

# P01.2

## And the Winner is...Manchester

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### How Spatial Information was used to deliver the 17<sup>th</sup> Commonwealth Games Introduction

For some, it began in November 1995 when Manchester was awarded the Games (even earlier for the Bid Committee and Support Team). For others (me included), it started rather later, around the millennium, when the operating company charged with delivering the Games (Manchester 2002 Limited) expanded rapidly as staff were recruited to develop more detailed plans and budgets. More recently around 25,000 technical officials, contractors and volunteers were added to the workforce to prepare, manage and deliver the event itself. For most, their experience of the Games was as a spectator during the 10 days of competition. But the story does not end there – legacy initiatives involving a variety of organisations and government agencies will continue to the end of this decade and beyond.

This paper attempts to convey the scope and scale of activities associated with the delivery and legacies of the 17<sup>th</sup> Commonwealth Games that took place in Manchester from 25 July – 04 August, 2002. In particular, it highlights just a few of the many productive partnerships essential in the planning and delivery of the largest multi-sport event ever staged in the United Kingdom. In line with the theme of this year's Conference I have focused on the scope of these partnerships, the obstacles and risks that had to be overcome, and the sharing of spatial information.

### The Mission for M2002

All top companies have a mission and Manchester 2002 Limited is no exception. Our organisation was established with a broad and challenging remit (identified below) revealing that the Games has always been about more than just 10 days of sport:

- To deliver an outstanding sporting spectacle of world significance, celebrating athletic excellence, cultural diversity and the unique atmosphere of 'The Friendly Games';
- To deliver a successful Games on behalf of all competitors, spectators and stakeholders;
- To leave a lasting legacy of new sporting facilities and social, physical and economic regeneration (particularly around Sportcity in East Manchester);
- To set a new benchmark for hosting international sporting events in the UK and the long term benefit they can generate for all those involved.

## The Context for Delivery

Our major stakeholders/ funding partners in the Games were:

- Local Government (Manchester City Council);
- Central Government (principally the Cabinet Office, Foreign Office and Department of Culture, Media and Sport);
- UK Sport (via Sport England);
- Commonwealth Games Council for England (acting as the host national governing body for the Commonwealth Games Federation).

From a project delivery and information management perspective there were a number of demands, constraints and risks that impacted on our planning and delivery strategy. The need to work with a range of other partners and agencies is self evident. For example:

- **Planning** - the key sporting event had a fixed date with no room for slippage on more than 250 work packages/ building contracts;
- **Numbers** – there were more competing nations (72), sports (17), athletes (5500), officials (1000), VIPs (2500), media (3500), volunteers (12000) and spectators (one million) than ever before;
- **Scale/ Complexity** – in the lead up and during the 10 days of the Games the organisation was operationally equivalent to a FTSE 100 company;
- **Logistics** – working with our contractors and partners to support the vast range of operational requirements at Games time;
- **Transport/ Security** – working with the Greater Manchester Passenger Transport Executive (GMPTE) and Greater Manchester Police (GMP) particularly in the aftermath of September 11<sup>th</sup> to ensure a safe, secure and accessible event;
- **Construction/ Legacy** - eight new sporting venues including the City of Manchester Stadium, Manchester Aquatics Centre and Bolton Arena had to be commissioned, built and fitted out to stage the events (part of the sporting legacy financed through the Lottery Sports Fund); the Millennium Dome, Wembley Arena and Pickets Lock were recent reminders of the associated risks;
- **Regeneration** – fulfilling the City Council’s objectives to rebuild communities and enhance economic activity in East Manchester, the area of the city surrounding the Main Stadium;
- **Finance** - Games operations had to be delivered within a fixed budget financed largely through sponsorship, ticket sales and merchandising (Manchester City Council agreed to underwrite the costs in the absence of a blank cheque from Central Government);
- **Politics/ Economics** - quality expectations were raised following the success of the Sydney Olympics and the association with the Queen’s Golden Jubilee; there was a requirement to showcase Manchester, the North West and United Kingdom for major event organisation and inward investment opportunities; aspirations were consistently high and reputations were clearly on the line for a number of organisations.

As a result our approach had to be inclusive, simple and straightforward, robust yet flexible and above all low risk. The guiding principles were about managing expectation and securing value for money through partnership, negotiation and fitness for purpose.

## The Planning Process, Partnerships and Spatial Data

The following brief chronology of the delivery organisation since 1996 shows how the planning process intensified and how partnerships were established and developed to deliver the key components of the Games and their legacy. As one can imagine, the use of spatial data has been considerable and I highlight just a few examples for illustrative purposes.

### 1996 – 1999:

- Manchester is designated as Host City for the 17<sup>th</sup> Commonwealth Games; Manchester Commonwealth Games Limited (Main Board of Directors) is established to oversee the work of Manchester 2002 Limited (the Games Operating Company); the concepts of partnership, regeneration, inclusion and legacy are firmly established as guiding principles in delivering the event;
- The Games venue infrastructure is established – the concept of ‘Sportcity’ emerges as lottery funding is announced for the main stadium and adjoining sports facilities; other Games venues such as the Bolton Arena also qualify for lottery sports funding; a site for the Athletes Village is identified; Manchester bids for government funds to enhance the conurbation’s transport infrastructure;
- The local/ national response to the devastating IRA bomb in Manchester City Centre (ironically in the middle of the Euro 96 football tournament) creates an impetus for major investments in new buildings and infrastructure delivered through innovative public/ private partnerships;
- New East Manchester, a partnership between the City Council, English Partnerships and the Northwest Development Agency is created in April 1999 to drive redevelopment in areas surrounding the new stadium;
- Operational plans and outline budgets are drawn up, reviewed and revised to determine the overall scope of the Games and the associated resource requirements;
- Early and lasting partnerships emerge involving key agencies and organisations such as Manchester City Council, Cabinet Office, Foreign and Commonwealth Office, other Local Authority and Regional Partnerships, Greater Manchester Passenger Transport Executive, Manchester City Football Club, Sport England and a range of other sporting bodies;
- During this period there is no in-house CAD/GIS technology; any requirements for mapping and spatial data are generated via third parties such as architects, developers and contractors.

### 2000:

- Programme Planning begins in earnest to define work packages, procurement timelines, major milestones and key contracts;
- Functional Area teams such as venue management, procurement, logistics, technology, media, communications, transport, security, catering, accommodation, protocol, ceremonies and volunteers are established to refine the scope of work, formulate budgets and undertake more detailed project planning;
- The Games official web site is redesigned and re-launched;
- Manchester Aquatics Centre is officially opened by the Queen;
- Partnerships and joint-working arrangements are established with Games official sponsors, the Department of Culture, Media and Sport (funding the Opening/ Closing Ceremonies and the Spirit of Friendship Sports/ Education/ Cultural Festival), the BBC (host broadcaster), University of Manchester (Athletes Village), and Greater Manchester Police;
- A policy decision is taken on the use of CAD/GIS technology in-house; staff recruitment/ supervision and training costs are identified as the biggest issue and a possible sponsorship deal is mooted;

around the middle of the year an in-house CAD Team (regarded as essential) is established to support the venue planning process; for GIS the decision is to keep things simple relying on experienced external users (key partners/ contractors/ consultants) for transport, infrastructure and other applications.

#### 2001:

- Breakthrough in funding operational costs when the Government announces that £105 million of public money will be made available;
- Confirmation of the overall Programme Plan; development of Games wide policies, operational plans and risk management;
- Detailed project planning, monitoring and review of more than 250 work packages (tasks, timelines, deliverables/ key milestones, internal/ external interfaces, risks, procurement, staffing and budgets);
- Road events and venue planning for operations, access, security, fit-out and logistics; progress on venue hire agreements, hotel accommodation, procurement and key contracts;
- Preparations for launch of the volunteer recruitment programme;
- Further enhancements to the Games web site; a major public relations and marketing programme is delivered ahead of the ticket sales launch; the publications programme is finalised and production methods agreed;
- Partnerships are established with the Cabinet Office and Buckingham Palace to ensure that the Games are fully integrated with plans emerging for the Queen's Golden Jubilee celebrations; local partnerships are established with all emergency (blue light) services and emergency planning agencies; operational planning is discussed and co-ordinated with other local organisations such as the City Centre Management Company (representing business and community interests) and individual City Council service departments; operational links are established with relevant Ordnance Survey Liaison Officers; joint planning exercises are conducted with new sponsors, designated contractors and other delivery agencies;
- Intensive use of CAD for preliminary venue lay-out, detailed 'overlay' planning and production of venue master plans, plus preparations for the Games Opening and Closing Ceremonies;
- Intensive use of GIS via external partners/ agencies for mapping, publications and decision support – specific applications include: Queen's Baton Relay route planning for the international leg visiting 23 Commonwealth countries and the 50 day UK road show (relay and civic receptions) involving 5000 runners; transport route planning for fleet movement, 7000 park-and-ride spaces, 9000 park-and-walk spaces, shuttle bus and walking routes from the City Centre to Sportcity; monitoring and targeting of volunteer recruitment (using postcode data from applicants) to promote inclusiveness and regional/ national spread.

#### 2002:

- Refinements are made to project delivery plans, risk management, contingency and emergency planning; close monitoring of key milestones and key contracts; internal issue reporting and rapid resolution; progress and budget reporting to the Games Funding Panel representing the key partner organisations;
- Co-ordinating committees are established with external partners to share information and to identify and collectively resolve issues in four key areas: transportation (chaired by the GMPTE); information/ visitor services and brand integration (chaired by M2002 Ltd); building wraps, city dressing and horticulture; regulations, enforcement and legal powers (both groups chaired by Manchester City Council);

- The final phase of recruitment expands the organisation from 400 to 800 full-time staff; volunteer recruitment, placement and training is completed and there is a major shift in the organisational structure from functional areas to venue teams;
- Queen's Jubilee Baton Relay (international leg) and Spirit of Friendship Festival (encompassing educational, sporting and cultural links with the Games) are launched on Commonwealth Day 11<sup>th</sup> March;
- Final sign off on operational plans; commencement of venue fit-out, set-up, signage and venue dressing;
- Competition test events are held to confirm overall co-ordination, venue operations, technology, transport and security;
- Games Readiness Exercises are held to test communications, operational systems and organisational response; above all, to improve decision support for workforce, volunteers, contractors, VIPs, technical officials, athletes, spectators, media and the general public;
- Further enhancements are made to the Games web site and there is a final push on publicity and marketing to maximise income through sponsorship, value-in-kind, ticket sales and merchandising;
- Production begins on a range of official publications, guides and public information leaflets (in excess of 10 million printed documents) almost all of them featuring at least one map;
- Plans are drawn up with the BBC for Festival Live, a programme of street entertainment and cultural events at Games time;
- Arrangements for city dressing are finalised with local authorities, Manchester City Council and the City Centre Management Company;
- CAD - venue master plans are finalised defining operational areas such as field of play, spectator seating and circulation, room layouts, fit-out, media operations, catering, servicing and security;
- GIS - monitoring and marketing of ticket sales (using postcode data from applicants) to target campaigns and maximise take-up; refinements to transport planning; location planning for city dressing (flags, banners and horticulture), building wraps (to cover derelict and unsightly buildings in key locations) and directional signage.

## Technology, GIS and Spatial Data

Costs, benefits and associated risks were calculated at the outset. Throughout the planning and delivery process they were closely monitored, regularly reviewed and periodically revised to ensure successful outcomes. Ambitions were always tempered by available budgets and associated levels of risk given the overall funding constraints and a fixed date for delivery.

For example, in the use of new technology, M2002 Limited was very ambitious at first, looking to exploit leading edge applications, but the departure of the Games Technology Director in 2001 closely followed by the collapse of Atlantic (the Games communications sponsor) resulted in a safety first approach. A common technology platform was considered more important than the use of leading edge and specialist applications. In effect this led to the outsourcing of GIS operations to partners and third parties. CAD was the only exception.

Fortunately this course of action did not hinder the use of spatial data to support our delivery objectives. Clearly, the main benefits derived from exploitation of spatial information were in the areas of planning, decision support and public information. Along the way many obstacles were faced and overcome invariably through successful dialogue with relevant partners. With a common goal, genuine commitment and shared risks (the essence of a true partnership) anything is possible.

The Games inspired all our partners and acted as a catalyst for the introduction of new technology and joint operations in many different areas. Here are just a few examples associated with transport:

The Games 300 official bus drivers were recruited from all over the country and a computer video training package was developed presenting a driver's eye view of the road ahead to keep them on the right route. The on-screen display displayed a digital map linked to a video showing the progress of the bus as it travelled along the designated route;

Rapid development of a unified public transport/ journey planning call centre, introduced on a trial basis in 1997, bringing together separate call centres run by the Passenger Transport Executive (PTE), Stagecoach and First Manchester, the first such centre outside London. A joint company, GMPTI Ltd, representing the 50 plus bus, train and tram operators in Greater Manchester now runs the high-tech call centre. The PTE web site at [www.gmppte.gov.uk](http://www.gmppte.gov.uk) also features a journey planner;

Manchester will be the first city in Britain with electronic bus stops that can talk to a mobile phone. Passengers can request a text message telling them when the next bus will arrive. Some bus stops will also display screens with real time information – 300 buses and 150 stops were fitted out in time for the Games and the technology will later be installed in 2,900 buses and 2,100 stops in Greater Manchester. Satellite links will allow the phasing of traffic lights to be changed giving priority to buses that are running late;

The PTE is spending almost £700,000 to install 50 high-tech info points at bus/ rail stations and Games sporting venues. Passengers are prompted to key in start and finish points and a computer application will determine which buses to use and when the next one is due.

### And the winner?

Consider the following:

The Games provided a massive boost to Manchester's world-wide image and increased national and international awareness of the North West Region as a destination for inward investment. An independent report into the spin-off from the Games indicated that it will bring more than £600 million private and public investment into the city over the next decade. Up to 6,000 full-time jobs would be created and annual visitor numbers could rise by 300,000 putting £12 million more into the local economy.

The Games provided a catalyst for the regeneration of East Manchester. A former coalmine, chemical, engineering works and a gas plant on a 450 acre industrial site have been cleared and replaced by new developments. At the heart of the area is a major sports complex (Sportcity) that includes the £110 million main stadium soon to be the new home of Manchester City FC, velodrome, athletics complex and squash/ tennis facilities (including the regional HQ of the English Institute of Sport). It represents Sport England's largest ever investment providing access to outstanding sport and leisure facilities with world class training and resource facilities.

The Games will generate £2 billion of improvements across 1,100 acres in areas adjoining Sportcity. Up to 12,500 new homes, a school and medical centre are being built. Close by are new commercial and retail parks providing much needed jobs for local residents. Asda Wal-Mart, one of the Games sponsors, has already invested in the future of the area building Britain's biggest supermarket (100,000 square feet) across the road from the stadium. It proudly boasts that 900 of its 1000 staff were recruited locally.

The Games also brought major new investments in other multi-sport venues including the Manchester Aquatics Centre (the only complex in the UK with two 50-metre pools), Manchester Belle Vue (hosting the Games hockey tournament) and Bolton Arena (hosting badminton).

The Games also stimulated or brought forward a number of major refurbishments/ environmental improvements in and around Manchester City Centre including Piccadilly Station, Piccadilly Gardens, Cathedral Gardens, Central Coach Station, Ancoats Urban Village and the Ashton Canal Corridor.

The 17<sup>th</sup> Commonwealth Games have been widely acknowledged as a resounding success proving to all the doubters that Manchester was well placed to deliver a major world class sporting event. Through careful planning and productive partnerships we were able to exceed all our aspirations leaving a range of substantial and lasting legacies, and paving the way for any future UK Olympic bid. Manchester is clearly a winner (few would argue otherwise) but there are many other beneficiaries – our partners, sponsors and contractors; our workforce and volunteers; spectators, athletes and sport organisers; local and central government and the North West region; I am sure that there are many more – I rest my case.