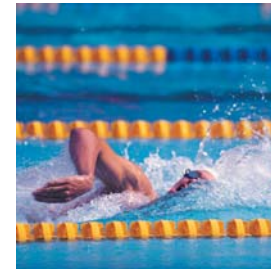


London Higher

Identifying an inclusive and effective structure for the Higher Education contribution to the 2012 Olympic and Paralympic Games

Final Management Report



London Higher

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Final Management Report

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FOREWORD

This is a final Management Report from PA Consulting Group (PA) to identify an inclusive and effective structure for the Higher Education contribution to the 2012 Olympic and Paralympic Games, commissioned by London Higher, the Association of Colleges London Region (AoC London), The Higher Education Funding Council for England (HEFCE) and Universities UK (UUK).

We would like to take this opportunity to thank all of those who contributed to this study – particularly the significant number of people we consulted, those who participated in focus groups and the many HE and FE respondents to the online surveys.

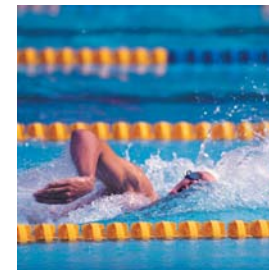


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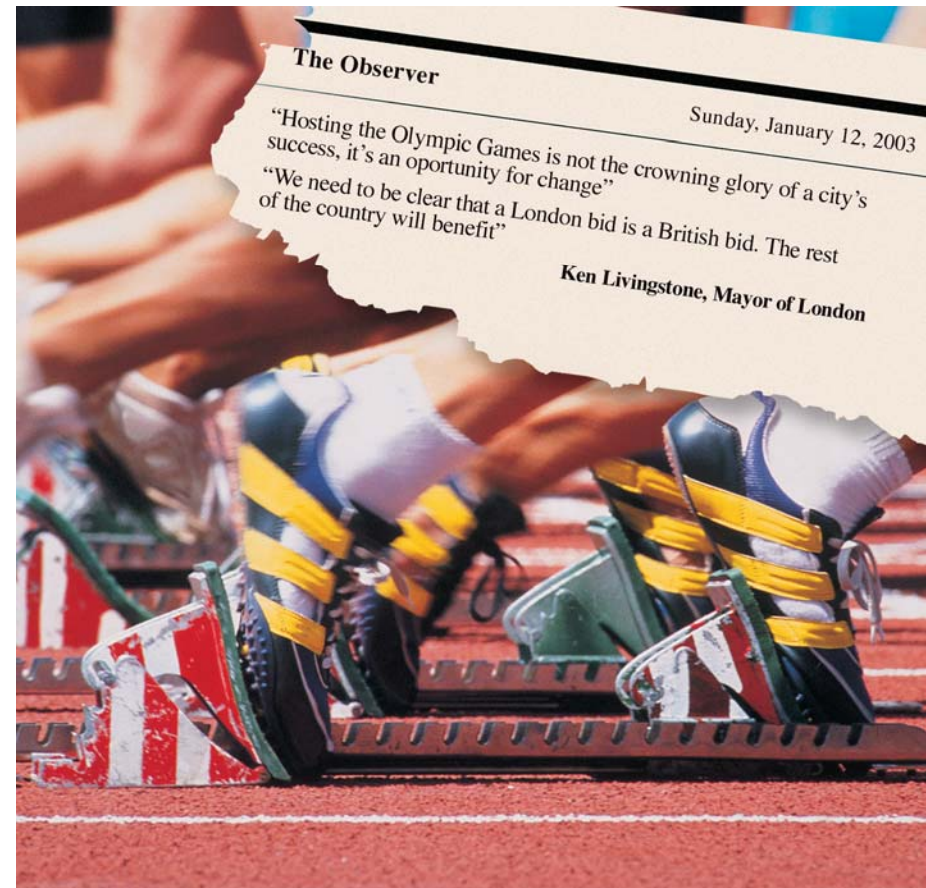
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1. INTRODUCTION TO THE STUDY

1.1 INTRODUCTION

The 2012 Olympic and Paralympic Games offer outstanding and exciting opportunities, as the two quotes from the Mayor of London in the box at right indicate, for London in particular but also for the rest of the UK. Chief amongst these opportunities is the chance to revitalise East London, the principal site for the Games, which contains some of the most economically deprived boroughs in the whole of the UK¹. However, there are many other opportunities on offer - in the lead up to the Games, during the Games, and, importantly, through the legacy of the Games.

Two of the stakeholder groups substantially involved in the bid to host the Olympics were the higher education (HE) and further education (FE) sectors. The opportunities on offer to each – and to both in collaboration – are potentially very significant. Effective realisation of opportunities does, however, require the right people, structures and procedures to be in place to deliver the benefits. London Higher, the representative umbrella organisation for universities and



¹ The five most directly involved London boroughs are: Greenwich, Hackney, Newham, Tower Hamlets and Waltham Forest.

1. Introduction to the study

higher education colleges (HEIs) in London, in partnership with the Association of Colleges London Region (AoC London), accordingly took the timely decision, shortly after London's success in hosting the 2012 Olympics had been announced, to commission a scoping study specifically to investigate how HEIs and further education colleges in London (FECs) should be best organised to contribute to the Games – through an inclusive and effective delivery mechanism.

A number of individual institutions are already developing relationships with the London Organising Committee of the Olympic Games (LOCOG), eager to reap the potential benefits that an opportunity of this size presents. Whilst it is important for such relationships to be developed, and individual capabilities built, there is a considerable case also for stepping back – to consider the wider landscape and the even greater opportunities (and consequent benefits) that universities and colleges might be able to exploit through working collaboratively and in a co-ordinated fashion, and to determine the optimal balance between the interests of London, the other regions of England, and the other nations of the UK in such a collaboration.

A team from PA Consulting (PA)² was appointed to review the options, and this is their final Management Report.

1.2 SCOPE

The success of the London bid was intimately connected with the benefits which were to be delivered. Delivery requires an appropriate vehicle, and PA was therefore asked to “outline possible structures and ways of working by which HEIs institutions in London and the UK can best contribute to the London 2012 Olympic and Paralympic Games” and to indicate the resources which might be needed going forward.

We were also asked to:

- Ensure that our proposals provide fair representation for all UK HEIs
- Explore the advantages to both sectors of close HE-FE collaboration as a way of maximising the opportunities on offer

² The team was composed of members of PA's global education account, supported by PA Olympics specialists.

1. Introduction to the study

- Bear in mind the need to establish an appropriate vehicle quite rapidly, particularly to progress the programme of work required to deliver on the Mayor's commitments as one of the signatories to the bid.

1.3 OUR APPROACH

The requirements for (i) a detailed map of existing HE and FE contributions and (ii) fair representation for all UK HEIs, convinced us that our approach needed to involve a combination of universal suffrage across the HE community and a large number of in-depth interviews with HEIs and FECs – as well as with other key stakeholders.

We therefore developed, in close consultation throughout with London Higher and AoC London, a six-stage approach to meeting the requirements within a tight timescale.

Inception

At the outset we met with the client group to:

- Establish working protocols
- Confirm and agree the key work-streams
- Agree the core stakeholder survey sample size and agree other stakeholders it would be important to interact with
- Carry out an initial brainstorming session in light of some of the potential opportunities, and establish ways of presenting these to stakeholders in order to highlight the size of the opportunities available.

Surveying the sectors

We administered two surveys, one of the entire UK HE sector and one of all the London Region FECs. These surveys were web-based, and were respectively sponsored by UUK and AoC London region. The survey instruments were carefully trialled with members of the client group, and a number of Vice-Chancellors and heads of FECs.

1. Introduction to the study

The surveys examined, inter alia: existing contributions to 2012; potential contributions; and willingness to collaborate. They also identified priorities. In particular, the potential for effective cross-sectoral HE-FE collaboration was investigated.

Consultations

We undertook a high number of in-depth one-on-one consultations with heads of HE and FE institutions, as well as with other key stakeholders, including: the Olympic-related committees; sports bodies; regional agencies; national agencies; and central Government departments.

Our interviews covered in particular:

- Context, aims and objectives of the study, and of the interview
- Involvement with – and contribution to – the Games to date
- Collaborative opportunities:
 - within London
 - on a wider UK basis
 - for effective joint FE/ HE working
 - for collaboration with other key stakeholders
- Discussion of risks
- Potential models for collaboration
- Next steps.

In all a total of some 32 interviews were undertaken, with a mix of face-to-face and telephone consultations. In addition, a series of HE and FE sector focus groups were held to widen the consultation still further, and ensure that as representative a set of views as possible was obtained from the two sectors.

1. Introduction to the study

International case studies

PA used its Olympics experts to undertake case studies of two previous Games. The purpose of this exercise was to research the experience of two previous host cities, Sydney and Atlanta, and consider the lessons to be learnt for the 2012 Olympics.

1.4 STRUCTURE OF THE REMAINDER OF THIS REPORT

The remainder of this report is structured as follows:

- Context and landscape – Section 2
- The evidence base – Section 3
- Mapping of existing Olympics-related activities across the higher education (HE) and further education (FE) sectors – Section 4
- Design considerations for the models proposed – Section 5
- Candidate models, with an analysis of benefits, disbenefits, and risks for each – Section 6
- Next steps – Section 7.

2. CONTEXT AND LANDSCAPE

2.1 VISION OF THE GAMES

Four main themes underpin the vision for the Games as set out in the candidate file:

- Benefiting the community [of East London] through regeneration
- Delivering the experience of a lifetime for athletes
- Leaving a legacy for sport in Britain
- Supporting the IOC and the Olympic Movement.

2.2 INTRODUCTION

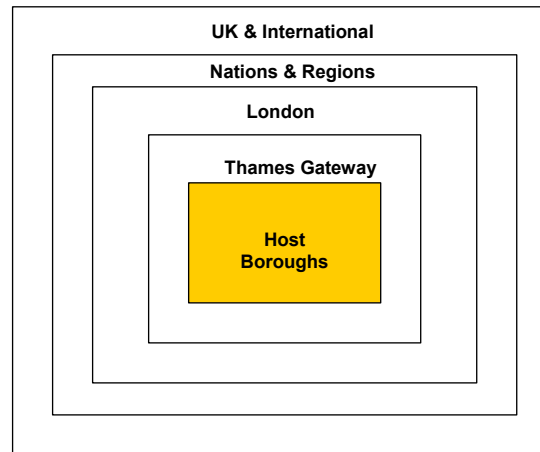
In assessing the potential opportunities for HEIs and FECs to contribute to the Games it is paramount to consider the input in the wider context. It is evident that there are a significant number of players – the majority of whom are outside of the education sector – who have direct influence, interest and contributions to make. HEIs and FECs will need to understand how their contributions fit within the wider context.

2.3 GEOGRAPHICAL CONTEXT

It is undeniably the case that there is a strong geographical focus and agenda for the 2012 Games. The Olympic Park will be based in Stratford in East London, and the majority of the Games will be focused on this park and surrounding areas. Hosting the Games will provide perhaps the most significant opportunity that East London has ever seen for transformation and regeneration. The Games will look to focus on the vibrance and diversity in the local communities surrounding the Park.

2. Context and landscape

Even though there is a very specific focus on the five host boroughs, there are potentially significant contributions to be made and benefits realised across London and throughout the UK. The diagram below illustrates the geographical foci of the Games:



2.4 POLITICAL AND SOCIAL CONTEXT

It should be borne in mind that the Host City Contract with the International Olympic Committee (IOC) was signed by the Mayor of London and the British Olympic Association. This contract covers the obligations of the host city, which include fulfilling all commitments made in the bidding process.

The Mayor's Office views the Games as possibly the single most important vehicle for delivering its vision of regeneration for the East End of London, in line with London's longer-term planning (in terms of regeneration, skills, transport, economics and development). There are, in the Mayor's Office's eyes, three pillars to the Games:

2. Context and landscape

- Legacy – a lasting legacy for sport, the environment, and for local and national communities
- Sustainability – hosting the Games will provide a catalyst for a huge programme of urban and environmental regeneration
- Aspiration – developing aspirations and opportunities for some of the most deprived communities in East London.

In addition to the crucial role that the Mayor's Office will be playing in mobilising and delivering the Games, Central Government is strongly committed to delivering wider benefits to the UK and the international community.



There are a number of future developments which may have a significant impact upon the role of FE and HE in relation to the Games. The consultation, ***The Greater London Authority: The Government's proposals for additional powers and responsibility for the Mayor and Assembly*** is looking at the possibility of major structural change, potentially devolving current Learning and Skills Council (LSC) powers to the Mayor's Office. It is important to note that the Games is viewed as a key driver in taking forwards London's skills strategy, through the work of agencies such as the regional skills partnerships. The London 2012 Employment and Skills Taskforce, which has been recently established, will focus very strongly in ensuring that Londoners – and in many cases East Londoners – are enabled to benefit from the Games through skills development.

The Mayor sees the Games as a key driver in skills and regeneration. To this end, there is potentially a more significant role for the Learning and Skills sector to play, particularly in the host city, than the HE sector. The FE sector is seen as a key deliverer of many of the wider

2. Context and landscape

benefits of the Games. Colleges – particularly those in the five boroughs– have some very specific challenges in providing the skills which are required to deliver the Games, in terms of construction, languages, tourism, hospitality and catering – to name but a few. These colleges will also have deep links with their local communities and schools, and their involvement will therefore be vital in engaging people from some of the most deprived boroughs in the UK. The Mayor's Office views FECs as vital in delivering the vision of regeneration and embedding sustainable legacy for the community.

Although the transformation of the lives of those closest to the Games is paramount, the opportunities that the Games pose are seen as benefiting the UK as a whole, as Culture Secretary Tessa Jowell's quotation - relating to the establishment of the London 2012 Employment and Skills Taskforce – clearly demonstrates. The wider educational and cultural programme which is planned is also seen as a pan-UK programme from which the whole of the UK can benefit. It must, however, be acknowledged that at this stage the Taskforce has a strong London focus.

2.5 SUMMARY

In summary, it is important to note the strong geographical, social and economic focus of the Games upon a number of specific communities in East London. However, it is also most important, as the Mayor and the Secretary of State have both pointed out, to acknowledge and plan for the wider opportunities that the Games offer the UK economy and society. It will be necessary for both the HE and FE sectors to recognise and respect the political and social context of the Games in order that the working structures which are developed are effective, provide maximum benefit, and secure the widest and most effective buy-in.

3. EVIDENCE BASE

3.1 INTRODUCTION

The evidence base which was developed represents the most significant part of this study. Given the highly political nature of the Games and the excitement around the perceived opportunities it was important for us to consult with both the FE and HE sectors and other agencies extensively.

The evidence base for this study has five main strands:

1. Desk research
2. Sector wide surveys
3. Stakeholder interviews
4. Focus groups
5. Lessons learned from previous host cities.

The desk research informed the context and issues surrounding the Games that were outlined in section two. In this section of the report we focus in particular on:

- The sector wide surveys
- Stakeholder interviews and workshops, and
- Lessons learned from previous host cities.

3.2 SECTOR WIDE SURVEYS

A key part of our approach was to deliver a sector wide UK HE survey and a London wide FE survey. The response rate for both of these surveys was in excess of 60%, which is exceptional for a survey of this nature and demonstrates the

3. Evidence base

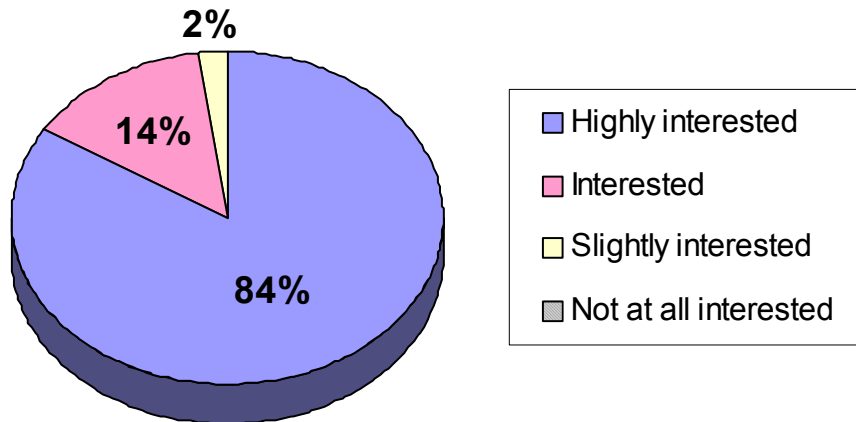
high level of interest and enthusiasm around HE and FE’s potential input and contribution to the Games. We have not presented a full analysis of survey findings in this report, but have sought to draw out the key messages. It was striking, in a number of areas, how similar responses were for the HE and FE sectors. This is one of a number of important indicators that there is significant potential for the sectors to work closely together. The full results of the surveys are available on request from London Higher.

Key messages – from UK HE and London FE

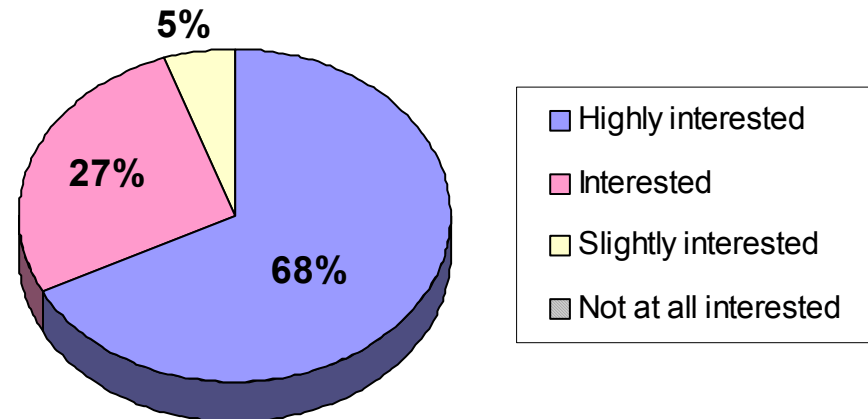
Significant interest in contributing to the 2012 Games from both sectors

(Results for UK HE are provided on the left in the figure below; with London FE on the right).

Q1: Is your institution interested in contributing to the 2012 Games? (n=93)



Q1: Is your institution/college interested in contributing to the 2012 Games? (n=37)



3. Evidence base

For those institutions who did not contribute to the bid, a lack of communication about the potential to become involved appears to be the major cause, and FECs also reported less involvement in the bid than HEIs. Despite an apparent lack of communication, it appears that there are already strong collaborative networks in place for HE and FE to contribute to the delivery of the 2012 Games, and to the legacy.

Highest rated benefits to the HE sector (e.g. direct revenue raising opportunities) are not necessarily congruent with those articulated by organising agencies/ the Government’s agenda (e.g. aspiration raising).

Overwhelming consensus that a single point of communication between the organising agencies and HE and FE sectors would be beneficial.

Congruence between HE and FE on a view as to whether there has been HE/FE working up until this point. Working together up until this point was not seen as significant – this was in response to activities in the bid phase only.

London FE colleges reported a relatively significant amount of working with each other and other partners, including LDA, LSC, LOCOG, local authorities, employers and voluntary organisations.

Areas in which institutions believe they can contribute the most:

FE	HE
1. Construction	Accommodation
2. Sport	Facilities
3. Culture and tourism	Sport
4. Volunteers	Volunteers
5. Languages	Research

3. Evidence base

The relatively high weighting of construction reflects the significant number of colleges specialising in construction that responded to the survey. Similarly accommodation being rated as top for HE reflects the significant amount of work London Higher carried out in the bid phase of work in relation to this area.

Most important benefits to the sectors as a whole from the 2012 Games from working collaboratively:

FE	HE
1. Increased student aspirations	Increased recruitment into subjects related to the Games
2. Increased student recruitment into subjects related to the Games	Research/knowledge benefits
3. Direct revenue raising opportunities	Widening participation
4. Increased student recruitment	Capital/facilities developments
5. Curriculum development/transfer	Enhanced branding of the HE sector

The synergies between FE and HE (such as increased student aspirations) will lead to potentially increased recruitment and participation in HE.

3.3 STAKEHOLDER INTERVIEWS AND WORKSHOPS

A key phase of our work was to consult – through a series of face-to-face and telephone interviews – a wide range of stakeholders. The stakeholders we have consulted include HEIs (both in and outside of London), FECs in London, Government departments, sectoral non-departmental public bodies, sports organisations and key agencies responsible for the organisation and delivery of the Games.

The interviews looked to:

- Establish existing and current activities in relation to the Games

3. Evidence base

- Identify opportunities for collaborative working for the sectors going forward
- Gauge views on the way in which the sector would like to work collaboratively to contribute to the Games.

In addition to seeking this information and gathering views we also used the interviews to challenge stakeholders and engage in iterative discussions that sought to inform the development of potential models. Across the piece, stakeholders were in the very early stages of their thinking. There is therefore an opportunity, in the development and leadership of models, to influence and shape the thinking of stakeholders.

The feedback from interviews has been divided into a number of sections:

- Feedback from the UK HE sector and London FE sectors
- Feedback from the “demand” side, and
- Feedback from Government agencies, non-departmental public bodies and representative organisations.

3.4 FEEDBACK FROM THE HE/FE SECTORS

Introduction

As demonstrated by the sector wide surveys, there is a significant level of interest and excitement about the potential opportunities posed by the 2012 Games. The majority of interviewees agreed that, in addition to examples of individual and bilateral working, there were (in some cases significant) benefits to the HE and FE sectors to be obtained from working collaboratively to contribute and respond to opportunities posed by the Games. There was however some nervousness that the sectors might not be able to mobilise their efforts in a timely and meaningful fashion, and therefore that institutions might miss out on potential opportunities. Interviewees were accordingly eager to study the findings, recommendations and outcomes from this study.

Existing activities and issues

- HEIs and FECs had contributed to the Games through the Nations and Regions structure or other regional networks which were reported to have been effective.
- A small number of HEIs/(London) FECs were working individually or bilaterally on specific projects or developments – for example, in elite sport, or the cultural programme or research programmes.
- The highly political context in which HEIs and FECs were operating; and some tensions between collaborative and individual working – were reported in sectors where competition is encouraged.
- Some tensions between the London versus UK agenda were detected by consultees, and there were some concerns that whilst this was undeniably *London 2012*, the UK benefits might not be as wide reaching as possible. It needed to be recognised that there were a number of centres of sporting and related excellence outside of London.
- Interviewees saw the Games as an opportunity to raise aspiration, develop and increase interest in sports-related programmes, develop skills, progress the healthy living agenda, and deliver a cultural programme.

Role of FE

- All of those interviewed agreed that FE had a significant amount to contribute to the Games – many argued that FE's role was potentially more significant than that of the HE sector.
- In the development of models it was seen by many as vital that FE should be joined up with HE.
- There were, however, not a significant number of HEIs who reported working with FECs on the Games during the bid phase.
- FECs based in the five host boroughs were highly engaged with the partnership working in that locality.
- Some nervousness was expressed that if the sector was not proactive then other agencies (such as the LSC) would seek to organise / take control of the sector's activities in relation to the Games and an opportunity would therefore have been missed.

3. Evidence base

Key areas for contribution

There were a number of key areas that were identified during the interviews that would benefit from the sectors working collaboratively. These included:

- Volunteering (and training of volunteers)
- Accommodation and facilities
- Using the Games as an opportunity to raise aspirations
- Cultural agenda and programme
- Healthy living agenda, and
- Skills development and training.

3.5 FEEDBACK FROM THE “DEMAND” SIDE

The agencies with responsibility for organising and delivering the Games were overall extremely positive as regards HE and FE’s potential contribution to the Games. It is, however, fair to comment that these agencies do not have a clear perspective on what the exact role of – and opportunities for – the sectors are at this stage. It should also be borne in mind that the organisations with responsibility for delivering the Games are themselves at a formative stage.

There were seen to be a number of broad areas where HE and FE could make a clear contribution, and this list correlates strongly with the areas identified by the HE and FE sectors above:

- Accommodation
- Cultural programme
- Languages
- London Olympic Institute

3. Evidence base

- Skills development
- Supporting athletes
- Volunteering, and
- Widening participation and aspirations.

Rather than identifying specific opportunities, “demand side” consultees stressed that the sectors should think about what the context of the Games in London can offer them – in terms of raising awareness and promotion of various related activities. There was strong encouragement and support for the sectors being proactive in developing their potential contributions to the Games.

The Nations and Regions structure was reported to be the mechanism by which – up until this point – the organising bodies for the Games had been connected with the sectors. This structure was praised for being truly ‘joined up’ in its approach and in acknowledging the contributions of the Nations, whilst realising the importance and different roles for the host city. It recognised that the opportunities for the other regions are different to those for London. The level of activity in London is evidently more significant than they are in the Nations and Regions.

Going forward, it was seen that it would be useful to have a single point of contact with the HE and FE sectors, but as opportunities arose there would be conversations with individual HEIs / FECs, or groups of institutions who had specific expertise to contribute. In the development of any models / conduits, it was seen that if the FE sector was plugged in fully then the model would become instantly more powerful. It was vital that the model was fully linked to LOCOG and the Interim Olympic Delivery Authority (iODA). It was also commented that London should be seen as a gateway to the rest of the country in relation to the Games – in terms of opportunities and activities that will flow both within and out of the London region.

3.6 FEEDBACK FROM GOVERNMENT AGENCIES, NON-DEPARTMENTAL PUBLIC BODIES AND REPRESENTATIVE ORGANISATIONS

The Government department and agencies which were interviewed were highly supportive of the HE and FE sectors being proactive and mobilising their input into the Games. However, the majority of these agencies were also at a relatively early stage of thinking with respect to specific activities or contributions which were being developed. It was, however, clear that in thinking about employment, skills, regeneration and widening participation there was a significant interest and role to play for central Government and its associated agencies.

Central Government is keen that HE and FE work closely together and that the UK sectors contribute to and benefit from the Games. In general these agencies are more focused on those activities that will directly benefit students and their experiences, as opposed to benefits which may just strengthen individual institutions.

There was a willingness and expectation from key agencies (including the DfES and HEFCE) that the HE / FE sectors would come to them proactively with proposals which would be given consideration for funding – although there were no promises. Evidently any proposals would be expected to progress existing agendas and priority activities that those agencies are responsible for overseeing. Particular areas of interest were:

- Widening participation/raising aspirations
- Skills development
- Learning and curriculum
- Research, and
- Development of sporting pathways.

These areas also correlate with the areas identified by the HE and FE sectors and by the “demand” side. They can also be seen to be aligned with the agenda of central Government agencies.

3.7 LESSONS LEARNED FROM PREVIOUS HOST CITIES

We carried out some brief research in relation to the Atlanta and Sydney Olympics to look at the involvement of HE and FE in the Games. It should be noted that different cities will, however, require different infrastructures and face different challenges. The research illustrated how the formal roles of HE and FE are inevitably intimately linked to particular circumstances, and to specific political, economic, commercial, cultural, social and technological drivers. In the case of Atlanta, Georgia Tech is a publicly funded state HEI, widely recognised as having one of the top industrial engineering programmes in the US. It therefore made good sense at State level to invest public money in the way that was chosen – investing in the Olympics with a view to a very specific (and swift) legacy return to its premier public HEI through publicity, promotion, and a superbly renewed physical infrastructure, and also to explore, for example, the innovative use of solar power. Sydney's circumstances, and its formal response in terms of using HE and FE, were very different – albeit partly shaped by a reaction to the Atlanta Olympics – for different but equally compelling reasons.

There are some additional wider lessons which can be drawn. Both of these studies confirm and highlight the importance of HE and FE involvement in areas central to the 2012 bid, in an 'A to V' from accommodation to volunteering. They also highlight, in varying ways, four very important further lessons, concerning:

- *The research agenda.* Both Games, particularly Sydney, saw the development of a very rich research agenda around the Olympics. The lesson here is: "Think creatively but realistically about ways in which the Olympics can be leveraged to advance research agendas, particularly around emerging or under-exploited technologies."
- *Cross-sectoral working.* Whilst both these earlier Games involved both HE and FE, with the TAFEs particularly and proactively involved in Sydney, their respective sectoral contributions were relatively compartmentalised. There is therefore a powerful incentive for 2012 to explore the potential to add value, and raise the game through close FE / HE collaboration.
- *Joined-up planning.* The Atlanta Games in particular illustrated the power of joined up planning. Whilst this was undoubtedly greatly eased by the central role of a single State, Georgia, in the overall process, the case study does emphasise that the size of the ultimate prize in the 2012 Olympics will be significantly determined by the ability of key stakeholders – including various different Government departments – to act in a maximally joined-up way.

3. Evidence base

- *A tightly organised fit-for-purpose delivery mechanism.* By a similar token the Atlanta Games, judged against some hard-nosed commercial and economic criteria, clearly and unequivocally delivered results. Delivery in 2012 will be on a far greater scale of complexity, with many more stakeholders, a far greater diversity of agendas, and a richer interplay of metropolitan, regional, national, and international factors. This makes getting the right mechanism all the more difficult – but also vital.

3.8 SUMMARY

In summary, there are a number of key points which it is important to draw out from our evidence base:

- There is a significant appetite and demand for the HE and FE sectors to work together in contributing to the Games
- A single point of communication between the sectors and the organising committees is viewed as beneficial
- FECs have a potentially more significant role to play than HEIs
- Organising committees are in the early stages in relation to their own programmes of work
- Whilst the Games are undeniably *London 2012*, there is an opportunity to deliver UK-wide benefits, and models and structures should reflect this
- There is a strong correlation between the priority activities for the sector and those of Government agencies.

4. MAPPING OF EXISTING ACTIVITIES

4.1 INTRODUCTION

It is undeniable that there is a significant amount of energy and enthusiasm surrounding the Games and organisations' potential involvement, but it is apparent that existing activities are in their embryonic stages. Many players are highly aware that six years is not a significant amount of time given the scale of the Games and the size of the challenge that has been set out. Nonetheless, the majority of players, even those organisations most closely affiliated and accountable for the delivery of the Games, are yet to make significant inroads in their work-plans. Indeed LOCOG and the iODA are still in the stages of establishing themselves and the Olympic Bill (which will formally establish these organisations) has yet to be passed.

Given that the organisations closest to the Games are in the early stages of their programmes of work it is unsurprising to note that the majority of HEIs and FECs to whom we spoke are in extremely early stages of mobilising their efforts for London 2012. Many of those we consulted reported that they were waiting to hear what the "demand" organisations required. A very small number of institutions – either due to geographical focus or sporting excellence – were already more significantly involved. Whilst it will be important for the offer from HEIs and FECs to match the requirements of the organisation agencies the next couple of months represent a time when the sectors can mobilise and promote their potential offerings in order that they are ready to respond when these agencies embark upon their core programmes of work.

The principal mechanism used for mapping existing activities that the HE and FE sectors were working to contribute to the Games was the survey and stakeholder interviews.

4.2 KEY AREAS OF EXISTING ACTIVITIES FROM THE SURVEY

During the survey we asked institutions where they had contributed the most and where they believed they could contribute the most. Unsurprisingly given London Higher's work around the accommodation agreement during the bid phase accommodation featured as a significant area.

4. Mapping of existing activities

The top three areas where HEIs across the UK contributed were:

- Sport
- Accommodation
- Facilities.

The top three areas where London HEIs had contributed to the bid were:

- Accommodation
- Volunteers
- Facilities.

The top three areas where London FECs believed they could contribute the most were:

- Construction
- Sport
- Culture and tourism.

4.3 KEY AREAS OF EXISTING ACTIVITY FROM THE STAKEHOLDER INTERVIEWS

It was evident from our interviews that there were a number of areas of work being developed in relation to the Games which need to be considered by all key stakeholders. We have highlighted below some of the key ones which we came across in our consultations. Our consultations whilst extensive were not exhaustive and there may therefore be other areas of existing activities which have not been referenced.

4. Mapping of existing activities

We have categorised activities under the following headings:

1. Specialist initiatives
2. Activities focussed on the specific challenges of delivering a good Games
3. Activities looking at the wider opportunities in relation to the leveraging of the Games.

Specialist initiatives

- *London Olympic Institute (LOI)* - based in the stadium, the organisation will include a new institute of sport, a dedicated sports medicine facility and a centre for the study of the Olympic Movement. The LOI is still in its scoping phase but it is clear that a number of HEIs are already in conversations with the organising bodies about their potential involvement.
- *Higher Education Innovation Fund Bids (HEIF bids)* – During our consultation we came across a number of instances where HEIs had submitted HEIF bids to HEFCE in relation to the Games.
- *Individual HEIs, Governing Bodies and the BOA* – There are a number of HEIs working with sporting governing bodies which are frequently based within HEI premises. HEIs are looking at the way in which they can support the Governing bodies and also support talented athletes in order that the GB team for the Games is as strong as possible.
- *Cultural programme* – a small number of HEIs and FECs were reported to be involved in specific working groups around the cultural programme that is being planned for the Games.

Activities focussed on the specific challenges of delivering a good Games

- *Local partnerships and host borough partnerships* – there is a significant amount of activity going on at the local host boroughs level (<http://www.fiveboroughsvision.co.uk/>) as well as other local partnership working which is feeding into the Nations and Regions structure.
- *Skills development* – There is a considerable extant activity to ensure that London and the UK are equipped, in terms of skills, to deliver the Games. This activity is being carried out by the Sector Skills Councils, Regional and Local Skills Partnerships and the recently established London 2012 Employment and Skills Taskforce.

4. Mapping of existing activities

Activities looking at the wider opportunities in relation to the leveraging of the Games

- *Nations and Regions* – The structure which was set up for input to the bid has been established with the remit of determining how to secure the maximum UK-wide benefits of hosting the Games. A number of HEIs and FECs reported working through this structure. The structure was praised for being truly joined up and representative – with HEIs and FECs working alongside business, local and regional government, health and other players.
- Sport England – Priorities and core initiatives around widening participation and promoting active lifestyles are summed up within the 5 rings programme – Skills 2012, Club 2012, Access 2012, Fit42012 and Talent 2012.
- *County (and sub-regional) Sports Partnerships*: Focus on young people aged 16 and upwards and the HE sector is highly involved. There is significant scope for HE and FE to make a contribution to the legacy benefits associated with the 2012 bid.

4.3 AREAS IN WHICH OTHER SECTORS ARE WORKING

It is clear that through structures such as Nations and Regions and the host borough partnerships HEIs and FECs are only two representatives of a wider group of stakeholders and partners looking to contribute. These partnerships involve wider education, local government, health, business and community groups amongst other stakeholders. It will be important for HE and FE to understand their contribution within the wider context and amongst the contributions of other organisations and partners. Certainly the organising bodies will be looking for rationalised offerings and approaches given the exceptional interest shown by a whole range of organisations and agencies in the Games.

London First – the business membership group – is working with the Mayor's Office to develop a business prospectus for the Games which would promote the business offering to the organising committees and various other organisations. There may be merit in HE and FE thinking about an equivalent prospectus in order to promote the sectors' offerings.

4. Mapping of existing activities

4.4 SUMMARY

Whilst these activities demonstrate that HE and FE are already involved in working towards the Games it is clear that there could – potentially – be more significant involvement. The first challenge for any sectoral model which is developed will be to work closely with the iODA and LOCOG in order to assess areas of potential working for the sectors in terms of their contributions. Whilst the model or structure might not lead on taking all these activities forwards – given that there will doubtless be significant bilateral working – it will be important to ensure that wider opportunities for collaborative working are exploited to their full potential.

5. DESIGN CONSIDERATIONS FOR MODELS

5.1 INTRODUCTION

As the summary in section 3.8 highlighted there is a significant appetite for the HE and FE sectors to work together in contributing to the Games, and there is a widely held view across these sectors and across other stakeholders, including the organising committees, that a single point of communication between the sectors and the organising committees would be particularly beneficial.

Before developing a set of models in section 6 as potential delivery vehicles we first lay out the considerations which we employed as we were designing the models.

The considerations are arranged under three headings:

- Contextual issues
- Thematic foci
- Principal design considerations.

5.2 CONTEXTUAL ISSUES

As we were gathering our evidence base a number of important contextual issues came to the fore in discussions with stakeholders. These fall into two broad groups.

London related

There are issues which relate to London's special role as the host city for the 2012 Olympics. In summary these are that:

- There is a need to recognise that the Mayor of London is one of the three signatories to the bid, and that there are accordingly pressing obligations and commitments which ensue for the Mayor's Office.

5. Design considerations for models

- More specifically the Mayor's Office has a number of performance targets which it will be using the Olympics as a key vehicle to deliver.
- FE has a potentially more significant role to play than HE (especially in delivering the Mayor's targets) and therefore in any model the role for FE needs to be real not tokenistic.
- The Mayor's Office may potentially be taking over 16+ education provision in London (subject to an ODPM review of the Mayor's responsibilities).
- *Particularly in London, given the commitments incurred and the scale of the challenge to deliver on those commitments, there is a very significant pressure on time, and any model needs to be up and running quickly.*

General issues

These are that:

- Whilst it is acknowledged that London has special obligations as the host city the majority of those consulted were keen that the wider UK benefits promised by the Mayor and DCMS should also be pursued.
- Expectations have been raised significantly across the UK as to the likely UK wide benefits of the 2012 Games.
- There are concerns as to whether proposed models can map onto existing structures and ways of working.
- Developments are seen as already in hand in London in a way that they are not nationally.
- There is evidence that Government Departments are not yet joined up in their planning.
- There was a concern that any models proposed should be independent.
- The models should be developed independently of particular existing and future bilateral working arrangements, which should not be in any way compromised by the espoused model.

5. Design considerations for models

5.3 THEMATIC FOCI

In the course of our many one-on-one discussions, and also from our focus groups, three clear foci have emerged at a thematic level for HE/FE input to the 2012 Games. These foci, which the models will need to recognise if they are to reflect the politically reality, are:

1. Delivering a Good Games and providing a sustainable legacy

This is a highly London-focused area and as the title suggests is heavily concentrated on the activities which the HE and FE sectors can undertake to assist in the delivery of a Good Games. The activities encompass the things that need to happen to deliver - from the physical infrastructure through to skills development and the effective management and delivery of events, as well as the management and development of the all-important longer term legacy for London. Not all of these activities will be delivered in London but there is a strong case - given London is the host city – that they should be driven by London.

2. Leveraging the Games

The benefits associated with the leveraging of the Games, and associated programme activities, cover all that is potentially linked to the context of having the Games in London. This is not merely confined to the legacy after the Games but the wider opportunities that the context of the Games offers – both in the lead up to and during the events themselves, in London but also more widely.

3. Specialist initiatives

There are a defined number of areas where institutions – or a small group of institutions – are working independently to deliver specific or niche activities that draw upon existing expertise or excellence. There are already examples where such activities are being driven forward.

Principal design considerations

Practical

Political

Focused

Rational

Purposeful

5. Design considerations for models

5.4 PRINCIPAL DESIGN CONSIDERATIONS

These central design considerations, not fully compatible with one another, are summarised in the box at left. They have emerged from lengthy discussions as part of the consultation process, and have also been considered by the steering group and several ad hoc groups convened during the project. They are set out in more detail in tabular form overleaf:

5. Design considerations for models

<p>Practical</p>	<ul style="list-style-type: none"> • Need to mobilise quickly. There is a relatively tight window of opportunity for the sectors to be proactive in mobilising their offering. • Resourcing. There is a need to establish how any potential models/structures are resourced. • Sustainable. Models may need to be operational for up to 10 years (taking into consideration legacy management).
<p>Political</p>	<ul style="list-style-type: none"> • Complex landscape. Models that are developed need to be politically acceptable to stakeholders whilst being pragmatic and meaningful. • Competition. Models that are developed need, equally, to acknowledge the competitive nature of the HE marketplace.
<p>Focused</p>	<ul style="list-style-type: none"> • Linked in. There is a need for the models to be linked in and credible with the key London stakeholders. • Joined up. There is a need to take into consideration the role of the regions and the regional networks and the requirements of the demand side. • Balanced. Models need to ensure that UK as well as London expertise is harnessed. • FE – on ensuring that there is real and significant involvement of FE. • Thematic/specialist groups. Models need to be joined up with elite sport, cultural groups and other pre-existing groups.

<p>Rational</p>	<ul style="list-style-type: none"> • Recognition of existing structures. Models that are developed need to respect and interface with extant, effective working structures.
<p>Purposeful</p>	<ul style="list-style-type: none"> • Promotion. Models should look to showcase UK HE & FE. • WP. There is a need to include widening participation/aspiration in HE and FE, as well as in sports related activities. • Facilities development. The Games provides an opportunity to align facility development programmes. • Expertise development. The Games provides an opportunity for HEIs and FECs to develop expertise in a number of related areas and to develop links with business. • Healthy living agenda. The sporting activity and promotion poses an opportunity to take forward the Government’s healthy living agenda. • Sports. The Games provides a plethora of opportunities to encourage and develop participation in sports across piece. <p>N.B: This list is not exhaustive and should be discussed by stakeholders going forwards.</p>

6. MODELS AND ANALYSIS

6.1 INTRODUCTION

The design considerations set out in the last section, reflecting as they do the views of a broad cross-section of HE and FE players together with the views of key external stakeholders, contain a number of tensions - particularly around the balance between meeting the needs and obligations of London as the host city and appropriately reflecting the wider FE and HE interests of the UK; and also around the extent to which the HE and FE sectors do or do not plug into existing wider networks set up to support the 2012 Games, such as the Nations and Regions Group.

The three models presented in this section each respond to different pressure points as regards to these tensions. For each model we present a summary of the main features together with PA's analysis of benefits, disbenefits, and risks.

The models are presented at a high-level in a tabular form. ***It would be possible to construct detailed variants for each model which would, to a greater or lesser extent, blend aspects of one or both of the other two models, either simultaneously or over time.***

The three models, presented in turn, are:

- 'Early pragmatism'
- 'Region by region'
- 'Co-ordinated national response'.

6.2 MODEL 1: EARLY PRAGMATISM

This is a pragmatic approach which recognises the obligations incurred by the Mayor's Office and gets something up and running quickly. It is therefore a London led and focused model which centres on what London FE & HE can do together to help to deliver a good Games and also deliver the three key pillars for London – sustainability, aspirations and legacy.

Model 1: Early Pragmatism

General characterisation	<p>A pragmatic approach which recognises the obligations incurred by the Mayor's Office and gets something up and running quickly. It is therefore a London led and focused model which centres on what London FE & HE can do together to help to deliver a good Games and deliver the three key pillars for London – sustainability, aspirations and legacy.</p> <p>Might be thought of as an early stage model which could be replaced by one of the other models considered here at a later stage, or could at a later stage blend aspects of other models.</p>
Structure & governance arrangements	<p>A dedicated sub-group of London Higher and AoC London which would liaise with the Mayor's Office and report to its key funder(s), including LDA. This structure will not be directly based within AoC London / London Higher but will be managed as a separate entity.</p>
Size	<p>The subgroup might consist of 3 VCs and 3 FE heads supported by a dedicated executive (initially one Director level (50%) and one full-time project manager). The size would need to be reviewed in light of any potential change in scope and level of activities.</p>
Key activities	<p>All those activities involved in delivering on the Mayor's commitment, with particular focus on the three pillars – aspirations, sustainability and legacy. There would also be a number of key activities around the delivery of the Games such as provision of accommodation.</p>
Potential additional roles	<p>This model may, in addition, offer brokering services (e.g. around volunteering, accreditation, training, accommodation) for HEIs/FECs outside the London region on a subscription basis.</p>

Benefits	Dis-benefits
<ul style="list-style-type: none"> • Relatively simple model to get up and running quickly • Centres on London as the host city and recognises the obligations placed on the Mayor of London • Provides a strong role for FE • Would build upon existing momentum and achievements • Realistic in terms of what funding is available – and relatively clear about potential funding sources • The model is cohesive and practicable • Potential for “add ons” to be developed with this model such as the brokering role • Potential that funding could be sought from RDA and regional agencies in addition to some contribution from membership subscriptions • Potential to migrate this model to/ towards Model 2 or 3 at a later stage 	<ul style="list-style-type: none"> • The model is less inclusive • The model is not designed to deliver a framework for leveraging the Games to its full extent • The model may not mesh/ synchronise with some of central Government’s agendas/programmes • Not seen by those outside the group as providing an inclusive point of contact for the sectors with organising bodies • Risk that funding is not granted from regional agencies • Potential for fragmentation of the market place, with those not included in the model prompted to develop an alternative approach

MODEL 2: REGION BY REGION

A model that seeks to build upon the existing Nations and Regions structure.

General characterisation	A model that seeks to build upon the existing Nations and Regions structure. There would be clear involvement of HE and FE but there would no overarching representation of national HE and FE.
Structure & governance arrangements	This model would work with the existing nations and regions structures. HEIs and FECs would seek to continue to work through their regional university and college associations (Higher Education Regional Associations and AoC Regional Offices) in order to input to the regional structure.
Size	In order to ensure that the HE and FE voices are not crowded out there may be a need to strengthen existing resources within regional associations. There may also be a need for a disproportionately large resource for the London region to the point at which that resource reaches the level suggested in model 1.
Key activities	Activities would be driven by Nations and Regions structure and may therefore vary from region to region in response to regional priorities.
Potential additional roles	One of the regions – i.e. London – could facilitate/lead services on a national scale. London could assume a lead communications role.

Benefits	Dis-benefits
<ul style="list-style-type: none"> • A relatively simple model which builds upon existing effective structures - RDAs, Regional University and FE Associations (Higher Education Regional Associations and AoC Regional Offices), and structures such as UCS • Ensures London can play its full role – without compromising/diluting its role • Ensures that the London effort is in line with the Mayor’s agenda • FE is already organised on a regional basis • Sources of funding are clear and agendas are aligned • RDAs would be able to lobby central government coherently 	<ul style="list-style-type: none"> • No single voice for the HE/FE sectors or single channel to lobby central Government • The sectors are not driving the agenda but responding to Nations and Regions priorities and therefore the ability for HE and FE to be joined up will be determined by other groups • There is a risk that specific regional priorities may take precedence over having a national approach • Risk that voices of HEIs and FECs are drowned out by those of other agencies • Issues around potential funding • This model does not provide a single communications channel • A lack of co-ordination across the sectors • Potentially patchy response across the regions • Potential that the whole is less than the parts

MODEL 3: CO-ORDINATED NATIONAL RESPONSE

A more ambitious model which would require the widest possible political buy-in

<p>General characterisation</p>	<p>This is a more ambitious model which would require the widest possible political buy-in, and take time to set up. The model would be national but with bottom up involvement through regional structures such as the Nations and Regions network and regional HE and FE associations. The model would extract full leverage of the Games within the UK irrespective of geography whilst acknowledging the importance of London as the host city.</p>
<p>Structure & governance arrangements</p>	<p>The model would be led by a committee which would have representation from all of the nine regions and report into a UUK/ AoC National Board. The committee would have an independent chair, for example a former chief executive.</p>
<p>Size</p>	<p>The committee would be serviced by a small executive team – one FT Director and one PT project manager - which may need to be expanded upon review of levels of activity.</p>
<p>Key activities</p>	<p>The group would act as a single point of communication between the HE and FE sectors and the organising bodies although the model would not preclude individual activities or regional and sub-regional initiatives from taking place. The group would take on a proactive role on behalf of the sectors and seek to promote their offerings.</p>
<p>Potential other roles</p>	<p>Depending on the scale of activities there may be the potential for the model to lead activities and develop a brokering role.</p>

Benefits	Dis-benefits
<ul style="list-style-type: none"> • Most inclusive model of all • Fact that nothing has been set up yet means that there is an opportunity for the whole of the sector to be proactive and align itself nationally to lobby central Government for funding • Opportunity for FE to proactively take a lead national role • Model recognises the real contribution of UK HE & FE to the Games • Achieves one single point of contact between the HE/FE sectors and the Games organisers nationally • HE/FE driving the agenda 	<ul style="list-style-type: none"> • Unclear what funding mechanisms are in place • Difficult to set this up and time would be lost • Funding would have to be lobbied for via HEFCE, LSC and the DfES or other central Government sources • Issues around leadership • Potentially not maximally aligned with the Mayor's agenda • Risk of London HE & FE not accepting this solution • If the model was not effective quickly then London could potentially lose out and would have to pick up the pieces

7. NEXT STEPS

7.1 INTRODUCTION

In this final section we draw some general conclusions from our work and set out the key points to be borne in mind in finalising next steps. The section ends with a postscript.

7.2 PA CONCLUSIONS

In the past few months we have engaged in well over fifty hours of discussion about the 2012 Games, talked to representatives of almost all the key stakeholder groups, and analysed approaching two hundred survey responses. From the wealth of points discussed and issues raised three general conclusions stand out:

- *The 2012 Games have most decidedly caught the interest of the FE and HE sectors.* There is a very strong level of interest in the Games, and the potential benefits, as evidenced by the exceptionally high response rates to our surveys. This interest is matched by raised expectation levels.
- *There is a real awareness from both sides of the potential for HE and FE to collaborate to mutual benefit* with respect to the Games.
- *The readiness of institutions across the sectors to respond to the opportunities is highly uneven.* Some institutions see a clear way forward, and are already actively engaged. Others are keen to become involved but have yet to identify the ways in which they can become usefully involved.

The last conclusion is potentially of considerable pragmatic importance in terms of deciding on a model which can be up and running swiftly, whilst being as inclusive as possible.

From our discussions with stakeholders outside the two sectors it is equally clear that there are several *critical success factors* for effective engagement with the Games:

7. Next steps

- The 'demand' side, in particular the organising committees, needs to feel that there is a concerted, joined-up approach across the two sectors.
- Whatever mechanism is chosen to coordinate the sectoral involvement in the Games the sectors need to be seen as proactive, and able to respond quickly
- The mechanism chosen initially should not be seen as fixed and invariant. The timescale for the Games, including reaping the legacy benefits, could well be in the order of ten years overall, and it will be critical therefore for the sectors to be prepared to flex the initial model, or even to replace it, over time.

These conclusions and critical success factors were very much in mind as PA developed its three core models (each of which can be flexed in various ways) for consideration by the London Higher and AoC London Steering Committees on behalf of their members.

Moving to a more granular level we suggest, going forwards, that in coming to a decision and agreeing more detailed next steps the Committees should bear in mind the importance of:

- *Progressing arrangements quickly* in order to ensure effective synchronisation with wider initiatives and activities, particularly those being co-ordinated out of the Mayor's Office and GLA. Pacing will be of the essence.
- *Achieving the best possible balance between meeting the obligations of London as the host city and ensuring an inclusive UK approach*, so as to avoid a fragmented response.
- *Ensuring that FE is centrally involved in whichever is the chosen model*. This will mean ensuring that FE is properly involved in the governance arrangements for the accepted model, in particular task groups set up, and in the ongoing operations.
- *Working with existing structures yet being and being seen to be independent*. It will be important that the delivery vehicle is seen to be independent of existing key players (including London Higher and AoC London) but, equally, able to work with existing players in an effective partnership.

7. Next steps

- *Identifying the principal sets of tasks that need to be tackled*, and being prepared, whichever model is chosen, to set up work groups led by the most appropriate choice from the sector for the tasks in hand.
- *Ensuring that there is adequate funding in place to sustain the chosen model over time*. It may well be the case that sources of funding will need to change at different stages – especially if the model itself is changed.
- *Developing a single interface with the organising committees and other key players*. This was and remains the starting point for our study. An early win could include developing a prospectus of the FE and HE sectors' offerings in relation to the Games.

Deciding on the right model will be critical to ensuring that the FE and HE sectors are able to make the best possible contribution to the 2012 Games. One of the most important legacy benefits of the Games for the two sectors would then surely be that the sectors' response serves as an exemplar of how FE and HE can work together effectively to deliver tangible outcomes.

7.3 POSTSCRIPT

The Steering Committees of London Higher and AoC London have now reviewed the three models developed by PA and have decided on behalf of their members that it would be preferable to go forward with a 'hybrid' of model one. The Committees were particularly influenced by the need to make early progress in developing and then implementing a chosen structure and approach given the imperatives for London.

As part of their next steps London Higher and AoC London will now be discussing options of a hybrid model one with UUK, HEFCE and the DfES so that the variant of model one adopted will potentially be as fully inclusive as possible subject to support from key stakeholders and will allow non-London institutions to participate and where appropriate take the lead in task based activities.

