. The five host boroughs<sup>2</sup> agreed a Strategic Regeneration Framework, which is supported by the Mayor and Government and sets out the objectives that need to be met in order to transform the lives of east Londoners. Furthermore, the Olympic Park Legacy Company has been established. This body will be responsible for developing the site of the Olympic Park after the Games, taking over functions from the London Development Agency.

Most recent host cities of the Olympic Games and Paralympic Games have created similar 'legacy vehicles'. London's approach is unique in that it has established this body and others, and a legacy framework several years before the Games take place; all other host cities have waited until the end of the Games. The characteristics and functions of these organisations have differed from one city to the next, although the most visible function of the legacy vehicle in all cases is to find future uses for the multitude of sporting venues that host cities build to stage the Games. Even having this function in common, the underlying purpose of legacy vehicles can range from those that act only as estate managers for new buildings constructed for the

Unlike other host cities London has established its legacy vehicle several years ahead of the Games

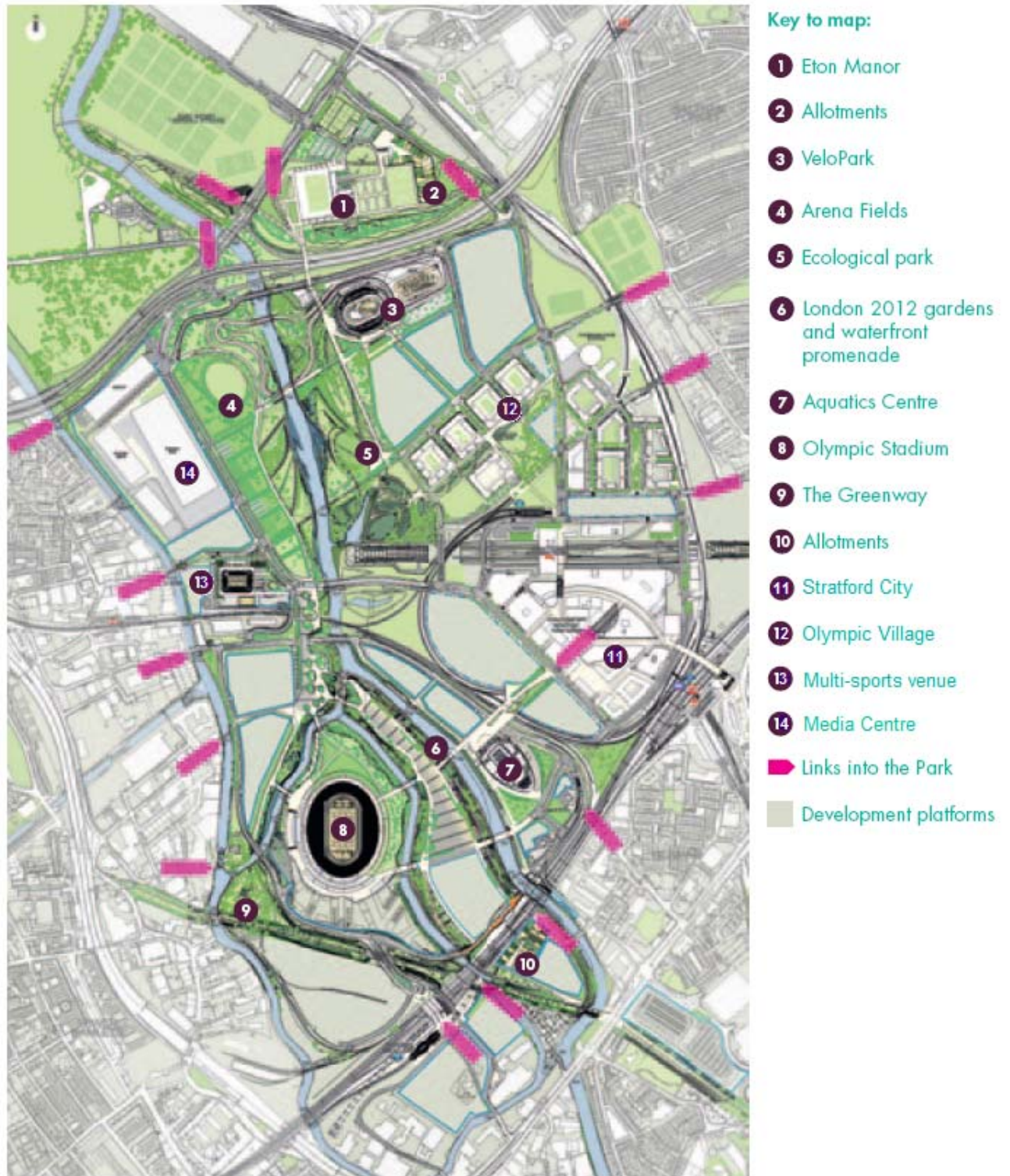
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<sup>1</sup> The commitments are to: increase opportunities for Londoners to become involved in sport; ensure Londoners benefit from new jobs, businesses and volunteering opportunities; transform the heart of East London; deliver a sustainable Games and develop sustainable communities; showcase London as a diverse, creative and welcoming city. Response to Dee Doocey AM [1102/2008], Mayor's Question Time, 17 July 2008

<sup>2</sup> Greenwich, Hackney, Newham, Tower Hamlets and Waltham Forest



**Figure 1: Olympic Park (legacy mode)<sup>3</sup>**



<sup>3</sup> This map represents the proposed transformation plan for the Park, which is subject to a live planning application. Olympic Delivery Authority, 2009 (labels added)

Games, to those responsible for a broader set of social and economic objectives.<sup>4</sup>

The Olympic Park Legacy Company is not the single lead agency for delivering a legacy for East London from the 2012 Games, although it has a very significant role in this process. The five host boroughs lead development across the sub-region, so will be the key bodies in the wider regeneration of the area. The Mayor of London and the government are also heavily involved in this work: they co-own the Olympic Park Legacy Company as well as overseeing or directing the work of key regeneration agencies including the London Development Agency and the London Thames Gateway Development Corporation.

#### *Olympic Park Legacy Company*

The Olympic Park Legacy Company will lead the development of the Olympic Park and its venues after the 2012 Games. The Olympic Park is the 500-acre site in which most of the main sporting and other venues for the 2012 Games – including the Olympic Stadium, Aquatics Centre, VeloPark, media centre and the athletes' village – will be located. It is situated in the Lower Lee Valley in east London, in the midst of one of the most deprived parts of the country. Figure 1 on the previous page provides a map of the park showing how it will appear after 2012, according to current plans.

The Olympic Park Legacy Company became operational in 2009. This followed the appointment of Baroness Margaret Ford as Chair of the Company in April 2009 and Andrew Altman as Chief Executive in August. It is owned jointly by the Mayor and the Government, who are equal partners in the Company. The Company has assumed many of the former responsibilities of the London Development Agency's (LDA) Olympic Legacy Directorate, although the LDA has retained key responsibilities such as skills programmes for the host boroughs area.

The LDA bought the land the Olympic Park is built on and was previously responsible for devising the legacy masterplan. It is expected that the ownership of the land and other assets within the Olympic Park will transfer from the LDA to the Olympic Park Legacy Company, although agreement on this issue has not yet been

A number of agencies are involved in delivering East London's Olympic legacy

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<sup>4</sup> See *Literature Review: Olympic Legacy Governance Arrangements*, London East Research Institute, November 2009

reached.<sup>5</sup> The LDA is providing funding of around £15 million per year to the Company until 2011/12.

The Olympic Park Legacy Company is the lead organisation responsible for the long-term development, management and maintenance of the Olympic Park.<sup>6</sup> It will lead the transformation of the park and venues from the site of a sporting event to an integrated new part of east London. As such it is expected to be a driving force behind achieving a lasting legacy from the 2012 Games. The Mayor and the government have appointed an independent Chair and Board to run the organisation. The Company has defined its four main functions as:

- Operations and stewardship of the Olympic Park: ensuring the Olympic Park with its world class venues and assets are well managed, maintained and utilised to their full potential.
- Olympic Park development: developing the plans for the Olympic Park to create a new metropolitan centre for London and a diverse, vibrant community which will act as a catalyst for the regeneration of the Lower Lee Valley.
- Marketing and promotion of the park: attracting private and public investment, engaging the local community and promoting the Park as one of the best places in the world to live, work, visit and enjoy sport and leisure.
- Social community and economic programmes: working with partners to ensure that the Games and the redevelopment of the Olympic Park enable the Lower Lee Valley to become a location of

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<sup>5</sup> The LDA is in negotiations with the Treasury to finalise the transfer of the land. A conclusion was expected by late 2009, but a new deadline of the end of July 2010 has now been set by the LDA. The secondment of LDA staff now working for the Olympic Park Legacy Company has been extended to that date. *Olympic Park Legacy Company set up and transfer of functions* [Public Item 2.1], London Development Agency Board, 29 January 2010

<sup>6</sup> Formal planning powers for the Olympic Park are currently held by the Olympic Delivery Authority; the host boroughs have submitted proposals to the Department for Communities and Local Government to assume these powers. Roger Taylor, Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 12 January 2010, page 17. Minutes and transcripts of Committee meetings are available at [www.london.gov.uk/assembly/edcst/index.jsp](http://www.london.gov.uk/assembly/edcst/index.jsp) or from the London Assembly secretariat



choice, maximise benefits to local communities and catalyse wider regeneration and economic development.<sup>7</sup>

### *The Committee's investigation*

To inform the Committee's investigation into the role of the Olympic Park Legacy Company, we commissioned a review of governance arrangements for previous Games and comparable projects, including the Olympic Games in Montreal, Barcelona, Atlanta, Sydney, Athens and Beijing, the 2002 Commonwealth Games in Manchester, and the construction of the Stade de France, Wembley Stadium and the Millennium Dome.<sup>8</sup>

Based on this research, the Committee's meetings with experts and stakeholders, and written submissions received from a variety of organisations, the Committee has identified the key risks and challenges that the Olympic Park Legacy Company faces in the run-up to and following the 2012 Games. This report is structured around the six key challenges we believe the Olympic Park Legacy Company and its shareholders will need to address:

- Linking the development of the Olympic Park with the wider regeneration of East London (Chapter 1)
- Facilitating consensus in its decision-making (Chapter 2)
- Finding sustainable uses for the Olympic venues (Chapter 3)
- Ensuring local people benefit from employment opportunities on the Olympic Park (Chapter 4)
- Ensuring new residential development on the Olympic Park meets local need (Chapter 5)
- Using the new facilities to increase sports participation (Chapter 6)

For each area, the report identifies potential problems and challenges that the Olympic Park Legacy Company and its owners – the Mayor and the Government – will need to address. After an examination of each issue, the report sets out the conclusions the Committee has reached and what specific actions it believes are necessary for the

The Committee has identified six key challenges for the Olympic Park Legacy Company

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<sup>7</sup> Written submission from Olympic Park Legacy Company, October 2009, page 2. Copies of the written submissions received by the Committee are available on our website at <http://www.london.gov.uk/assembly/reports/cst.jsp>

<sup>8</sup> This was undertaken by the London East Research Institute. The full review is being published alongside this report and is available at <http://www.london.gov.uk/assembly/reports/cst.jsp>

Mayor and the Olympic Park Legacy Company to take in the near future.

Many of our recommendations concern the early priorities and plans being devised by the Olympic Park Legacy Company. Specifically, they are intended to influence the Company's business plan and the new Legacy Masterplan Framework – its vision for the future of the Olympic Park – that are expected to be completed in the coming months. Further to this, we also make a number of recommendations for the Mayor to address directly about the remit and accountability of the Company.

# 1 Regenerating east London

## Key questions

- What processes and procedures need to be in place to ensure that the many organisations involved in delivering the Games legacy for east London work coherently?
- Will the development of the Olympic Park produce wider benefits for communities in east London?

- 1.1 There are a large number of organisations involved in delivering a legacy for east London from the 2012 Games. This includes those providing political leadership at national, city and borough levels, organisations established specifically for the Olympics and other bodies working on the regeneration of East London. Table 1 overleaf lists each of the main public agencies involved and summarises their respective roles. It should also be recognised that the private sector is expected to play a significant role in the regeneration work.
- 1.2 The Olympic Park Legacy Company therefore exists within a complex network of organisations, one that includes overlapping responsibilities and lines of accountability. In geographical terms, its role is focused on the Olympic Park area, with the host boroughs leading the development of the areas around the park.<sup>9</sup>
- 1.3 Previous Olympic Games and similar events have deployed more straightforward governance structures for securing a legacy. One example is the 2002 Commonwealth Games in Manchester, the legacy of which was led by a single political authority, Manchester City Council. Before the Games, major legacy decisions – in particular the future of the City of Manchester Stadium – were made by the Council, which owns the stadium and other Games venues. The Stadium was leased to Manchester City Football Club. The club's former chairman David Bernstein told the Committee about the benefits of this model:

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<sup>9</sup> The Company's Articles of Association do provide for the Company to operate outside of the park. The Chair, Baroness Ford, confirmed to the Committee that in the future the Company may work on projects in the surrounding area if requested to do so by the host boroughs. *Memorandum and Articles of Association*, Olympic Park Legacy Company, 2009; Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 21 October 2009, page 8

**Table 1: Agencies involved in Games legacy for East London**

<b>Organisation</b>	<b>Role</b>
Mayor of London	Co-chairs the Olympic Board; chairs the Olympic Park Regeneration Steering Group; co-owns the Olympic Park Legacy Company; directs the work of the London Development Agency; produces the Olympic Legacy Strategic Planning Guidance
Olympics Minister (Department for Culture, Media and Sport)	Co-chairs the Olympic Board; represented on the Olympic Park Regeneration Steering Group; co-owns the Olympic Park Legacy Company
Department for Communities and Local Government	Represented on the Olympic Regeneration Steering Group; co-owns the Olympic Park Legacy Company; oversees the London Thames Gateway Development Corporation
Host boroughs (Greenwich, Hackney, Newham, Tower Hamlets, Waltham Forest)	Control development across borough areas; represented on the Olympic Park Legacy Company Board; represented on the London Thames Gateway Development Corporation Board; represented on the Lee Valley Regional Park Authority; produce the Strategic Regeneration Framework
Five Borough Partnership Board	Co-ordinates the work and positions of the five host boroughs, supported by a Host Boroughs Unit
Olympic Park Regeneration Steering Group	Group bringing together the Mayor, Ministers and host boroughs; meets quarterly to oversee regeneration work in relation to the Olympic Park; oversees the East London Legacy Board; agrees the Strategic Regeneration Framework
East London Legacy Board	Brings together 31 local, regional and national agencies; supports the implementation of the Strategic Regeneration Framework
Olympic Park Legacy Company	Will lead the development of the Olympic Park and venues after the Games
Lee Valley Regional Park Authority	Owens the Lee Valley Regional Park; owns part of the Olympic Park and several of the venues
London and Continental Railways	Operates Channel Tunnel Rail Link (High Speed 1); owns part of the Olympic Park and the site of the Stratford City development
Olympic Delivery Authority	Leads the construction of the Olympic Park and its transformation after the Games; responsible for the sale of the Olympic Village.
London Development Agency	Regional development agency for London; funds socio-economic programmes in East London.
London Thames Gateway Development Corporation	Lead regeneration area for two areas of East London: the Lower Lee Valley (not including the Olympic Park) and London Riverside

*“The beauty of that period was that it was such a simple dialogue between the city council and our football club... Of course there were peripheral involvements but, basically, it was a very small dialogue with one party.”<sup>10</sup>*

Before the Commonwealth Games, a single lead agency – New East Manchester – was created by the Council, in partnership with the North West Development Agency and English Partnerships (now the Homes and Communities Agency). New East Manchester is responsible for developing the Games site and venues, and for the regeneration of a wider area across the east of the city. As well as physical regeneration, it also funds socio-economic programmes, including support to small businesses in the area and training programmes for local residents.

The numerous legacy bodies have overlapping responsibilities and lines of accountability

- 1.4 In London, the equivalent functions of New East Manchester are distributed across at least four agencies. The Olympic Park Legacy Company, which has a relatively narrow remit, is just one of these. The London Development Agency has retained responsibility for commissioning socio-economic programmes for the Games legacy.<sup>11</sup> The Lee Valley Regional Park Authority owns a fifth of the Olympic Park and two of the sporting venues (the VeloPark and the Eton Manor sports centre), while the Olympic Delivery Authority owns and controls the Olympic Village. London & Continental Railways also owns land in the Olympic Park and the adjacent Stratford City development. Finally, the London Thames Gateway Development Corporation is the lead regeneration agency for areas of the Lower Lee Valley outside the park.
- 1.5 There are two new Olympic bodies in London that have a more general, overarching role:
  - *Olympic Park Regeneration Steering Group*. This group is chaired by the Mayor. It also includes the Olympics Minister, Secretary of State for Communities and Local Government, the mayors and leaders of the host boroughs and the Chair of the Olympic Park

<sup>10</sup> Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 17 November 2009, page 16

<sup>11</sup> For instance, the LDA is next year launching a Five Borough Employment and Skills Project, which is designed to help unemployed people in the host boroughs to secure jobs on major developments in and around the Olympic Park up until 2014. 5 *Borough Employment and Skills Project – Gateway B (Business Case)* [Public item 2.2], London Development Agency Investment Committee, 26 November 2009

Legacy Company. This group meets four times a year to review legacy plans and progress, and is the main body for co-ordinating the political oversight of the regeneration legacy in east London.

- *East London Legacy Board*. This Board reports to the Olympic Park Regeneration Steering Group. It aims to support the implementation of the key regeneration plans, in particular the Strategic Regeneration Framework and the Legacy Masterplan Framework. The East London Legacy Board will include officers from central and regional government, host boroughs and a range of other partner organisations. In total, around 30 institutions will be represented on the East London Legacy Board.<sup>12</sup>

**1.6 The Committee notes that there are a large number of different bodies responsible for the Games legacy in East London. While complexity is not in itself necessarily a problem, and is perhaps inevitable given the wide range of legacy goals and the layers of government involved, this complexity must not result in a situation where it is unclear who is leading delivery of particular legacy goals and who they are accountable to. This lack of clarity risks the legacy goals becoming vague aspirations that raise unrealistic expectations among the people of East London.**

**1.7 The Olympic Park Legacy Company has a narrow remit: it would be inaccurate to consider the Company to be the lead legacy agency in East London; it is one of a number of key players. This raises concerns about who is ultimately responsible for the legacy. The two overarching bodies that have been created may not be suited to this task. The Olympic Park Regeneration Steering Group contains all of the political leaders but in meeting just four times a year it is hard to see how it will have a meaningful role, while the East London Legacy Board's**

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<sup>12</sup> The represented organisations are: Arts Council; Department for Business, Innovation and Skills; Department for Children, Schools and Families; Department for Communities and Local Government; Department for Culture, Media and Sport; Department for Food and Rural Affairs; Department of Health; Department for Transport; Government Office for London; Government Olympic Executive; Greater London Authority; HM Treasury; Homes and Communities Agency; Host Boroughs Unit; Jobcentre Plus; LB Greenwich; LB Hackney; LB Newham; LB Tower Hamlets; LB Waltham Forest; Learning and Skills Council; Lee Valley Regional Park Authority; London Development Agency; London Fire and Emergency Planning Authority; London Thames Gateway Development Corporation; Metropolitan Police; NHS London; Olympic Park Legacy Company; Sport England; Transport for London

**membership is so diffuse that it may struggle to act coherently.**

### *Strategic Regeneration Framework*

- 1.8 The Strategic Regeneration Framework for the legacy of the 2012 Games sets out objectives for the regeneration of the physical area of the host boroughs and the socio-economic regeneration of the communities within it. It was published in late 2009, having been developed by the host boroughs and agreed by the Olympic Park Regeneration Steering Group (including the Mayor, Government and host boroughs).
- 1.9 This Framework introduces a set of commitments in seven ‘outcome areas’ of education and skills, housing, employment, health, crime, sports participation and the physical environment. For each area, the Framework includes performance indicators and targets, which organisations at every level of government are expected to implement. Underlying the performance indicators is an ‘organising principle’ of convergence: the aim of the Framework is to improve conditions across the host boroughs to a point where they enjoy the same social and economic conditions as the rest of London.<sup>13</sup> So far, there is little detail on how these targets will be achieved.<sup>14</sup> Nor is there any regional or national funding attached to the Framework.
- 1.10 With the Olympic Park at the heart of the regeneration of east London, the work of the Olympic Park Legacy Company will be vital in fulfilling the objectives of the Framework. For instance, there is a target to reduce the gap in physical activity levels between the host boroughs and the London average from 3.2 per cent to 0.5 per cent by 2014/15. There is also a target to build 50,000 new homes, including 12,000 affordable homes in the host boroughs by 2015. The Olympic Park Legacy Company will be setting indicators for its own performance in the coming months in its forthcoming business plan, which is expected in spring 2010.
- 1.11 While the Strategic Regeneration Framework was agreed by the Mayor and the Government, it was produced by the host boroughs of the

The Mayor, Government and host boroughs have agreed key objectives for the regeneration of East London

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<sup>13</sup> *Strategic Regeneration Framework: An Olympic legacy for the host boroughs*, LB Greenwich, LB Hackney, LB Newham, LB Tower Hamlets, LB Waltham Forest, December 2009

<sup>14</sup> A ‘stage two’ document for the Strategic Regeneration Framework with more detailed implementation plans is expected in the spring.

Games. The Committee has been told that the continued commitment of the Mayor and the Government to the Framework is vital to its successful implementation. As Roger Taylor, Director of the Host Boroughs Unit, told the Committee:

*"We have set ourselves in the first instance targets to take us to 2015. Those targets, we believe, are realistic. But they do depend upon... securing very strong co-operation from government and the Greater London Authority family."*<sup>15</sup>

1.12 The commitment of the Mayor and Government is clearly vital if the Olympic Park Legacy Company is going to play a role in implementing the Strategic Regeneration Framework, because the Mayor and Government are co-owners of the Company and can direct its work.

**1.13 The Strategic Regeneration Framework provides a shared vision for the future of East London after the 2012 Games, and is supported by the Mayor, Government and the host boroughs. The targets it sets are hugely ambitious; progress toward them will not be achieved unless the various organisations involved are committed to them. The Mayor, Government and boroughs must act coherently, monitor progress rigorously and provide the money to achieve the targets they have set.**

**1.14 The Olympic Park Legacy Company will be one of the most important organisations in the implementation of the Strategic Regeneration Framework. It is therefore necessary that the objectives the Company sets for its own work should match the objectives set for the wider regeneration of East London.**

#### **Recommendation 1**

The Mayor should ensure that the regeneration targets included in the Olympic Park Legacy Company's Business Plan will complement the targets in the Strategic Regeneration Framework, and that they are accompanied by a clear implementation plan and performance milestones. The funding that will be available to meet these objectives should also be confirmed.

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<sup>15</sup> Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 12 January 2010, page 2



## 2 Political accountability

### Key questions

- Does the Olympic Park Legacy Company have sufficient autonomy to make decisions about the development of the park and venues?
- What is the appropriate role for central government in the work of the Olympic Park Legacy Company after the Games?

- 2.1 The Olympic Park Legacy Company has three shareholders – the Mayor of London, the Minister for the Olympics and the Secretary of State for Communities and Local Government – who are the Founder Members of the Company and appoint its Board.<sup>16</sup> The Mayor and the government will have an equal vote on decisions made by the Founder Members. In formal terms, the Company's Articles of Association state that on decisions made by the Founder Members, the Mayor will have two votes and the Government's two representatives will have one vote each.<sup>17</sup> After the 2012 Games, the Olympics Minister will cease to be a shareholder, with his or her ownership transferred to the Secretary of State for Communities and Local Government.<sup>18</sup>
- 2.2 If the Mayor and Government have opposing views on an issue the Olympic Park Legacy Company must decide on, the Company may face difficulties in making decisions. This could include proposals for using the Olympic venues in particular ways, or for new developments on the park. The Company's Articles of Association do not specify which types of decisions the Board will be free to make, and which will be reserved for the Founder Members. Baroness Ford acknowledged when speaking to the Committee that disagreement between the Mayor and Government is a real prospect:

*"There will be situations where the shareholders may well have different objectives. Our view is just to call it as we see it frankly and provide the best advice to shareholders at that point, and they will have to figure out how they get to an accommodation with each other."*<sup>19</sup>

<sup>16</sup> The five host boroughs are not Founder Members of the Company, although two boroughs – Newham and Hackney – are represented on the Board.

<sup>17</sup> If only one government representative is present at a meeting he/she will have two votes. *Memorandum and Articles of Association*, Olympic Park Legacy Company, 2009

<sup>18</sup> Baroness Ford, Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 21 October 2009, pages 11-12

<sup>19</sup> Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 21 October 2009, page 12

The Board of the Olympic Park Legacy Company should have autonomy to make decisions

2.3 There are previous instances of disagreement between the Mayor and the government. In 2009 the Mayor and the Olympics Minister disagreed over the location of shooting, badminton and rhythmic gymnastics events in 2012. In that instance, with a deadline imposed by the International Olympic Committee, a compromise was agreed.<sup>20</sup> Another example, as discussed further in Chapter 3, is the public disagreement between the Mayor and Government over what the future seating capacity of the Olympic Stadium should be.<sup>21</sup>

2.4 The Mayor's Senior Olympics Adviser, Neale Coleman, told the Committee that the Mayor wants to allow the Olympic Park Legacy Company as much autonomy as possible to make decisions. This approach – the delegation of decision-making to the Olympic Park Legacy Company's Board and officers – is likely to be an effective way of reducing the risk of deadlock between the Mayor and the Government:

*"I think the Mayor's perspective very much would be that he wants to see the maximum amount of freedom and autonomy given to the Chief Executive and the Board of the Company and he will certainly try to persuade Government that, within the proper constraints of having oversight, it should also be as hands off as possible."*<sup>22</sup>

**2.5 Regenerating the Olympic Park and the surrounding areas will require the active involvement of many partners, including the Mayor, Government, host boroughs and agencies such as the London Development Agency. Differences of opinion and hard bargaining among partners are to be expected, and would not necessarily threaten the effort to secure a legacy. With regards to the decision-making processes of the Olympic Park Legacy Company, however, it is important that differences of opinion between the Mayor and the Government do not lead to extended delays or messy compromises.**

**2.6 In the immediate future, the best way to avoid this situation is for the Mayor and Government to agree to delegate decisions to the Board of the Olympic Park Legacy Company, with exceptions to this rule only where certain decisions have major**

<sup>20</sup> London told to choose 2012 venues, [www.bbc.co.uk](http://www.bbc.co.uk), 7 October 2009

<sup>21</sup> Tessa Jowell disputes Mayor's claim over 2012 Olympic Stadium legacy, The Guardian, 9 July 2009

<sup>22</sup> Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 17 November 2009, page 16

**strategic consequences. However, it has not been made clear to date what decisions will be taken by the Mayor and Government and which will be delegated to the Board.**

### **Recommendation 2**

The Mayor, in consultation with government, should clarify how the decision-making process for the Olympic Park Legacy Company will operate: which decisions will be delegated to the Board of the Company and which will be made by the Mayor and Government. The Committee asks that the Mayor clarify the decision-making process in his response to our report.

#### *Role of central government*

- 2.7 The joint accountability of the Olympic Park Legacy Company to both city/regional government and national government is unusual compared to the legacy vehicles created by previous host cities. The review of governance arrangements for previous Games conducted for the Committee by the London East Research Institute shows that legacy vehicles are generally owned by and accountable to the city or the regional government, not national government.<sup>23</sup>
- 2.8 This was the case in Montreal (1976), Barcelona (1992), Atlanta (1996), Sydney (2000), Beijing (2008), and also for the Commonwealth Games in Manchester (2002). In Sydney, the New South Wales Government established the Sydney Olympic Park Authority to develop its venues after the Games. In Manchester, as discussed in Chapter 1, the city council led the process of establishing legacy uses for the venues and with partners established a legacy vehicle to develop the main site of the Games and the surrounding area. Of recent Olympic Games, only in Athens (2004) has the national government had primary responsibility for the development of Olympic venues after the Games.<sup>24</sup>
- 2.9 Professor Gavin Poynter of the University of East London, who conducted a review of legacy governance in past host cities for the Committee, argued in his final report:

Legacy vehicles in most previous host cities have been accountable to city or regional government

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<sup>23</sup> *Literature Review: Olympic Legacy Governance Arrangements*, London East Research Institute, November 2009

<sup>24</sup> The Greek national government took over responsibility for the venues shortly before the Games from the city government, following construction delays.

*“The available evidence suggests that city and regional authorities have been the most appropriate vehicles for the oversight of legacy development in past host cities with central government performing a less direct role in the legacy phase compared to the bid and pre-event phases.”<sup>25</sup>*

**2.10 It seems appropriate that after the 2012 Games the accountability and ownership of the Olympic Park Legacy Company should be reviewed. In the run-up to the Games there is a strong case for central government to participate fully in the Company’s work. In the long term the principle of devolution should underpin the structures designed to deliver the legacy for London. However, given the scale of the task and the fact that responsibility for the debt associated with the purchase of the Olympic Park land is likely to transfer to central government, the involvement of central government is expected to continue. This is an issue the Committee intends to consider further in the future.**

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<sup>25</sup> *Literature Review: Olympic Legacy Governance Arrangements*, London East Research Institute, November 2009

### 3 The Olympic venues

#### Key questions

- Will sustainable uses for the sporting venues and media centre be found?
- How can the Olympic Park Legacy Company ensure the Olympic Stadium has a viable future as a major sporting venue?

3.1 During the 2012 Olympic Games and Paralympic Games the primary purpose of the Olympic Park will be to house the main Olympic sporting venues as well as providing accommodation for athletes and officials, and a location for the world's media. Some of the venues being built for 2012 will be dismantled after the Games, but most – including the Olympic Stadium, Aquatics Centre, VeloPark, media centre and Olympic Village – will remain on the park. Each will be redeveloped for legacy use (see Table 2 overleaf for more information on the venues).

3.2 The Olympic Park site has been earmarked for extensive commercial and residential development after the Games have finished. For this to be successful the park needs to be an attractive proposition for investors. With five large sporting venues remaining on the park, we can expect these venues to help define the identity of the space as well as driving up 'footfall' from visitors. To make the park a more attractive proposition for potential investors, therefore, successful legacies for the park need to be found.

3.3 As previous Games have shown, the legacy of the venues is an essential part of achieving a wider legacy. For instance in Athens, which hosted the 2004 Games and also developed a primary 'Olympic Park' site, lack of legacy planning left most of Athens' Olympic venues unused for years and disconnected from the main life of the city. As discussed in the literature review commissioned by the Committee for this investigation, post-Games development in the area has not proven commercially viable.<sup>26</sup>

The sporting venues will help define the identity of the Olympic Park after 2012

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<sup>26</sup> *Literature Review: Olympic Legacy Governance Arrangements*, London East Research Institute, November 2009

- 3.4 As shown in Table 2, London has established plans for the legacy uses of its venues. However, these plans are not yet complete, particularly for the Olympic Stadium, the media centre and the Olympic Village.

**Table 2: Venues on the Olympic Park after 2012**

Venue	Ownership	Games use	Legacy use <sup>27</sup>
Olympic Stadium	Olympic Park Legacy Company	Athletics; opening and closing ceremonies; capacity 80,000	Grand prix athletics venue; other uses to be confirmed; capacity to be confirmed (from 25,000 to 80,000)
Aquatics Centre	Olympic Park Legacy Company	Swimming, diving, water polo; capacity 17,500	Elite and community swimming, diving, water polo; capacity 2,500-3,500
VeloPark	Lee Valley Regional Park Authority	Track and BMX cycling; capacity 12,000	Track, BMX, road and mountain cycling; capacity 6,000
Multi-sports arena	Olympic Park Legacy Company	Handball; capacity 7,000	A flexible venue capable of hosting a variety of sports and major events
Eton Manor	Lee Valley Regional Park Authority	Training during Olympics, tennis and archery during Paralympics; capacity 10,500	Hockey, tennis, five-a-side football; capacity 3,000
Media centre	Olympic Park Legacy Company	Main Press Centre and International Broadcast Centre; space for 20,000 journalists and broadcasters	800,000 square feet of flexible commercial space, for single or multiple occupancy
Olympic Village	50% Triathlon Homes; remaining 50% to be confirmed	Accommodation for 17,000 athletes and officials in 11 blocks	Mixed-tenure residential development with 2,800 apartments

- 3.5 For the media centre, a development intended to bring thousands of jobs onto the park, a key task for the Olympic Park Legacy Company before and after the Games is to attract tenants. The design of the buildings makes it possible to adapt the space, so tenants could occupy an area ranging from an entire building to a section of one floor. The Company will need to ensure specifications meet potential tenants' requirements if the development is to be successful. Beyond this, as discussed further in Chapter 4, the Company needs to put in

<sup>27</sup> Legacy uses reflect the most recent published plans.

place measures to ensure local people benefit from the employment opportunities this new commercial space will provide.

- 3.6 For the Olympic Village, there are still decisions to be made over the specifications of the redeveloped housing and to whom the development will be sold: these issues will be discussed in more detail in Chapter 5.

#### *The Olympic Stadium*

- 3.7 There has already been extensive public debate about the legacy of the Olympic Stadium. In the Committee's July 2009 report, *Towards a Lasting Legacy*, we discussed the prospect of the stadium becoming a 'white elephant'.<sup>28</sup> Key decisions regarding the use of the stadium that were outstanding at that time have still not been finalised.
- 3.8 The stadium is being built with 80,000 seats for the Games, during which it will host athletics events and the opening and closing ceremonies. Most of the seating in the stadium – 55,000 seats – is temporary, and under current plans this seating will be removed after the Games. This will leave a 25,000-seat stadium, with a permanent running track and athletics as its primary use.
- 3.9 There have been discussions around whether sports other than athletics could be hosted in the stadium after the Games. The use of the stadium for athletics after 2012 was a key element in London's bid for the Games to the International Olympic Committee. The government, Mayor's office, the Games organising committee and the Olympic Park Legacy Company have confirmed that they are committed to this proposal, but have not ruled out considering other options.
- 3.10 It has been proposed that the stadium could provide a new home for one of a range of football (West Ham United, Leyton Orient), cricket (Kent, Middlesex) or rugby clubs (Saracens, London Wasps, London Skolars). There is a concern about whether there are a sufficient number of athletics events to make the stadium financially viable. London's current largest athletics venue, Crystal Palace, staged only two major events in 2009. These events occupied the stadium for just

Concerns expressed by the Committee over the legacy of the stadium have not yet been addressed

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<sup>28</sup> *Towards a Lasting Legacy: A 2012 Olympic and Paralympic Games Update*, Economic Development, Culture, Sport and Tourism Committee, July 2009

No anchor tenant  
for the Olympic  
Stadium has yet  
been found

three days, although the stadium is used more regularly for smaller events.<sup>29</sup>

- 3.11 Most recent host cities have also found other sporting tenants for their main stadiums, including baseball (Atlanta), football (Barcelona, Athens, Manchester) and rugby (Sydney). Discussions with potential tenants for London's Olympic Stadium have taken place, but these have so far been unsuccessful.<sup>30</sup> It has been argued that the presence of a permanent athletics track at the stadium is a negative factor for many potential tenants.<sup>31</sup>
- 3.12 While the athletics track is likely to remain in legacy plans, there is disagreement among key partners over whether to retain the temporary seating in the stadium. The Mayor of London, Boris Johnson, has suggested that the stadium could remain at or close to its full capacity, specifically so it could host games at the football world cup in 2018, which England is bidding to host.<sup>32</sup> Initially the Olympics Minister Tessa Jowell responded by saying the planned reduction in seats should go ahead, and questioned the financial viability of the Mayor's suggestion.<sup>33</sup>
- 3.13 If the stadium remained at 80,000 seats, this could have significant cost implications, especially because temporary facilities such as toilets and refreshment outlets for the Games would need to be permanently installed. The Committee has also heard that there might not be demand for another stadium of that size in London. For instance, Wembley is London's main venue for large music concerts,<sup>34</sup> and has capacity to stage more events of this type than it does already. Based on current demand for large venues, the Olympic Stadium would

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<sup>29</sup> [www.uka.org.uk](http://www.uka.org.uk). Crystal Palace has a capacity of 16,800, which can be increased to 24,000 with temporary seating

<sup>30</sup> *Academy option for 2012 stadium*, James Pearce, [www.bbc.co.uk](http://www.bbc.co.uk), 15 January 2009

<sup>31</sup> *Track would turn into a legacy ball and chain*, Ben Walker, Regeneration and Renewal, 29 June 2009

<sup>32</sup> *Boris Johnson hails news that England will host the Rugby World Cup in 2015*, Greater London Authority [Press Release], 28 July 2009; *2012 stadium 'for World Cup bid'*, [www.bbc.co.uk](http://www.bbc.co.uk), 30 June 2009

<sup>33</sup> *Tessa Jowell disputes Mayor's claim over 2012 Olympic Stadium legacy*, The Guardian, 9 July 2009

<sup>34</sup> Concerts requiring a stadium-size venue, larger than an arena (such as the O2 Arena, which holds around 20,000 people)



therefore have to compete with Wembley for the same limited number of concerts.<sup>35</sup>

3.14 The Olympic Park Legacy Company is undertaking an assessment of the various options for the Olympic Stadium.<sup>36</sup> Meanwhile, however, it has been confirmed that the Olympic Stadium is included in England's bid for the 2018 football world cup.<sup>37</sup> The bid proposes that three London stadiums would be used in the competition: Wembley, the Emirates Stadium and either the Olympic Stadium or Tottenham Hotspur's proposed new stadium. The governing body, FIFA, will choose the winning bid in December 2010. If England's bid is successful and the Olympic Stadium is chosen as the third London venue, this would mean the stadium would have to remain at or close to its 80,000 capacity for at least six years after the Games.

**3.15 The legacy plans for the Olympic venues are still unclear. The media centre and the Olympic Stadium are potentially the most important venues in terms of attracting jobs and investment to the park, so it is crucial that sustainable uses are identified and delivered. The Committee is planning to examine this issue in further detail later this year, and will make recommendations at that stage about legacy plans for the venues.**

**3.16 It is worrying that the concerns raised by the Committee about the legacy of the Olympic Stadium in July 2009 have not yet been resolved. The continuing uncertainty about the future of the main stadium undermines the potential to plan for legacy ahead of the 2012 Games. For example, the arrival of a Premier League football team in the middle of the Olympic Park may affect the character of the park and its surroundings. The task of solving these complex issues has now fallen to the Olympic Park Legacy Company, which must find a legacy that is sustainable and provides a firm foundation for the wider development of the park.**

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<sup>35</sup> David Bernstein, Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 17 November 2009, pages 19-20

<sup>36</sup> Margaret Ford, Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 21 October 2009, pages 3-4

<sup>37</sup> *Candidate host cities revealed*, [www.england2018bid.com](http://www.england2018bid.com), 16 December 2009

## 4 Employment and skills

### Key questions

- How can the development of the Olympic Park help increase employment and skills among local residents?
- How can the Olympic Park Legacy Company ensure that local people are employed on the park?

4.1 The development of the Olympic Park, both before and after the Games, will provide thousands of new jobs in East London, an area which currently suffers from relatively low levels of skills and employment. Ensuring Londoners benefit from the job opportunities created by the Olympics was one of the five legacy commitments made by the Mayor.

4.2 East London, in particular the five Olympic host boroughs, have higher unemployment than the rest of London and Great Britain. Three of the five the boroughs also have lower qualification levels than the London and national average. These figures are shown in Table 3 below:

**Table 3: Unemployment and qualifications in host boroughs**

Area	Jobseekers' Allowance claimant rate <sup>38</sup>	NVQ2+ qualification rate <sup>39</sup>
Greenwich	4.9%	66.3%
Hackney	6.8%	67.8%
Newham	6.2%	46.5%
Tower Hamlets	6.7%	55.7%
Waltham Forest	5.8%	56.3%
LONDON	4.4%	63.8%
GREAT BRITAIN	4.1%	65.2%

4.3 For the construction of the Olympic Park and venues, which is managed by the Olympic Delivery Authority and is set to be completed in 2011, there are specific targets regarding the employment of local

<sup>38</sup> Office for National Statistics, November 2009

<sup>39</sup> NVQ2 qualification is equivalent to five GCSEs at grades A\* to C. Office for National Statistics, 2008

workers, previously unemployed people and those in training posts on the site:

- A minimum of fifteen per cent of the workforce must be resident in the five host boroughs
- A minimum of seven per cent of the workforce must have been unemployed prior to their employment on the site
- At least 2,250 people must have entered traineeships, apprenticeships and work placements on the site by 2012

4.4 According to recent updates, contractors on the site are meeting these targets. However, because the targets are low the impact for people in east London has been small. In December 2009, only four per cent of the 6,300 Olympic Park workforce were previously unemployed residents of the five host boroughs.<sup>40</sup> Furthermore there were only 150 apprentices working on the site.

4.5 After the 2012 Games, the Olympic Park Legacy Company will take over from the Olympic Delivery Authority in overseeing the further development of the Olympic Park. The Company will not have responsibility for funding socio-economic programmes that may help local people into jobs on the park, such as skills programmes. The London Development Agency will continue to lead this work.<sup>41</sup>

4.6 However, the Olympic Park Legacy Company will be in a position to set targets regarding the park workforce, in relation to the running of the park and the venues and future construction work on the site. The media centre in particular is intended to bring thousands of jobs into the park. To help secure a local employment legacy, local people need to be able to compete for and ultimately win these jobs.

4.7 In order to meet its targets the Company will be able to require employers to take steps to use local labour and apprentices, such as

Four per cent of the Olympic Park construction workforce is a previously unemployed local resident

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<sup>40</sup> *Employment and skills update*, Olympic Delivery Authority, January 2010. These figures exclude the construction of the Olympic Village. The percentage has been calculated by the Committee. The Olympic Delivery Authority has not published precise figures on the number of previously unemployed local residents working on the site since July 2009, when there were 112.

<sup>41</sup> For instance, the LDA is launching a Five Borough Employment and Skills Project, which is designed to help unemployed people in the host boroughs to secure jobs on major developments in and around the Olympic Park up until 2014. *5 Borough Employment and Skills Project – Gateway B (Business Case)* [Public item 2.2], London Development Agency Investment Committee, 26 November 2009

participating in local skills initiatives. These requirements are in place for the contractors involved in the construction of Crossrail,<sup>42</sup> and could be used by the Olympic Park Legacy Company. It has not yet been announced what targets will be set regarding the employment of apprentices, local people or previously unemployed people on the park, or what contractual arrangements the Company will put in place for employers.

**4.8 The Olympic Park will continue to provide many job opportunities long after the end of the 2012 Games. It is crucial that local communities, where employment is lower than elsewhere in London, benefit from this as much as possible. Programmes to improve the skills of people in east London are an important part of this, as are the setting of employment targets and the mechanisms used to require employers to help meet these targets.**

**4.9 Lessons must be learned from the experience of the Olympic Delivery Authority during the construction of the site; the targets set and enforced by the Olympic Park Legacy Company have to be ambitious enough to ensure real gains are made. The targets for the construction phase do not specifically focus on previously unemployed local residents, or the number of apprentices: these omissions should be rectified.**

### **Recommendation 3**

The Olympic Park Legacy Company should set out in its forthcoming Business Plan what steps it will take to ensure employers on the Olympic Park after the Games provide employment for local residents, previously unemployed people and apprentices. Targets for the employment of local workers and trainees should be much more ambitious than those currently in place for the construction of the Olympic Park. Specifically, the Olympic Park Legacy Company should set more ambitious targets for the proportion of previously unemployed local residents to be employed on the park and for the proportion of local people to be offered apprenticeships on the park.

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<sup>42</sup> Crossrail Information Paper D16 – Local Labour, Crossrail, November 2007

## 5 Housing

### Key questions

- How can the Olympic Park Legacy Company ensure that residential development on the Olympic Park reflects local needs and that local people get a fair share of the housing?
- What role should the Olympic Park Legacy Company have in decisions about the future of the Olympic Village?

5.1 The housing legacy from the 2012 Olympic Games and Paralympic Games is expected to be significant, with many thousands of new homes being built on the Olympic Park. This includes the 2,800 homes in the Olympic Village, and other residential developments due to begin after the Games. Delivering a legacy of sustainable communities is one of the Mayors's five key legacy commitments.

**Table 4: Housing overcrowding**

Area	Overcrowded households (%) <sup>43</sup>
Greenwich	14.1%
Hackney	27.6%
Newham	26.3%
Tower Hamlets	29.3%
Waltham Forest	16.0%
LONDON	7.1%

5.2 Housing need in east London is acute. Both the level of overcrowding and the number of families living in temporary accommodation are much higher in the five host boroughs than in the rest of London, with particularly severe problems in Newham and Tower Hamlets. These figures are shown in Tables 4 above and 5 overleaf. The Strategic Regeneration Framework, discussed in Chapter 1, sets a target of 50,000 new homes across the host boroughs by 2015, including 12,000 'affordable homes'.<sup>44</sup> Of course, it should also be recognised

<sup>43</sup> Office for National Statistics, 2001 (census data). Overcrowding is defined here as a household with at least one fewer room than required.

<sup>44</sup> *Strategic Regeneration Framework: An Olympic legacy for the host boroughs*, LB Greenwich, LB Hackney, LB Newham, LB Tower Hamlets, LB Waltham Forest, December 2009. The Framework does not specify how affordable housing is defined, for instance housing for social rent or low cost ownership.

that the causes of these problems may not be limited only to a shortage of housing stock.

**Table 5: Households in temporary accommodation**

Area	Number of households in temporary accommodation <sup>45</sup>
Greenwich	229
Hackney	1,515
Newham	4,326
Tower Hamlets	2,376
Waltham Forest	1,631
REST OF LONDON (average) <sup>46</sup>	1,320

The host boroughs have higher levels of overcrowding than the rest of London

- 5.3 Baroness Ford, the Chair of the Olympic Park Legacy Company, told the Committee that the Company would learn from the experience of previous residential developments in east London, particularly Canary Wharf. This development has been criticised for contributing to social polarisation, with affluent people moving into new housing in the area with little benefit for local people in need of affordable homes.<sup>47</sup> Baroness Ford explained:

*"We do not want [the Olympic Park] to turn into something like Canary Wharf where it is extremely successful within certain confines, but as soon as you cross the road none of that wealth creation spills out the way you would hope it would. So we are very, very alive to the fact that a big risk here would be that you create something within the Park that was... not producing the type of housing product that was affordable and accessible for local people."*<sup>48</sup>

- 5.4 There have been warnings that the debt incurred in the purchase of the Olympic land, combined with falling house prices in London during the recession, will lead to pressure to prioritise revenue maximisation after the Games. This is particularly a concern for London because of

<sup>45</sup> *Written Answers*, House of Commons, 23 November 2009

<sup>46</sup> Excluding the City of London

<sup>47</sup> See *London 2012 and the Regeneration Game*, Penny Bernstock, in *Olympic Cities: 2012 and the Remaking of London*, Gavin Poynter & Iain MacRury (eds), Ashgate, October 2009

<sup>48</sup> Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 21 October 2009, page 3

the ongoing uncertainty about who will be responsible for repaying the debt, which is held by the London Development Agency. New arrangements for repayment were expected to be agreed in 2009, linked to the transfer of the land to the Olympic Park Legacy Company, but no agreement has yet been reached between the Government and the London Development Agency.<sup>49</sup>

- 5.5 Lessons from previous Games can inform how the new housing is developed on the Olympic Park. A report in 2008 from the New Economics Foundation and Community Links argued that in Olympic housing development there was a risk that:

*“local people who don’t own their own homes are priced out of the housing market because gentrification inflates the cost of living well above their income levels”.*<sup>50</sup>

- 5.6 This was also a consequence of the Atlanta Games in 1996, as discussed in the review of previous host cities commissioned by the Committee. In Atlanta, new housing was developed in seven ‘Olympic Ring’ neighbourhoods, in areas that had largely housed poor African-American communities before the Games. After the Games, residential development prioritised commercial over social gains. This led to existing communities being displaced by more affluent residents moving into the area.<sup>51</sup>

- 5.7 It is important that future residential development on the Olympic Park is driven by the needs of the local community, including for social housing and family homes, and that people living in the area already are able to take advantage of the new housing. The quality of the housing, tenure mix and the provision of facilities such as retail are among the factors that need to be considered in building new communities on the park. This is an issue that the London Assembly will consider further as housing legacy plans develop.**

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<sup>49</sup> *Olympic Park Legacy Company set up and transfer of functions* [Public Item 2.1], London Development Agency Board, 29 January 2010

<sup>50</sup> *Fools Gold: How the 2012 Olympics is selling East London short, and a 10 point plan for a more positive local legacy*, New Economics Foundation & Community Links, April 2008

<sup>51</sup> *Literature Review: Olympic Legacy Governance Arrangements*, London East Research Institute, November 2009

The Olympic Park Legacy Company does not have a formal role in decisions about the Olympic Village

- 5.8 Taking these needs into account means finding a balance between commercial and social goals, to ensure that the Olympic Park does not become an island of prosperity surrounded by disadvantaged communities. Crucially, the Olympic Park Legacy Company needs a settlement to be agreed over the transfer of the Olympic Park land and any of its associated debt in order to plan for the development of new housing. The funding of the Company will be considered in more detail by the London Assembly's Budget and Performance Committee from spring 2010.**

#### *Olympic Village*

- 5.9 The Olympic Village is the first residential development on the Olympic Park. It is comprised of 11 blocks, which will accommodate around 17,000 athletes and officials during the Games and be converted for community use after 2012. Originally the Village was expected to be funded by the private sector, but after the downturn in the economy, the government nationalised the project and will now provide the entire £1.1 billion for the project.<sup>52</sup>
- 5.10 The Olympic Delivery Authority is responsible for delivering the Village, and is currently the lead agency for deciding how it will be used after the Games. A deal has already been agreed by the Olympic Delivery Authority to sell around 1,400 of the units to a private company, Triathlon Homes, which will make them available as affordable housing after the Games.
- 5.11 Although many decisions regarding the future of the Village have been taken, such as the tenure mix of the blocks, there remain several important issues to be finalised. These include major decisions such as who the remaining units will be sold to, but also specifications for the housing. The nominations policy for social housing, retail provision and the management of the buildings are all important elements that the Committee has discussed with the Olympic Park Legacy Company, the boroughs and the Mayor's office during the investigation.
- 5.12 Despite its role overseeing the legacy of the Olympic Park, including future residential development elsewhere on the Park, the Olympic Park Legacy Company does not have a formal role in these decisions about the Olympic Village. As Baroness Ford told the Committee:

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<sup>52</sup> *State takes control as cash crisis hits Olympic Village*, Matthew Beard, Evening Standard, 27 May 2009



*"At the moment in terms of our locus in the Village we do not have one, which is a problem to me, because our Board cannot directly influence anything at the moment that goes on in the Village. Again, that was a decision that was taken before the Company was set up."*<sup>53</sup>

- 5.13 Sir Robin Wales, Mayor of Newham explained to the Committee why the Olympic Park Legacy Company, working with the host boroughs, would be well placed to make decisions about the Village within the context of the future residential development across the whole park:

*"I think [the Olympic Park Legacy Company] understand what they're trying to do in terms of the park. What they have got, like [the host boroughs], they've got a view of the whole place. We would perhaps have a better understanding of the nature of the whole development and not just look at the Village. The Village is the first piece in the jigsaw."*<sup>54</sup>

- 5.14 The Mayor has suggested that the Olympic Park Legacy Company should have a role in decisions on the future of the Village, although the precise scope of this role has not been confirmed:

*"There are a number of organisations which have funded the building of the Olympic Village and who have a legitimate interest in the sales and marketing strategy for it. This inevitably means that the strategy must be approved by a number of different bodies. However, the strategy cannot be driven by financial considerations alone, given the vital importance of the Village housing to the overall regeneration of the Park and surrounding area, which is why it makes sense for the Olympic Park Legacy Company to be a central part of the team developing and approving the strategy."*<sup>55</sup>

- 5.15 The Olympic Village is crucial to the housing legacy of the 2012 Games for east London. It is important that the taxpayers see a return on the investment made by the Olympic Delivery Authority, and also that the Village dovetails into the wider housing strategy for the park and the surrounding area. The Olympic Park Legacy Company has been established to oversee future development on the park, and is developing its priorities**

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<sup>53</sup> Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 21 October 2009, page 9

<sup>54</sup> Transcript of Economic Development, Culture, Sport and Tourism Committee, 12 January 2010, page 20

<sup>55</sup> Response to Dee Doocey AM, Mayor's Question Time [3838/2009], 16 December 2009

**for the kind of housing that will be built on the park. The Company therefore needs to have a significant role in decisions over the Olympic Village, so it is able to ensure plans for the Olympic Village complement housing elsewhere in the park.**

#### **Recommendation 4**

The Mayor should enter discussions with the Government and the Olympic Delivery Authority to confirm that the priorities of the Olympic Park Legacy Company regarding residential development on the Olympic Park will be reflected in decisions about the future of the Olympic Village. This requires effective co-ordination between the Olympic Delivery Authority, Olympic Park Legacy Company and private sector partners. The Mayor should clarify the scope of the Company's role in these decisions in his response to our report.

## 6 Sports participation

### Key questions

- How can the Olympic venues be used to increase opportunities for participation in physical activity, for able-bodied people and people with disabilities?
- What are the challenges for the Olympic Park Legacy Company in making necessary changes to the venues after the Games?

- 6.1 One of the five key Olympic legacy pledges made by the Mayor is to increase opportunities for Londoners to become involved in sport.<sup>56</sup> Although achieving this objective will require action beyond just the Olympic Park, the new Olympic venues could play a significant role, especially for east London residents.
- 6.2 According to Sport England's annual surveys, levels of participation in sport and active recreation are lower in all but one of the Olympic host boroughs than across the whole of London.<sup>57</sup> Since London won the bid to stage the 2012 Games, participation across the city has remained stable, while it has fallen in three of the five host boroughs. Table 6 shows these figures in detail. The results also show that, nationally, participation among people with disabilities has also declined, from 6.7 per cent to 6.1 per cent.

**Table 6: Physical activity**

Area	2005/06	2008/09 <sup>58</sup>
Greenwich	20.8%	19.7%
Hackney	19.1%	21.6%
Newham	14.5%	14.7%
Tower Hamlets	19.8%	17.0%
Waltham Forest	19.2%	17.7%
LONDON	21.3%	21.2%
ENGLAND	21.0%	21.6%

<sup>56</sup> Response to Dee Doocey AM, Mayor's Question Time [1102/2008], 17 July 2008

<sup>57</sup> This measures the proportion of adults who participate in sport and active recreation, at moderate intensity, for at least 30 minutes on 3 or more days a week. *National indicators 8, 9, 10 and 11: Progress report*, Department for Culture, Media and Sport, December 2009; *Active People Survey 3*, Sport England, December 2009

<sup>58</sup> The figures for individual boroughs in Table 6 combine the 2007/08 and 2008/09 surveys to ensure a sufficient sample size.

The Olympic venues could help boost sports participation among local people

- 6.3 Baroness Ford, the Chair of the Olympic Park Legacy Company, has told the Committee that the previous legacy plans for the Olympic Park and venues did not have sufficient focus on the sporting legacy.<sup>59</sup> She suggested that training facilities on the park for athletes could be enhanced, for example. She explained that the sporting legacy plans would be strengthened in the new Legacy Masterplan Framework the Company is developing.
- 6.4 After the Games the Olympic venues could be used to provide new community facilities, potentially helping to boost sports participation among local people. There are several ways the Olympic Park Legacy Company could encourage this. It could stipulate in its agreements with any future tenants or owners of the venues that the facilities must be made available for community use. This could ensure a certain amount of time must be allocated for community use at each venue, or that particular adaptations are made to ensure facilities are appropriate for people with disabilities.
- 6.5 Before this, the Olympic Park Legacy Company may also be able to adapt the venues in the period immediately following the Games. In 2012 to 2014, the initial transformation work on the park and venues will take place. The Olympic Delivery Authority will manage this work, under the guidance of the Olympic Park Legacy Company, and there is an allocated budget for this of around £350 million. This should fund the adaptation of infrastructure within the park, as well as creating new parkland and adapting the venues. Much of this budget is non-discretionary because it is linked to agreements made during the planning application process for the park.<sup>60</sup>
- 6.6 In the long-term, the cost of developing the Olympic Park will need to be met by other public and private sources, but the initial transformation budget is a vital down payment to allow this development to begin, with potential for significant returns to be generated. It has not been confirmed how much of the initial transformation budget the Olympic Park Legacy Company will be able to use in adapting the venues; it is possible that financial constraints will limit the extent of the work that can be carried out. For instance, a proposed extension to the Aquatics Centre – which would have

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<sup>59</sup> Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 21 October 2009, page 2

<sup>60</sup> Baroness Ford, Transcript of Economic Development, Culture, Sport and Tourism Committee meeting, 21 October 2009, page 3

added a leisure pool and fitness centre for community use after the Games at an estimated cost of £40 million – was dropped in late 2008.<sup>61</sup> It is not clear whether the Olympic Park Legacy Company will have control of sufficient budget to pursue this or similar proposals in the development of its new Legacy Masterplan Framework.

**6.7 Achieving a sporting legacy after the 2012 Olympic and Paralympic Games is crucial. Although increasing participation will require a wide range of interventions, the new venues being constructed on the Olympic Park can play an important role in encouraging people in local communities to take up sport. For this to happen it is necessary for these facilities to be accessible and suitable for community use, and for adequate resources to be provided to allow the Olympic Park Legacy Company to adapt the venues for this legacy use after the Games.**

**Recommendation 5**

The Olympic Park Legacy Company should set out in its forthcoming Business Plan how it will ensure future tenants and owners of the venues make sporting facilities on the Olympic Park accessible for community use, for able-bodied people and people with disabilities.

**Recommendation 6**

The Mayor should ask the Olympic Board to review the allocated budget for the initial transformation of the Olympic Park, following the publication of the new Legacy Masterplan Framework by the Olympic Park Legacy Company in spring 2010. The review should set out how the funding will be spent, what it is expected to deliver and what will need to be funded from other sources in the future. The Committee asks that the Mayor confirm plans for this review in his response to our report.

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<sup>61</sup> £40 million leisure pool for Olympic site to be axed, Matthew Beard, Evening Standard, 14 October 2008

## 7 Conclusion

- 7.1 This report has identified the main challenges for the Olympic Park Legacy Company, concerning the way the Company will operate and what priorities it needs to pursue.
- 7.2 For the people of east London to benefit as much as possible from the 2012 Games, regeneration work in the area must be coherently planned and delivered against objectives shared by all those involved, with rigorous monitoring of progress. This means the Olympic Park Legacy Company needs to make sure its targets complement those set by the Mayor, Government and the host boroughs, and that it needs to work closely with other agencies in achieving them.
- 7.3 The funding of the Olympic Park Legacy Company remains uncertain. Ongoing delays over the transfer of the Olympic Park land from the London Development Agency to the Company exacerbate this uncertainty. The allocated budget for initial transformation work after 2012 will not fund the long-term development of the park. At a time of restricted private and public sector investment, it is important a clear way forward for the Olympic Park Legacy Company is identified.
- 7.4 The report argues that the political leaders of the Olympic Park Legacy Company should allow the Company autonomy to make decisions about the development of the park, to reduce the possibility of deadlock when differences of opinion do arise. In the long-term, the Committee believes integration of the Olympic Park with the wider regeneration of east London would benefit most from the leadership of the Mayor and the host boroughs, although given the scale of the task the continuing involvement of central government would be advantageous.
- 7.5 The most visible function of the Olympic Park Legacy Company is to find uses for the Olympic venues and the media centre after the Games. The venues will define the Olympic Park, as well as providing sporting, educational and employment opportunities for local people. The report registers the Committee's disappointment that plans for the Olympic Stadium, in particular, have yet to be finalised.
- 7.6 In terms of its future priorities, the Olympic Park Legacy Company needs to ensure Olympic Park is developed as an integral part of East London, rather than a place that is isolated from the wider community. The success or failure of this will be most apparent in the thousands of new homes that will be built on the park, of which the Olympic Village

is the first instalment. This housing needs to be designed to meet the needs of existing communities in the area, with local people getting a fair share of new homes, rather than to simply provide a new enclave for affluent incomers.

- 7.7 The key task for the Olympic Park Legacy Company will be to ensure that investment going into the park, both in the run-up to and after the 2012 Games, must be harnessed for the benefit of local people. This will allow the hard legacy of buildings, venues and parkland to be transformed into the soft legacy of more jobs, improved skills, increased physical activity, and so on. The report argues that future employers on the park – construction firms, or businesses that occupy the media centre, for instance – should be obliged to employ local people as far as possible. It also argues that the Olympic venues should be accessible to all local people in order to help boost sports participation.
- 7.8 The Olympic Park Legacy Company is still in its infancy as an organisation and is, therefore, in a good position to take necessary steps now to deliver a legacy for East London far into the future. The recommendations made by the Committee in this report, listed in full in Appendix 1, are designed to encourage the Company and its political leaders to do exactly that.

# Appendix 1 Recommendations

## Recommendation 1

The Mayor should ensure that the regeneration targets included in the Olympic Park Legacy Company's Business Plan will complement the targets in the Strategic Regeneration Framework, and that they are accompanied by a clear implementation plan and performance milestones. The funding that will be available to meet these objectives should also be confirmed.

## Recommendation 2

The Mayor, in consultation with government, should clarify how the decision-making process for the Olympic Park Legacy Company will operate: which decisions will be delegated to the Board of the Company and which will be made by the Mayor and Government. The Committee asks that the Mayor clarify the decision-making process in his response to our report.

## Recommendation 3

The Olympic Park Legacy Company should set out in its forthcoming Business Plan what steps it will take to ensure employers on the Olympic Park after the Games provide employment for local residents, previously unemployed people and apprentices. Targets for the employment of local workers and trainees should be much more ambitious than those currently in place for the construction of the Olympic Park. Specifically, the Olympic Park Legacy Company should set more ambitious targets for the proportion of previously unemployed local residents to be employed on the park and for the proportion of local people to be offered apprenticeships on the park.

## Recommendation 4

The Mayor should enter discussions with the Government and the Olympic Delivery Authority to confirm that the priorities of the Olympic Park Legacy Company regarding residential development on the Olympic Park will be reflected in decisions about the future of the Olympic Village. This requires effective co-ordination between the Olympic Delivery Authority, Olympic Park Legacy Company and private sector partners. The Mayor should clarify the scope of the Company's role in these decisions in his response to our report.

## Recommendation 5

The Olympic Park Legacy Company should set out in its forthcoming Business Plan how it will ensure future tenants and owners of the



venues make sporting facilities on the Olympic Park accessible for community use, for able-bodied people and people with disabilities.

### **Recommendation 6**

The Mayor should ask the Olympic Board to review the allocated budget for the initial transformation of the Olympic Park, following the publication of the new Legacy Masterplan Framework by the Olympic Park Legacy Company in spring 2010. The review should set out how the funding will be spent, what it is expected to deliver and what will need to be funded from other sources in the future. The Committee asks that the Mayor confirm plans for this review in his response to our report.

## Appendix 2 Views and information

The Committee held three public meetings as part of this investigation. On 21 October 2009 we met:

- Baroness Margaret Ford, Chair, Olympic Park Legacy Company
- Andrew Altman, Chief Executive, Olympic Park Legacy Company

On 17 November 2009 we met:

- David Bernstein, Chair, Wembley National Stadium Ltd
- Neale Coleman, Senior Olympics Adviser to the Mayor

On 12 January 2010 we met:

- Sir Robin Wales, Mayor of Newham
- Roger Taylor, Director, Host Boroughs Unit
- Richard Garlick, Editor, Regeneration and Renewal

The Committee received written submissions from the following organisations:

- Commission for a Sustainable London 2012
- Lee Valley Regional Park Authority
- London Borough of Tower Hamlets
- London Development Agency
- London Organising Committee of the Olympic and Paralympic Games
- London Thames Gateway Development Corporation
- Mayor of London
- Olympic Delivery Authority
- Olympic Park Legacy Company
- Sport England

# Appendix 3 Orders and translations

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Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

### Greek

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### Hindi

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আপনি যদি এই দলিলের একটি সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে যোগাযোগ করবেন অথবা উল্লিখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

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اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں درکار ہو تو، براہ کرم نمبر پر فون کریں یا مذکورہ بالا ڈاک کے پتے یا ای میل پتے پر ہم سے رابطہ کریں۔

### Arabic

الحصول على ملخص لهذا المستند بلغة،  
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العنوان البريدي أو العادي أو عنوان البريد  
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## Appendix 4 Principles of scrutiny

### **An aim for action**

An Assembly scrutiny is not an end in itself. It aims for action to achieve improvement.

### **Independence**

An Assembly scrutiny is conducted with objectivity; nothing should be done that could impair the independence of the process.

### **Holding the Mayor to account**

The Assembly rigorously examines all aspects of the Mayor's strategies.

### **Inclusiveness**

An Assembly scrutiny consults widely, having regard to issues of timeliness and cost.

### **Constructiveness**

The Assembly conducts its scrutinies and investigations in a positive manner, recognising the need to work with stakeholders and the Mayor to achieve improvement.

### **Value for money**

When conducting a scrutiny the Assembly is conscious of the need to spend public money effectively.

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