

# OLYMPIC GAMES STUDY COMMISSION

Report to the 115th IOC Session  
Prague, July 2003

*BY Richard W. Pound, Q.C.  
Chairman*



# OLYMPIC GAMES STUDY COMMISSION

Report to the 115th IOC Session

Prague, July 2003

*Richard W. Pound, Q.C.*

*Chairman*

---

<b>1</b>	<b>Introduction</b>	<b>4</b>
<b>2</b>	<b>Methodology</b>	<b>6</b>
<b>3</b>	<b>Preliminary Considerations</b>	<b>8</b>
3.1	Review	8
3.2	The Focus of the Commission	11
<b>4</b>	<b>Considerations for Implementation</b>	<b>14</b>
4.1	Begin at the Beginning	14
4.2	IOC Evaluation Commissions	15
4.3	IOC Coordination Commissions	17
4.4	Progress Made to Date	19
<b>5</b>	<b>Recommendations</b>	<b>21</b>
5.1	Games Format	22
5.2	Venues and Facilities	23
5.3	Games Management	27
5.4	Number of Accredited Persons	32
5.5	Service Levels	33
<b>6</b>	<b>Conclusion</b>	<b>38</b>
<b>7</b>	<b>Acknowledgments</b>	<b>39</b>
<b>8</b>	<b>Annexes</b>	<b>42</b>



- ⑤ “IT WOULD BE VERY UNFORTUNATE, IF THE OFTEN EXAGGERATED EXPENSES INCURRED FOR THE MOST RECENT OLYMPIADS, A SIZEABLE PART OF WHICH REPRESENTED THE CONSTRUCTION OF PERMANENT BUILDINGS, WHICH WERE MOREOVER UNNECESSARY - TEMPORARY STRUCTURES WOULD FULLY SUFFICE, AND THE ONLY CONSEQUENCE IS TO THEN ENCOURAGE USE OF THESE PERMANENT BUILDINGS BY INCREASING THE NUMBER OF OCCASIONS TO DRAW IN THE CROWDS - IT WOULD BE VERY UNFORTUNATE IF THESE EXPENSES WERE TO DETER (SMALL) COUNTRIES FROM PUTTING THEMSELVES FORWARD TO HOST THE OLYMPIC GAMES IN THE FUTURE.”

## 1 Introduction

The Olympic Games Study Commission (the Commission) was established by IOC President Jacques Rogge to analyze the current scale and scope of the Olympic Games and the Olympic Winter Games (collectively "the Games"); to propose solutions to help manage the inherent size, complexity and cost of staging the Olympic Games in the future; and to assess how the Games can be made more streamlined and efficient.

The decision of the IOC President recognized the desire to maintain the position of the Games as the most important sporting event in the world, while, at the same time, balancing the need to keep the costs associated with the Games under reasonable control. In particular, the Commission addressed measures to ensure that Games host cities do not incur greater expenses than are necessary for the proper organization of the Games.

At the same time, the Commission was vigilant that proposed measures should not undermine the universal appeal of the Games, nor compromise the conditions which allow athletes to achieve their best sporting performance(s), while also enjoying the celebration of the Games.

The Commission consists of members of the IOC who have broad and disparate experience with the organization of sporting events, including the Games. It has had access to the expertise, in particular, of experts who have had personal and recent experience with the organization of the Games. It has been able to examine the costs (subject to the observations made in the report) related to the Games; to study a number of the financial and logistical challenges associated with the Games; and to assess the expanding scope of all aspects of the Games in recent years.

Measures to counteract over-spending and gigantism have been addressed, as well as the IOC's efforts to assist organizers by transferring knowledge from the experiences of past and current Games organizers. This will help to ensure that cities or countries are not discouraged from bidding to host the Games.

The Commission presented an interim report to the IOC Session in Mexico City in November 2002, and provided a range of topics on which it proposed to do further work before presenting its report to this IOC Session in Prague. The IOC Session gave its approval to this process and to the general themes to be explored for that purpose. In accordance with such approval, the Commission has pursued its work and now has the honour to submit this report for consideration by the Session.



## ➤ 1 Introduction

Based on the Commission's interim report, the IOC Session in Mexico City agreed to add a new definition to the role of the IOC as defined in the Olympic Charter. While the notion of sustainable development was previously limited to environmental considerations only, reference to the idea of Olympic legacy was added:

"(The IOC) takes measures to promote a positive legacy from the Olympic Games to the host city and the host country, including a reasonable control of the size and cost of the Olympic Games, and encourages the Organizing Committees of the Olympic Games (OCOGs), public authorities in the host country and the persons or organizations belonging to the Olympic Movement to act accordingly." (Olympic Charter, Rule 2.13)

This fundamental change of philosophy underlines the Commission's objective, not only to perpetuate the success of the Games in the third Millennium, but also to maintain the IOC's capacity to provide meaningful financial support for the Olympic Movement. As a responsible organization, the IOC also wants to ensure that the host cities and their residents are left with the most positive legacy of venues, infrastructure, expertise and experience. This can be obtained only through careful definition of the Olympic Games "standard" requirements and through firm control over the constant inflation of expectations, which has been the trend during recent Olympiads.

## 2 Methodology

**Wide consultation:** The Olympic Games is the biggest sporting event in the world. That said, it is clear that there are many constituent groups and other stakeholders involved in the Games. Against that background, the Commission determined, from the outset, to undertake a wide process of consultation in order to make well-founded recommendations to the Session. In keeping with this strategy, we opened up the consultation process to the various constituents of the Olympic Movement, and contacted each International Federation, National Olympic Committees, TOP sponsors, rights-holding broadcasters and IOC commissions.

**Preparatory working group in 2001:** Prior to the Commission's formal establishment, preparatory working group meetings were held with executives of past and current OCOGs. These working group meetings helped to identify the biggest challenges that OCOGs face and the most significant growth factors that have been increasing the cost and size of the Olympic Games. The outcomes of these meetings provided the Commission with a sound basis from which to start its work. They also emphasized the size and scope of the task ahead.

**First meeting of the Commission – February 2002:** The Commission held an inaugural meeting in Salt Lake City. During this meeting, the research strategy was defined and it was decided that detailed measurable data on the various areas of organizing the Olympic Games should be collected. In order to obtain such information, we undertook various studies with experts with OCOG experience. These studies provided us with historical data from past Games and, in many cases, recommendations on how the size and cost of organizing future Olympic Games could be controlled.

**Difficulties:** Whilst undertaking these studies, we noted that reliable cost comparisons between various editions of the Games were very difficult to obtain, due to the different organizational models that were used in the past. Costs have not been collected and accounted for in a consistent manner, and vary, therefore, according to the particular involvement of the public and private sectors in each country. The culture of each host country and the specific legal constraints make such uniform accounting standards very challenging. This is not intended as a criticism of particular Games organizers. The Commission recommends that, in future, where possible, costs be recorded in a consistent manner, which will make the work of the IOC in monitoring such costs easier and enable potential cost savings to be identified for the benefit of subsequent Games organizers.

**"Public Suggestions":** Recognizing that the Olympic Games are a passion for all, the Commission decided to open up its research and consultative process to the general public. A "Public Suggestions" section was included on the IOC's website at [www.olympic.org](http://www.olympic.org) from 25 May 2002. It was dedicated solely to gathering ideas on how to reduce the size, cost and complexity of the Games. Private and public sports bodies, scholars, athletes and the general

## 2 Methodology

public were invited to submit ideas relating to the organization of the Games. This web-based programme allowed ideas to be submitted easily and facilitated categorization for internal assessment and usage.

At the time of writing, the site had received more than 6,000 ideas. More than half of the ideas submitted to "Public Suggestions" were related to the Olympic Programme and will provide useful information for the Programme Commission. Other ideas focused on the format of the Games, the bidding process, television coverage of the Games, and the extravagance of the Opening and Closing Ceremonies, to name but a few. The success of this process and the underlying software was such that the Commission recommends to the Executive Board that it be promoted and used as part of a greater "outreach" programme by the IOC to the public at large.

**Interim Report – November 2002:** The Commission's interim report was approved by the 114th IOC Session in November last year. As well as providing practical recommendations on how to reduce the size and cost of the Olympic Games, the report also proposed three fundamental changes to the Olympic Charter. The first focused on the role the IOC plays in ensuring a positive legacy in each host city and country, as mentioned above. The second removed the minimum length of time the Olympic Village needs to be open prior to an Olympic Games; henceforth this duration will be determined by the Executive Board ahead of each edition of the Games. The third means that OCOGs are no longer obliged to print all publications and are encouraged to use electronic formats where possible.

**Final meeting of the Commission – April 2003:** Finally, the Commission met in April of this year to finalize the content and format of its report to this Session. The Commission also fine-tuned and accepted the list of recommendations that are proposed in this report.

## 3 Preliminary Considerations

The following sections are important to take into account before considering the Commission's findings and recommendations. A few facts and background statistics outlined in the interim report should be restated. Furthermore, a clear explanation of the scope of the Commission's work must be given, as a number of areas in the Games organization were not covered.

### 3.1 Review

Increases in all aspects of Games participation, organization, complexity and cost have been trade-offs for the growth in popularity of the Games and for the universal embracing of the Olympic ideals.

The more professional approach to organizing the Games today has been driven by the doubling or quadrupling in numbers and requirements in all areas of an OCOG over the last 20 years: increases in the number of sports, disciplines and events, as well as athlete numbers, attending media, and competing nations and teams.

- From 159 participating NOCs and 237 events in Seoul 1988 to 200 NOCs and 300 events in Sydney.
- Accredited persons have doubled since Los Angeles in 1984 to Sydney in 2000, from 100,000 to 200,000.
- Olympic spectators purchased 6.7 million tickets in Sydney.
- The Games attracted 20,000 members of the accredited international media to Sydney (press, broadcasters and the Olympic Broadcasting Organization).
- The 2000 Sydney Games were watched by 3.7 billion television viewers worldwide.
- The operating budget for an OCOG of a summer Olympic Games is about USD 2 billion while the host government may also invest more than USD 1 billion.
- 17,000 security personnel were used in Sydney.
- 50,000 meals were served per day at the Sydney Olympic Village.
- 4,700 cars and vans were used by the Sydney OCOG.



### 3 Preliminary Considerations

#### Consequences and "knock-on" effects

In today's environment, the inter-dependencies across all functional areas, particularly with respect to security and technology, mean that any increase in numbers, facilities and/or services will directly impact the workforce requirements, complexity and costs in other related functions.

If there was a predominant feature that emerged from the Commission's work, it was that much of the increased costs of organizing the Games resulted from a failure to appreciate the "knock-on" effects of many of the actions or decisions that tended to be made in a "silo" or in isolation, without considering or understanding the related effects on other aspects of the Games organization process. If we were to be asked to reduce our many conclusions and recommendations to a single sentence, it would be that no organizational decision be made without a full assessment of the additional costs in other aspects of the Games organization.

For example, a common consequence of inefficient planning and use of venues is the duplication of services. For each new venue, there is a requirement for the necessary workforce, facilities and services, all of which add to increases in the size, complexity and cost of the Games.

In addition, the post-Games maintenance costs associated with venues are often underestimated. The costs of maintaining an under-utilized venue post-Games can place a considerable financial burden on the host city and may ultimately be counterproductive to the use for which they were originally intended.

With a larger competition programme, more spectators, more people to accredit, accommodate and transport, modern Games planning, preparation and operations have become extremely sophisticated and complex. The main consequences have been organizational inefficiencies in terms of planning, organizational structure, operations and communication. Flaws in the definitions of requirements have led to misinterpretation, inefficient planning and subsequent cost increases. This may also result in a lack of control mechanisms which are important to enhance best business practices and to coordinate with key stakeholders to ensure that decisions are taken in the best interests of the Olympic Games.

The Commission's interim report concluded that:

- **The addition of new sports, disciplines and events is a principal driver for the increase in size of the Olympic Games.** Decisions in this regard have had significant knock-on effects for all Games functional areas. The Commission fully supports the IOC Executive Board in its resolve to contain the number of athletes, sports and events in future editions of the Olympic Games.

### 3 Preliminary Considerations

- **The Games have reached a critical size**, which may put their future success at risk if the size continues to increase. Steps must be undertaken and serious consideration given to manage future growth, while at the same time preserve the attractiveness of the Games.
- **If unchecked, the current growth of the Games could discourage many cities from bidding to host the Games.**

Also important to keep in mind are the key success factors that the Commission has identified:

- **Athletes' experience:** The Olympic Games attract many of the best athletes in the world, representing the pinnacle in these athletes' careers. The opportunity to compete under the ideals of Olympism, and the feeling of "being a part" of the Olympic family, offer both athletes and spectators a unique competitive environment.
- **Broadcasting the Games:** The expansion and improvements in broadcasting the Olympic Games have helped to promote the Games internationally, taking the passion, drama and spectacle of the Games into the living rooms of the largest global audience of any event.
- **Unity in time and space:** Although many members of the public mentioned the extension of the Games duration and staging the Games in several neighbouring host cities at the same time, the Commission believes that the principle of unity in space and time, or "One Games - One City", should be maintained in order to ensure that the Games remain the world's greatest sporting event and to guarantee that the athletes' experience remains intact. In that regard, the Commission did not want to damage precisely the essential elements that have made the Games such a universal success.
- **City atmosphere:** The host city and its citizens provide the distinctly unique character and festive atmosphere to each Olympic Games.
- **Legacy for the host city/region:** The Olympic Games are often a force for positive change and/or infrastructure development in the host city.

## 3 Preliminary Considerations

### 3.2 The Focus of the Commission

It is important for IOC members to understand that this report and the work of the Commission have not taken into consideration certain aspects of the organization of the Games. For example:

- The Commission has NOT dealt with the design of the Olympic Programme. This matter is the responsibility of the Programme Commission, which reports separately to the IOC Executive Board. As IOC members are aware, the Programme Commission is preparing a separate report that will outline, in more detail than currently exists in the Olympic Charter, the criteria that the IOC should adopt in respect of sports, disciplines and events on the current and future Olympic Programmes. The eventual design of the Olympic Programme will, of course, have cost implications for the organizers of the Games. Some sports are, clearly, more expensive to organize than others and this matter may well be among the factors that should be studied in depth as the Olympic Programme is considered. It is also important to understand that the addition of any sport or discipline (and possibly even a new event) to the Olympic Programme will have cost implications, some of which may be significant.
- The Commission has NOT studied, nor commented upon, the general criteria for selecting host cities for the Games, which fall within the process of assessing applicant cities, choosing candidate cities and the evaluation of candidate cities. It has developed some suggestions for criteria that might usefully be considered during this process, but has not commented upon the process as such.
- The Commission has NOT studied, nor commented upon, the process by which the IOC and host cities of the Games raise funds for their operations, nor on the principles that should be applied when the division of such revenues is determined. No submissions have been received from either the Marketing Commission or the TV and Internet Rights Commission. There are several issues in this process that may warrant special study by the appropriate commissions. Depending upon the directions that are determined, there may be important implications that would bear on the conclusions of our Commission.
- The Commission has NOT studied the manner in which the internal organization of the IOC will be re-shaped to deal with the ongoing management process of multiple Games organizations, each at a different stage of maturity, other than to commend the decision to identify the position of Olympic Games Executive Director and to congratulate Gilbert Felli on his appointment to that position.

### ③ 3 Preliminary Considerations

- The Commission has NOT studied the method by which the Coordination Commissions will exercise their mandate, other than to emphasize the importance of such Commissions as valuable resources for both the IOC and Games organizers and to reinforce the need for such Commissions to be properly empowered to make the necessary decisions, not merely to give advice, relating to the organization of the Games for which they are responsible. General comments have been provided for purposes of highlighting the importance of this process.

On the other hand, in pursuance of the themes identified in its interim report, the Commission HAS studied:

- The basic requirements necessary for the organization of Games that will preserve the special nature of the Games as the foremost international sports event in the world.
- The importance of developing a Games "template" that can be implemented to ensure that costs are kept under reasonable control. This template should consist of the Olympic Charter, the Host City Contract and a comprehensive set of guidelines for particular functions, venues and/or constituents. Parts of this template already exist, while some are in the process of being updated, and others are in development. This "template" will be made available well before the process of applying to host future Games will commence.
- Optimal sizes for Games venues.
- Maximal use of venues.
- Reduction of non-essential services and activities.
- Temporary versus permanent venues and facilities, in the context of Games costs and legacies.
- Effective communication of genuine Olympic requirements.
- Size and scope of media services during the Games.
- Reduction of non-essential collateral activities.
- Minimizing Olympic Village costs.
- Non-duplication of facilities and services.
- Scope and timing of recruiting Organizing Committee staff.

### 3 Preliminary Considerations

Also important to note is that among the several audits of the IOC that were conducted in 2002, some conclusions related to the IOC internal structure, and several recommendations focused on proposed reductions or simplifications in the organization of the Games. Such recommendations will need to be carefully considered when the proposals contained in the present report are approved and eventually implemented.

On the basis of its studies, the Commission concluded that it should come forward with about 100 separate recommendations for general consideration by the IOC Session. These were presented to the IOC Executive Board at its meeting in May 2003, and approved for submission to the Session. It is not intended that the Session consider each recommendation in detail, since the great majority are matters of detailed implementation at various stages of Games bidding and organization. As such, they are matters that will be applied by the IOC Executive Board and the relevant commissions. Rather, what the Commission seeks from the Session, with the approval of the Executive Board, is general endorsement of the approach and the areas in which savings and simplifications can occur. The Commission notes that there will undoubtedly be more areas in which savings can be effected, once the general approach and mind-set have been accepted.

It is important to understand that no single recommendation will, in and of itself, provide a complete solution to the problem of the cost, size and complexity of the Games. The sum of the recommendations is, instead, reflective of an attitude that should be adopted by the IOC, the Games organizers and other interested parties. The enormous increases in Olympic revenues in the past couple of decades, derived principally from the leadership of the IOC, appear to have allowed Games organizers to relax, to some degree, their efforts to control costs, because the revenues to support higher expenditure have been available to them. Also, many stakeholders have become increasingly demanding and have put a great deal of pressure on Games organizers to provide ever bigger facilities and better services, without proper IOC control and approval. The role of the IOC is to inculcate a sense of constantly seeking ways to ensure that the IOC, as the organization ultimately responsible for the success of the Games, and the Games organizers, as those who direct the application of Games revenues and host country investment, never lose sight of the objective of delivering the best possible Games for the least amount of money.

## 4 Considerations for Implementation

This section outlines some of the key principles to be considered by the IOC when moving into an implementation phase and putting the Commission's recommendations into practice. The Commission stresses the importance for applicant cities to give early consideration to the essential Olympic Games requirements and for the IOC to properly communicate the existence of such an Olympic template to the public and applicant/bidding cities. In addition, venues represent one of the driving elements in the increase of the Games budget and complexity. Combining use of venues, making more use of temporary facilities, planning clusters of venues and considering more carefully the post-Olympic use of venues are all means by which the magnitude of the Games can be better controlled as well as their legacy maximized.

The IOC should complete and communicate, after consultation with the IFs, NOCs and other relevant stakeholders, a comprehensive inventory of the requirements to stage the Games. We refer to this in our report from time to time as the Games "template." Such Games "template" should be posted on the IOC website, accompanied by explanations as to its purpose and the commitment of the IOC to minimizing the cost, size and complexity of organizing the Games.

### 4.1 Begin at the Beginning

Mathematicians have demonstrated that if an exploratory satellite is launched in the direction of Mars and is off-course by even half a degree at the launch, the satellite will be millions of miles off-target by the time it reaches outer space.

This principle is equally important for the IOC, since it is the IOC, in its fundamental role as "franchisor" of the Games, which has the primary responsibility to indicate clearly those Games requirements that are essential, and to identify excesses that are neither necessary nor perhaps even desirable. Applicant cities should be aware of the Games requirements before they commence the process of generating public support for a Games bid and before they enter the process of becoming a candidate city and, eventually, a host city.

There is a convenient, but incorrect, public perception that the IOC has demanded many of the excessive facilities and trimmings that have often been features of Games in the past. Although the perception is incorrect, it is nevertheless true that the IOC has not always stepped in quickly enough to require a more careful assessment of the implications of many Games expenses. In particular, many of the IOC guidelines have not always been developed in the context of understanding the "knock-on" costs that a specific requirement may generate.

## ④ 4 Considerations for Implementation

Our conclusion is that the control of Games costs must begin long before Games organizers come into existence. The control must begin with a well-understood and well-communicated Games "template," which specifies the real needs for the Games, and which identifies anything in excess of those needs, so that the public and the bidding cities know exactly what is required and, perhaps even more importantly, what is not required. The IOC must make it clear that it does not subscribe to a view that "bigger is better." The IOC must also make it clear that any such attitude will likely be a handicap, rather than an advantage, for any bid.

Sharing venues and facilities at the Games, the list of sports and disciplines that will comprise the Games, as well as the schedule of competition must be determined prior to the application process. Furthermore, the Olympic competition schedule must not necessarily be the same as for each sport's world championships and should be designed with the notion of sharing venues where possible. Permanent facilities should be built only when a clear post-Games legacy can be demonstrated, and the use of temporary facilities must be encouraged wherever possible. Many ideas related to the use of venues apply equally to competition venues, non-competition venues and training venues. These elements must be made known to applicant and bidding cities when the Games are first conceptualized.

The Commission recognizes, of course, that not all circumstances are the same and that it would be unwise to be completely inflexible in such matters. A city of five million people may well have different ongoing infrastructure needs than a city of one million. Also, the cultural approach and local perception in each host country are different and must be taken into account. But, in weighing up such circumstances, the IOC must make it clear to the bidders, and to their publics, that any increases over and above the Games template are not the result of Games requirements. When applicant cities are evaluated to determine whether they warrant selection as candidate cities, the ongoing use of facilities after the Games must be a critical element in the decisions that are made. These aspects must be specifically identified in both their positive and negative senses. These considerations are even more important when the Evaluation Commission process is instituted.

### 4.2 IOC Evaluation Commissions

One of the most important recent innovations of the IOC in the process of selecting host cities has been the creation of the Evaluation Commission. This Commission replaced three separate commissions: one established by the IOC, one by the IFs and a third by the NOCs. This was a valuable consolidation of effort and led to a more concerted assessment of the candidate cities. Since the 1999 reforms proposed by the IOC 2000 Commission and affirmation of such reforms by the IOC Session in Mexico City in 2000, the role of the Evaluation Commissions has become even more crucial. Because the IOC members will no longer visit candidate cities, they must be able to rely, to an ever-increasing extent, on the reports they receive from the Evaluation Commissions in order to assist them in their choices.

## ④ 4 Considerations for Implementation

Under the new process for electing host cities for the Games, the Evaluation Commissions have a duty to identify excesses and to focus attention on them, in clear and precise language. The IOC members, and the public in each candidate city's country, must be made aware of the implications of any aspects of the bids that exceed the Games template. IOC members themselves must exercise a particular duty of responsibility, to demonstrate that they support these principles, when they vote to elect a host city for the Games. Additionally, roles and responsibilities between the IOC and other stakeholders must be clearly defined. It is the IOC, in consultation with other parties, which establishes Games requirements and takes the necessary measures to stop inflation.

This factor places an extra burden on the Evaluation Commissions to be sure that all aspects of each candidate city's bid are properly identified and assessed. It will also require a change in the traditional mind-set that has been a feature of IOC reports regarding candidate cities. The Evaluation Commissions must be prepared to make choices and distinctions between candidate cities for the benefit of IOC members, since only the Commissions have the opportunity to see and to study in the requisite detail each of the candidacies. It will no longer be appropriate to couch the reports in bland generalizations or to refer only vaguely to certain "challenges" that will be faced by particular cities if they are chosen. Both the strong and weak points of each candidate must be clearly identified. The candidate cities are in a competition and they must be prepared to be judged accordingly.

The following principles related to the IOC Evaluation Commissions are submitted for consideration by the IOC:

- The IOC Executive Board should review the mandate of the Evaluation Commissions and make changes to ensure that their reports are complete, specific and useful for their intended purpose.
- Evaluation Commission reports should focus on the cost aspects of the various candidacies, specifically identifying variations from the Games "template" and the resultant cost and complexity increases.
- Evaluation Commissions should press for reliable information on legacy aspects of each Games facility and probe for opportunities to use temporary facilities and to double-up on usage of facilities.
- Host city and host country governments should be requested to confirm in writing any legacy needs that exceed the Olympic "template" and to provide reliable assurances as to financing of construction and funding of post-Games usage.
- Any variations from the IOC guidelines that may appear in applications and in the proposals of candidate cities should be highlighted, and cost estimates of the variations should be obtained from the cities involved, be assessed by the IOC for accuracy, then published.



## ④ 4 Considerations for Implementation

- The IOC Executive Board should develop an IOC communications strategy to make clear the mandate of the Evaluation Commissions, including a specific component directed to the costs of organizing the Games. Such a communication strategy must also be designed to inform the public of the IOC's intentions regarding the cost, size and complexities of the organization of the Games and additional costs resulting from the plans of potential host cities. It should address the objective of creating the best possible legacy of the Games (which does not mean the "biggest" facilities) and the cooperative management of the preparations for and operations of the Games under the guidance of the IOC.

### 4.3 IOC Coordination Commissions

Good intentions, on both sides, need to be carefully monitored during the organizational phase of the Games. Once the IOC Session has awarded the Games to a city, operational responsibility devolves on the OCOG, the IOC Executive Board and the Coordination Commissions. It is often said, only partly in jest, that the only amateurs left in the Games today are the organizers. Although recent OCOGs have undoubtedly hired highly qualified people, there is no doubt that each OCOG has a huge learning curve if it is to master the complications that relate to the Games and, therefore, it needs the most effective support from the IOC. Quite often, as well, the organizers are not necessarily the same as those who led the bids. In many cases, they have no sense of what went in to the design of the bid and do not always agree with the Olympic Charter, the Host City Contract, the guidelines attached to that Contract, or with the role of the IOC with respect to important decisions applicable to the Games. In the past, the real process of negotiation for many OCOGs started only after they had been formed, not when the Games were awarded to the host city. Today, this process starts early, with candidate cities required to provide the IOC with a large number of guarantees before the Games are awarded. The IOC should continue its efforts in this direction.

It is important, therefore, that at the earliest stages of the Games organization, the IOC Executive Board makes the rules clear and is certain that the OCOGs understand the various responsibilities. It is also of paramount importance that the IOC Executive Board fully supports the active part that the Coordination Commissions will play. OCOGs must also understand that decisions are made on the basis of considerable experience with the organization of Games and that one of the ways in which Games will be successful is to avoid certain experiences of past Games and, in many cases, to use positive experiences from such Games as well. The same mathematical principle, identified above, of missing the eventual goal applies equally to the early part of the Games organizational process.

## ④ 4 Considerations for Implementation

The following principles related to the IOC Coordination Commissions are submitted for consideration by the IOC:

- IOC must continue to ensure that its Coordination Commissions perform at their best by relying on the broad range of experience and expertise of their members and advisors, while being properly supported by a well-structured IOC administration. The credibility of the Commissions and of the IOC depends on these choices and the willingness of the members to devote the necessary time and concentration to their responsibilities.
- The IOC Executive Board should review the mandate and structure of the Coordination Commissions and update the mandate to ensure that the Commissions have the necessary authority to make such decisions as may be necessary to assist the Games organizers, particularly with respect to the costs and complexities of the Games.
- The working methods of the Coordination Commissions should be re-examined to ensure maximum effectiveness. Full meetings of the Commissions may be less effective than smaller, specialized teams that can enter into specific matters in greater detail, managed by the Olympic Games Executive Director, with such experts as he may consider appropriate and advisable.
- The transition from candidate cities to OCOGs should be accelerated as much as possible.
- As soon as possible following the establishment of the OCOG, the Commission should meet with the OCOG leadership. The IOC President should be part of such initial meeting to explain the roles of the IOC and the Coordination Commission, as well as the joint objectives of the IOC and the OCOG in the organization of the Games.
- This initial meeting with the OCOG should be supported by an IOC communications strategy that will explain the relationships and create reasonable public expectations.
- Coordination Commissions should ensure transparent cooperation and communication between the OCOGs and governmental authorities in relation to the organization of the Games. Any dysfunctional relationships must be identified early and be quickly resolved. Many problems with respect to Games in the past could have been minimized by a faster response to such circumstances.
- Although contractual frameworks are established at the time the Games are awarded, conditions change, and Coordination Commissions should not be insensitive to reasonable requests for variations, provided that the integrity and status of the Games are not compromised and provided that the cost implications of any change are identified, are acceptable to the OCOG (including governments that may be involved) and are communicated in a timely and transparent manner to the public of the host country.

## ④ 4 Considerations for Implementation

- The Coordination Commission, working closely with Olympic Games Knowledge Services ("OGKS"), should determine, as soon as possible, the optimum involvement of OGKS with the OCOG.

These proposed principles are, by their nature, general indications of steps that the IOC is in a position to control in the early stages of each Games' organization, each of which can have a significant impact on the costs of the Games, in many cases, running to tens or even hundreds of millions of dollars. Most importantly, however, they set the tone for an approach that is cost-conscious from the very outset of the project.

### 4.4 Progress Made to Date

Although the Commission's work started in late 2001 and the recommendations in this report are to be considered on the occasion of the 115th IOC Session in July 2003, several steps have already been taken by the IOC which bring the Commission's philosophy into practice.

- The IOC Executive Board has approved measures to contain the number of athletes and sports in future editions of the Olympic Games.
- The transfer of knowledge from past to present and future organizers has been reinforced. The IOC has set up OGKS with its headquarters in Lausanne to provide services to Games organizers and other major sporting event organizers. For example, technical guides and software used and developed in Sydney were transferred to Salt Lake City.
- In Beijing, the capacity of some competition venues was reduced after the bid acceptance (as well as their location), thus taking into account a more realistic potential post-Olympic use, and leaving a better legacy in the city.
- Several services and access rights have been reviewed and streamlined such as:
  - automatic access to free meals at the Olympic Village dining hall for some members of the Olympic Family,
  - limited access to prime-event limitation sessions for certain categories of accreditations,
  - use of dedicated cars replaced with a shuttle bus or pool car system for certain stakeholders,
  - provision of assistants only to IOC members who have requested them,
  - reduction of the number of commission meetings and congresses at Games-time,
  - reduction or elimination of parallel social programmes at Games-time for guests,
  - reduction of catering service in the Olympic Family lounges.



## ④ 4 Considerations for Implementation

- Late opening of the winter Olympic Village since Salt Lake City (10 days prior to the Opening Ceremony instead of two weeks).
- Reduction in the number of IOC Medical Commission members, thereby reducing Games attendance costs.

The effect of some of these measures will be measurable only during the next editions of the Games, when the impact on the complexity of the organization and on the organizers' budget, as well as on the Olympic legacy for the host city and residents, can be properly assessed.

The next section of this report focuses on the themes identified and approved for further investigation by the IOC Session in Mexico City last November.

## 5 Recommendations

This section of the report contains the technical recommendations that the Commission has retained and for which it seeks general approval. The recommendations have been structured according to five major themes already used in the interim report.

### 5.1 Games Format

### 5.2 Venues and Facilities

### 5.3 Games Management

### 5.4 Number of Accredited Persons

### 5.5 Service Levels

Each of these themes is introduced by outlining the general underlying principles which were validated by the IOC Session in Mexico City last November. Within each of the themes, the ideas have been grouped by subject area and are formulated as short and concise recommendations in order to facilitate the reading and understanding of the text.

Each of the recommendations in this report is based on a detailed and in-depth analysis, which has been conducted by one or more experts (please refer to the last page of this report for the list of 40 experts who contributed), and which compares trends, costs and other material to support the recommendations. The expert studies have been consolidated and formatted in a consistent manner to allow comparisons and effective discussion during the Commission meetings. You will find samples of the detailed supporting material in Annexes A and B.

- **Annex A:** Sample of the summary version of the recommendations in a table format. This document gives a comprehensive overview of each recommendation with related key data and potential budget savings based on the experience of recent editions of the Games. This format was most helpful for the review of the recommendations by the Commission during its last meeting and will also be a useful reference during the follow-up and implementation phase.
- **Annex B:** Sample of a detailed recommendation sheet. Each recommendation is documented and is presented in a consistent manner with detailed references where required. The complete version of all recommendations in this format consists of approximately 150 pages.

When reviewing the recommendations, members will note that there are some specific practical recommendations, whereas others are of a more general nature or need further analysis. It will be important to distinguish the nature of each recommendation in the follow-up and implementation phase.

The Commission has also analyzed and considered other ideas which it decided not to recommend. These included, e.g., the idea to remove the entitlement of summer IF presidents and secretaries general to attend Olympic Winter Games and vice versa.

➤ 5 Recommendations

## 5.1 Games Format

The Commission felt that it was important to address the question of the general Games format. A number of comments were made by Olympic stakeholders or the public with respect to the duration and location of the Games (e.g., the extension of the Games duration over more than two weeks and the hosting of the Games in several neighbouring host cities). The Commission paid particular attention to these aspects and weighed the arguments for and against those changes to the Games format.

The Commission firmly believes that the principle of unity in space and time or "One Games - One City", should be maintained in order to ensure that the Games remain the world's greatest sporting event and to guarantee that the athletes' experience remains intact. In that regard, the Commission did not want to damage precisely the essential elements that have made the Games such a universal success.

### ➤ Principles

The IOC should re-affirm the following Olympic Charter principles:

- The Olympic Games are awarded to one host city.
- The duration of the competitions shall not exceed sixteen days.
- Only sports practiced on snow and ice may be considered as winter sports on the Olympic Winter Games programme.

Other considerations include:

- |                      |                                                                                                                                                 |
|----------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.01 Recommendation: | Competition format and schedules should be determined in terms of venue requirements, instead of on a stand-alone basis.                        |
| 1.02 Recommendation: | Sports and disciplines should not be changed from the programme established seven years prior to the Games, as provided in the Olympic Charter. |
| 1.03 Recommendation: | Share venues wherever possible according to technical feasibility and competition format and schedule.                                          |
| 1.04 Recommendation: | Minimize travel times and distances between venues.                                                                                             |

5 Recommendations

## 5.2 Venues and Facilities

The Olympic venues, including choice of location, capacity, construction, overlay and operations, represent a major cost component of any Games. Venue planning and venue usage is not always optimised and not enough consideration is given to post-Games needs and means of limiting the costs.

### Principles

- Minimize the costs and maximize the use of competition, non-competition and training venues.
- Guarantee an efficient usage in terms of time, space and services.
- Give proper consideration to the Olympic legacy.

### Venue Selection and Construction

- |                      |                                                                                                                                                                                                                                                   |
|----------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2.01 Recommendation: | Adopt the following principles for venue selection: use existing venues with refurbishment if needed; build a new venue only if there is a legacy need, ensuring flexible use if possible; if there is no legacy need, seek a temporary solution. |
| 2.02 Recommendation: | Review and rationalize gross venue capacities. This is part of the leitmotif of cost reduction generally and the avoidance of Olympic white elephants.                                                                                            |
| 2.03 Recommendation: | Review the process by which sports are allocated to particular venues during the bidding phase.                                                                                                                                                   |
| 2.04 Recommendation: | Rationalize the number of competition and training venues actually required, to decrease venue costs.                                                                                                                                             |
| 2.05 Recommendation: | Develop venues in clusters. Several stand-alone venues are much more expensive than clusters.                                                                                                                                                     |
| 2.06 Recommendation: | Maximize temporary installations over permanent construction, especially where legacy requirements are less than Games requirements.                                                                                                              |
| 2.07 Recommendation: | Develop venue design standards to prevent over-building, over-servicing and over-spending.                                                                                                                                                        |

## 5 Recommendations

2.08 Recommendation: The IOC must determine, in conjunction with the IFs, principles for selecting venues, including refurbishing existing facilities, flexible spectator capacities, temporary solutions and the number of facilities reasonably required.

2.09 Recommendation: Before taking the decision to have satellite Villages and providing the services that go with these, the costs and knock-on effects need to be properly assessed (this mainly applies to Winter Games due to the distance between venues).

### Venue Seating

2.10 Recommendation: Review the possibility of reducing quantity of reserved seating for the Olympic Family in venues (e.g. Stand of Honour, official stand, Federation stand and J stand) by capping at a certain percentage of the total venue capacity for final rounds.

2.11 Recommendation: Reduce the quantity of reserved seating in venues by reducing allocations between preliminary and final events.

2.12 Recommendation: Reduce the quantity of reserved seating in venues for the Closing Ceremony, recognising the lower demand compared to the Opening Ceremony, owing to the departure of Olympic Family members.

2.13 Recommendation: Reduce the quantity of reserved seating in venues by introducing quotas for categories with indefinite numbers, such as "Domestic Dignitaries".

2.14 Recommendation: For outdoor venues, use reserved standing areas next to tribunes where practicable according to sport and venue

2.15 Recommendation: Reduce quantity of reserved seating by locating Olympic Family Lounges with a view of the field of play and close to the reserved stands, where possible, thus allowing Olympic Family members to watch competitions from the Lounge.

2.16 Recommendation: Reduce the ratio of tabled/non-tabled press seats, making more seats available for the public, while keeping the same total number of press seats.

2.17 Recommendation: Make sections of non-tabled press seats available for public sale during early rounds of competition.



## 5 Recommendations

- 2.18 Recommendation: Give more early consideration to sightlines for photographers and television cameras. Many of the latter's platforms are very generous in size and cut down on spectator seating. This will be particularly important if smaller venues are constructed.

### Operations

- 2.19 Recommendation: Reduce the period of venue lease and full operations for both competition and non-competition venues. This relates, in particular, to pre-Games opening of the Olympic Village, opening dates for the MPC and IBC, and the period of operation and build-out schedule for competition and training venues.
- 2.20 Recommendation: Develop functional area operational standards and service levels for venues and constituent groups to educate and guide OCOGs and to prevent over-building, over-servicing and over-spending. This should help provide budget consistency and lower staffing requirements.
- 2.21 Recommendation: Decrease training venue costs by training in competition venues wherever feasible.
- 2.22 Recommendation: Decrease training venue costs by expanding daily use of each venue, where possible.

### Media

- 2.23 Recommendation: Indicate a clear preference for media hotel accommodation over media villages. Constructing media villages is extremely expensive, as is the related fit-out, such as telephones, television sets with CATV, catering, transport, staff and security.
- 2.24 Recommendation: Reduce MPC bullpen and press conference capacity, some of which is regularly excessive. Occasional overflow in the main conference room can be solved with the use of adjacent rooms.
- 2.25 Recommendation: Combine venue media centres and reduce size and build-out where possible.
- 2.26 Recommendation: Scale down media work rooms and facilities at media villages and provide only basic facilities. A small internet cafe with a few work tables and an INFO kiosk may well suffice.

## 5 Recommendations

2.27 Recommendation: Review need for and scope of media work room and media facilities at the Olympic Village, since bulk of media activities occur at competition venues and Main Press Centre (MPC) / International Broadcast Centre (IBC)

2.28 Recommendation: Cost comparisons, between use of existing facilities for the IBC and MPC and the construction of temporary or permanent facilities for such purpose, should be obtained and verified, taking into account the possibility of combining the two facilities where appropriate in order to reduce infrastructure and operations cost.

### Olympic Family Lounges

2.29 Recommendation: Reduce cost and build-out of Olympic Family Lounges, which are typically sized for medal rounds; plan to accommodate average attendance.

2.30 Recommendation: Retain only one Olympic Family Lounge by eliminating IF and secondary Olympic Family lounges.

2.31 Recommendation: Combine Olympic Family Lounges in clustered venues.

### Others

2.32 Recommendation: For the sport of curling, eliminate the current requirement of 20 individual dressing rooms and provide locker space instead.

2.33 Recommendation: Review the concept of stand-alone ski wax cabins for teams and ski companies and compare to what is done for world championships and world cups. One shared facility should be provided as standard, and teams who want stand-alone cabins can acquire them on the basis of established rate cards, so that the OCOG is not put to extra expense.

2.34 Recommendation: Re-examine the obligation to provide a sponsor village, as well as responsibility for the related costs. This must be studied in relation to the revenue side of the equation regarding Games sponsorships.

5 Recommendations

### 5.3 Games Management

The evolution of the Olympic Games and their steady growth in recent years also call for organizational adjustments and changes in management style. Initial steps by the IOC have proven positive, but a clear strategy for the management of the franchise and the role of the IOC need to be better defined. All recommendations on Games management need to be coordinated with the conclusion of the Games audit conducted in 2002, which aims at analyzing the current IOC Games management structure.

Principle

Recognising the fact that the Games are evolving, the IOC should clearly define its role and responsibilities within the Olympic Movement vis-a-vis all involved parties, with the objective of improving Games governance. The OCOGs should adopt more effective business processes with the objective of creating more efficient and coordinated Games management with work practices that maximize all resources.

Transfer of Knowledge. Experience and Solutions

- 3.01 Recommendation: Use existing know-how transferred through the Olympic Games Knowledge Management Programme, such as standard operating policies and procedures and best practice guides based on previous Games, e.g., to reduce staffing requirements and consultants' expenses.
- 3.02 Recommendation: Accelerate and promote the transfer of knowledge, not only between OCOGs, but also include the host city and related government agencies in the process.
- 3.03 Recommendation: Existing solutions from previous Games should be used where possible, to avoid inventing new solutions, particularly with respect to technology.
- 3.04 Recommendation: Impose management standards for generic project areas to be transferred from Games to Games. Specific areas would include Games terminology and codes, accounting standards and planning tools.
- 3.05 Recommendation: Develop long-term multi-Games relationships with knowledgeable providers (e.g., temporary facilities, equipment and services, cleaning, waste, catering, overlay, electrical generators and distribution, tents, seating, lighting, sound, heating and cooling, security equipment and project management).

## 5 Recommendations

- 3.06 Recommendation: Support material and documentation for workforce training should be managed on a permanent basis to ensure the effective transfer between OCOGs.
- 3.07 Recommendation: It would be helpful to develop a standard set of accounts that could provide the basis for reliable costs comparisons from Games to Games and that could add to the reliability of OGKS advice.
- 3.08 Recommendation: Avoid excessive early staffing, leaving early organizational planning to a smaller experienced team.

### Government Involvement

- 3.09 Recommendation: Optimize government and host city involvement throughout the planning process to establish clear definitions of essential deliverables and genuine teamwork with the OCOG.
- 3.10 Recommendation: Clarify and communicate differences between Games requirements (e.g., health services and security) and discretionary legacy (e.g., facilities, tourism and economic impact) or entertainment elements (e.g., extensive live sites and city entertainment).
- 3.11 Recommendation: Medal plaza focus should be the athletes, with a reasonable level of entertainment, not the reverse.

### Broadcasting

- 3.12 Recommendation: Some coverage of preliminary sessions in some sports may not need to be covered in full by the OBO. Further analysis and discussions with IFs, rights-holding broadcasters and the IOC RTV Commission are needed.
- 3.13 Recommendation: Expand role of the OBO as provider and coordinator of special broadcast services, such as High-Definition Television, virtual reality. This can save a number of RHB accreditations.
- 3.14 Recommendation: Reduce the number of entities which have access to broadcast portions of the Games, such as IOC official film, VTOK (Video Transfer of Knowledge), IMAX, other special applications, biomechanical film, IFs and NOCs, sponsors, news, security, etc. Make greater use of the OBO as central provider of such needs.

## 5 Recommendations

### Marketing

- 3.15 Recommendation: Better management of Value-in-Kind (VIK) and better negotiation of non-budget relieving VIK. This includes early planning and scoping of needs and better understanding of the pricing, which is often not transparent. Sponsorship categories should be assessed against the ability of the sponsor to provide the necessary goods or services.
- 3.16 Recommendation: Sponsor "showcasing" should not result in OCOG-borne costs from knock-on effects.
- 3.17 Recommendation: Sponsorship category negotiations should minimize the possibility of the "spoiler" effect of sponsors claiming categories not promoted for Games purposes, but which may be occupied by competitors.

### Paralympics

- 3.18 Recommendation: Incorporate Paralympic planning into Olympic planning as closely as possible from the early planning stage.
- 3.19 Recommendation: Use the same uniforms for both the Olympic Games and the Paralympic Games, with a few removable (or additional) elements to establish the necessary distinctions.
- 3.20 Recommendation: Integrate the "Look of the Games" and the imaging programme, through use of same pictograms and signage, same design elements, etc. for the Olympic Games and Paralympic Games, while maintaining a distinct identity for each organization.

### Culture

- 3.21 Recommendation: Youth camps should not be part of the bidding process. If host cities wish to hold such camps, this can be discussed after the Games have been awarded.
- 3.22 Recommendation: Wherever possible, cultural events should be run by existing cultural organizations, rather than parallel OCOG departments.
- 3.23 Recommendation: Offer better and more effective education (e.g., in schools) by using existing resources and material at the IOC, the Olympic Museum and OGKS.



## 5 Recommendations

### Meetings

- 3.24 Recommendation: Streamline the organization of IOC Executive Board meeting and Session prior to the Games to reduce the organizational burden on the OCOG.
- 3.25 Recommendation: Congresses and commission meetings should not occur during or immediately prior to Games-time. Do not hold any congresses or commission meetings in the host city that are not related to those Games.

### IOC Governance

- 3.26 Recommendation: Review the Host City Contract and annexes to ensure that they provide the proper scope to control costs and provide the IOC with the necessary authority to act.
- 3.27 Recommendation: Ensure that there is a clear definition of the role and responsibilities of the IOC and other Olympic Movement stakeholders with respect to Games management issues, including service levels and final seating capacities, while leaving genuine sports technical elements to the IFs.

### Others

- 3.28 Recommendation: Control accommodation (hotel) pricing through a mechanism to be proposed by the IOC to bidding cities.
- 3.29 Recommendation: Set the minimum period of stay for constituents, allowing two waves of stay.
- 3.30 Recommendation: Limit the Torch Relay to the host country and to a maximum duration of 100 days from the lighting in Olympia.
- 3.31 Recommendation: Review the situation for IF delegations and technical officials in order to contain the costs in this category. This should be a prime consideration for a working group, to be established with ASOIF and AWOIF, to examine, inter alia, stabilization of numbers of technical officials and the service levels provided.
- 3.32 Recommendation: Consider outsourcing the provision of INFO content, which is a costly distraction for OCOGs.



## 5 Recommendations

- 3.33 Recommendation: Better selection and organization of test events. It is not necessary to organize world championships or world cups to test the facilities. Encourage groupings of test events to more closely imitate Games conditions.
- 3.34 Recommendation: Ensure efficient rate card management, to allow OCOGs to recover all costs without subsidizing stakeholders, while at the same time ensuring that rate cards are not used opportunistically to extract unreasonable prices from stakeholders or to recover sponsorship costs.
- 3.35 Recommendation: OCOGs can use economies of scale and purchasing power to help rate-card users and other stakeholders acquire the necessary buses and mini-buses at Games time at lower costs.
- 3.36 Recommendation: Reduce OCOG funding requirements for the IOC Medical Commission visits, which now extend to travel, board and lodging for one meeting of the IOC Medical Commission one year prior to the Games and another during the Games.

5 Recommendations

## 5.4 Number of Accredited Persons

Every accreditation has an associated cost, which is determined by the access and service entitlements of the accredited person. The accreditation gives access to sports events, lounges, transport and/or other special facilities and services. The scoping of the venue space, services, etc. depends on the number and access entitlements of the accredited persons, which have increased dramatically in recent editions of the Games.

### Principle

The IOC should establish appropriate guidelines and find ways of containing (and ideally decreasing) the overall number of accredited persons on the occasion of the Games. The focus should be on groups that have experienced the most dramatic increases, those which have more flexible rules and those that do not have any maximum numbers.

- 4.01 Recommendation: Adapt the number of volunteers to real needs. These numbers should not be established on the basis of "peak shifts" but on the actual venue operational needs, which will reduce the number of volunteers needed, reduce the recruiting, training and outfitting costs, as well as the attrition caused by the boredom of being significantly under-used during the Games period.
- 4.02 Recommendation: Establish mechanisms to better control numbers of accredited contractors and sponsors' staff, based on detailed operational plans and requirements, to be approved by the OCOG and Coordination Commission. Contractual provisions should be developed to ensure such controls.
- 4.03 Recommendation: Work with rights-holding broadcasters to curb the continual growth in the number of RHB accreditations, bearing in mind the increasing amounts of coverage that they are providing for the Games.
- 4.04 Recommendation: Reduce the total number of press accreditations, including photographers.
- 4.05 Recommendation: Limit the entourages of high-ranking guests.
- 4.06 Recommendation: No longer accept accompanying guests of WADA observers and staff, as already done for the IOC Medical Commission.
- 4.07 Recommendation: Set quota for equipment technicians at Winter Games.
- 4.08 Recommendation: Review NOC support staff including Ao and P categories.



## 5 Recommendations

### 5.5 Service Levels

The term "service levels" is a generic expression used by the Commission to describe the general levels of expectation that have built-up in relation to successive editions of the Games. There is a tendency for host cities, Games organizers and stakeholders to continuously improve upon services provided on the occasion of the Games and to showcase, in order to stage "the best Games ever." This development and the comparison between sports and sporting events have led to a "benchmark inflation" and thus to increased expectations, services, facilities and costs.

#### Principle

---

Halt the ever-increasing "benchmark inflation" that arises from comparisons of services provided at past Games or other major events. Service levels should be of a reasonable standard and be adapted to each client groups real needs. Acceptable risk levels must also be addressed with some key stakeholders.

---

#### Technology

- 5.01 Recommendation: Use combined video/score boards where possible, rather than duplicating such items.
- 5.02 Recommendation: Reconsider necessity for the OCOG to provide all results on its own website, and rely instead on sites of other providers, such as rights-holders and IFs, with a link from the OCOG's site to such other sites. The IOC should make appropriate arrangements to have full access to and use of all Olympic results. The technical elements of this idea should be further studied.
- 5.03 Recommendation: OCOG websites should be functional and not include costly "nice-to-have" entertainment features.
- 5.04 Recommendation: Avoid duplication of communication devices/means by reducing the number of fixed phones, phone lines, mobile phones and radios/handsets.

## 5 Recommendations

### Transportation

- 5.05 Recommendation: Other than as justified, change Chef de Mission and Deputy Chefs de Mission's privileges from T1 to T3.
- 5.06 Recommendation: Provide reasonable hours of T1 category service and rosters for drivers. Many requests for extended service in the T1 category result from personal entertainment.
- 5.07 Recommendation: For IOC members (other than IOC Executive Board), and NOC presidents and secretaries general, start T1 services after the IOC Session, while providing T3 services as required in the meantime.
- 5.08 Recommendation: Dedicated (T1) drivers should generally have the dual function of driver and assistant.
- 5.09 Recommendation: Eliminate the T2 (dedicated car pool) transport category, changing it to T3. This will require sufficient cars in the T3 pool and an effective dispatching system, but will significantly reduce the number of vehicles and staff required.
- 5.10 Recommendation: Streamline the T3 transportation service, using buses where possible, instead of private vehicles. This would be effective for PEL events and ceremonies.
- 5.11 Recommendation: Where there is a sufficient venue motor-pool of T3 cars, do not allow T3 customers to demand that drivers wait for more than 15 minutes for a return trip, other than for certain remote venues. This ties up vehicles and drivers that could be available for other assignments.
- 5.12 Recommendation: Provide sound and reliable public transport systems to cut down on use of private and other vehicles and need for parking.
- 5.13 Recommendation: Rationalize number, users and routes of Olympic Family vehicles to reduce the number of vehicles, traffic control, special load/unload zones at venues and parking zones.
- 5.14 Recommendation: Review, relative to the functioning of the T3 fleet and venue motor-pool, the possibility of reducing ad hoc transport demands at venues to reduce the number of required vehicles, drivers and dispatchers assigned to venue motor pools.

## 5 Recommendations

- 5.15 Recommendation: Rationalize and streamline the media transport system and make better use of media bus/van fleet. The core services must allow media coverage of the Games under satisfactory conditions. For example, use vehicles smaller than recliner-coach buses on the majority of routes; reduce airport-to-accommodation systems where public taxi services are sufficient; and reduce frequency of MPC/IBC-to-Olympic Village services. Other reductions must be explored.
- 5.16 Recommendation: Eliminate airport transfers for T2 and T3 constituents, where sufficient public transport exists.
- 5.17 Recommendation: Reduce costs associated with providing parking lots by charging for spectator parking, thereby promoting use of public transport (assuming financially favourable) and encouraging car sharing.
- 5.18 Recommendation: Plan Olympic Family transport system capacity on a demand basis, rather than supply basis, to reduce excess and unused capacity.
- 5.19 Recommendation: Any service-level increases in transport must be approved by the Coordination Commission, especially prior to the Games, including the number of days prior to the Games that transport is provided, transporting coaches to meetings and transporting officials between venues.
- 5.20 Recommendation: Reduce dedicated parking for the Olympic Family, until medal rounds, basing the amount of space on average usage at each venue and making flexible arrangements, including alternate modes of transport on high-occupancy days.

### Media Services

- 5.21 Recommendation: Reduce the number of TV sets with Olympic cable TV (CATV - all venue signals) in locations such as staff break areas, dining areas and lounges.
- 5.22 Recommendation: Depending on the sport, availability and location of video boards, reduce or eliminate TV monitors with CATV on press-tabled seats.
- 5.23 Recommendation: In media villages, provide TV sets with CATV in common areas only, instead of in every room. Where such service is desired in an individual room, this can become a rate card item to provide the OCOG with cost recovery.



## 5 Recommendations

- 5.24 Recommendation: OCOGs should be required to provide the traditional film/disk transport system at the end of competition sessions only.
- 5.25 Recommendation: Provide remote access to INFO system and Commentators Information System (CIS) if this can be done at a reasonable cost and if OCOGs can recoup costs. This could potentially save a significant number of media accreditations for people who could work from their home base.
- 5.26 Recommendation: Consider reducing the scope of Games-time Olympic News Services (ONS) and INFO features. This will significantly reduce the number of volunteers required for the Games.

### Accreditation

- 5.27 Recommendation: Continually examine accreditation entitlements to relate them as much as possible to operational needs.
- 5.28 Recommendation: Review application of Prime Event Limitation (PEL) following the Athens 2004 Olympic Games, to consider if appropriate categories of accreditation were subject to PEL.
- 5.29 Recommendation: Contain growth in access to reserved seating by applying PEL when necessary.

### Documents and Translation

- 5.30 Recommendation: Distribution of paper copies (start lists, results, reviews, etc.) at MPC and venues should be better defined to reduce the number of media reports being printed, with many reports provided on-demand only. Reductions of up to 25 percent can be made over Sydney's 10 million printed reports — saving over 2.5 million printed reports, as well as reducing staff requirements and freeing the printing centres for other work.
- 5.31 Recommendation: Reduce translation requirements to essential documents only.
- 5.32 Recommendation: Reassess the need for French INFO and French official website and the need for a third language in the case of non-English-speaking host countries.
- 5.33 Recommendation: Review the languages needed for simultaneous interpretation at the MPC and other venues, based on further analysis.



## 5 Recommendations

5.34 Recommendation: Increase the proportion of publications in electronic format and eliminate printed versions where possible.

### Food Services

5.35 Recommendation: Rationalize food services at Olympic Family Lounges. Hot meal or buffet services at venues should not be the standard.

5.36 Recommendation: Food services should be streamlined. A centralized management and sourcing should create synergies.

5.37 Recommendation: Fine-dining restaurants at the IBC and MPC should be dropped in view of high costs and lack of usage.

## 6 Conclusion

The scope of the work of the Commission has been ambitious, perhaps overly so, given the time constraints and data requirements. During the process of our work, we concluded that reliable cost figures were not available to make direct comparisons and to identify specific savings in all cases. We have, however, relied on the recent experience of many experts and have been able to estimate, with some degree of certainty, the possible cost savings that may be derived from implementing many of the recommendations. These savings have been identified in the attached Annex "A," which identifies in more detail each of the recommendations and the related financial and organizational implications.

In the course of our work, we have concluded that the experience of each edition of the Games should be analyzed to identify successful steps that have been taken to reduce costs and to identify opportunities for further progress. This will involve an analysis of each Games and permit the development of longitudinal studies of essential and non-essential Games expenditures. The initial period of such studies should include the 2004 and 2006 Games, which the present Commission is willing to undertake, but, whether or not the current Commission remains in existence, the Commission recommends that there be a similarly constituted Commission established at the end of each Olympiad to review the Games of that Olympiad and to make recommendations to the IOC Executive Board. Owing to its essential "audit" nature, we would suggest that the Commission be separate from the Evaluation and Coordination Commissions and not restricted solely to staff and outside consultants or experts.

## 7 Acknowledgments

We should like to thank the following people for their contribution to the work of the Commission:

### **Olympic Games Study Commission - members**

Mr Richard W. POUND Q.C., Chairman

Dr Rubén ACOSTA HERNANDEZ

Mr John COATES

Mr Robert CTVRTLÍK

Mr Lamine DIACK

Mr Sinan ERDEM

Mr Bruno GRANDI

Mr Patrick HICKEY

Mr Gian-Franco KASPER

Mr Mustapha LARFAOUI

Mr Randhir SINGH

Mr Ching-Kuo WU

### **Participants of the Working Group meetings, December 2001**

Mr Dimitris BEIS, Athens 2004

Professor Philippe BOVY, IOC transport expert

Mr Spyros CAPRALOS, Athens 2004

Mr Rémy CHARMETANT, Albertville 1992 and IOC Coordination Commission member

Mr Bob ELPHINSTON, Sydney 2000 and IOC expert

Mr Enrico FRASCARI, Turin 2006

Mr Patrick GLISSON, Atlanta 1996 and IOC expert

Mr Alexis ILIADIS, Athens 2004

Mr Sotiris KOUGIOUMTZOGLOU, Athens 2004

Mr Lluís MILLET, Barcelona 1992

Mr Tetsuo OYAMA, Nagano 1998

Mr Ferran PASTOR, Barcelona 1992 and IOC expert

Mr Segar REDDY, Sydney 2000

Mr David RICHMOND, Sydney 2000

Mr Paolo ROTA, Turin 2006

## 7 Acknowledgments

Mr Jim SLOMAN, Sydney 2000  
Mr Svend STRAND, Lillehammer 1994  
Mr Phillip TULLY, Sydney 2000  
Mr Wang WEI, Beijing 2008  
Mr Shu'an YANG, Beijing 2008

### Experts

Mr Jonathan ALFORD, transport  
Mr Jerry ANDERSON, venues  
Mr Luciano BARRA, general  
Professor Philippe BOVY, transport  
Mr Tom CISEWSKI, accreditation  
Dr Paulin DJITE, languages  
Mr Anthony EDGAR, publications and languages  
Mr Bob ELPHINSTON, sport and venues  
Mr Paul FOSTER, Olympic Family  
Mr Xavier GONZALEZ, Paralympic Games  
Ms Suzy GRIERSON, look  
Ms Di HENRY, torch relay  
Mr Rick LUDWIG, finance  
Mr Richard PALFREYMAN, press  
Mr Steve PARRY, press  
Mr Jonathan PEPPER, languages  
Mr Donald PRITCHARD, food services  
Mr Manolo ROMERO, broadcasting  
Mr Anthony SCANLON, human resources  
Mr Hugo STEINEGGER, press  
Mr Petter SYVERUD, finance  
Mr Grant THOMAS, venues and transport  
Mr Miquel TORRES, finance  
Ms Patsy TRETOWAN, medical services

### Miscellaneous

BRAINBANK ("Public Suggestions")





## 7 Acknowledgments

### IOC Administration

We would like to thank all the IOC directors and members of the IOC administration who helped with the Commission's work. Special thanks go to the following people:

Mr Gilbert FELLI, Executive Director

Mr Philippe VERVEER

Mr Philippe FURRER

Mr Arno WOLTER

Dr Lisa HINDSON

Ms Nolvenn LAINE

Ms Emma FUSZARD



## 8 Annexes



Annex A

Sample of summary version of recommendations

Olympic Games Study Commission

Annex 1: Recommendation (Sample)

Idea Title and Summary	Impact
<p><i>Venues and Facilities:</i> <b>Maximise temporary installations over permanent construction, especially where legacy requirements are less than Games requirements (2.6)</b></p> <p>IOC bid manual/questionnaire and IOC Venue Guidelines to adopt principles: I) use existing venues where possible; ii) if legacy need exists, build new permanent facility; iii) if no legacy need exists, use temporary venue solution.</p>	<ul style="list-style-type: none"> <li>• Cost saving of <b>USD 21 million</b> to construct temporary field hockey venue compared to permanent (hypothetical example). Typically, temporary cost is 30-50% lower than permanent.</li> <li>• Complexity ↓</li> <li>• Size ↓</li> </ul>
<p><i>Service Levels:</i> <b>Reduce the number of TV sets with CATV (5.21-22-23)</b></p> <p>The number of monitors with CATV can be cut in areas such as: staff break areas, dining areas and lounges. Numbers can be reduced in press stands for some sports. In Media Villages, TV sets with CATV may be available only in common areas instead of every room as today. Such a service in each room may become a rate card item.</p>	<ul style="list-style-type: none"> <li>• Based on numbers of TV sets in Salt Lake City and Athens, a 10%-20% reduction would allow a cost saving of:                         <ul style="list-style-type: none"> <li>- Winter: <b>USD 250,000 to 500,000</b></li> <li>- Summer: <b>USD 900,000 to 1,800,000</b></li> </ul> </li> <li>• Complexity ↓</li> <li>• Size ↓</li> </ul>
<p><i>Service Levels:</i> <b>Reduce film/disk transport system (5.24)</b></p> <p>With the widespread use of digital photography, anyone working to a deadline works with digital and sends their pictures from the venues via landlines or wireless. As a consequence, OCOGs should be required to transport films/disks only once per session, at its close.</p>	<ul style="list-style-type: none"> <li>• Based on the Sydney budget for film/disk transport system of about USD 700,000, it is estimated that <b>USD 500,000</b> can now be saved.</li> <li>• Complexity ↓</li> <li>• Size ↓</li> </ul>
<p><i>Service Levels:</i> <b>Set quota for equipment technicians at Winter Games (4.7)</b></p>	<ul style="list-style-type: none"> <li>• Cost saving <b>USD 2,070</b> per person not attending</li> <li>• Complexity ↓</li> <li>• Size ↓</li> </ul>
<p><i>Venues and Facilities:</i> <b>Reduce cost and build-out of Olympic Family Lounges which are typically sized for medal rounds; plan to accommodate average attendance (2.29)</b></p>	<ul style="list-style-type: none"> <li>• Cost saving of <b>USD 10-15,000</b> per venue based on Salt Lake City costs for a 10-15% size reduction.</li> <li>• Complexity neutral</li> <li>• Size ↓</li> </ul>

*Annex B*

*Sample of a detailed recommendation sheet*

**THEME 3: Venues and Facilities**

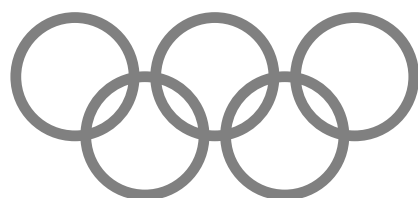
**IDEA No. 2.6**

<p><b>TITLE</b></p>	<p><b>Maximize temporary installation over permanent construction especially where legacy requirements are lower than Games requirements</b></p>
<p><b>DESCRIPTION</b></p>	<ul style="list-style-type: none"> <li>● Olympic Games requirements for many sports are typically far greater than a city’s legacy requirements.</li> <li>● Temporary commodities are available in sufficient quantity and quality to use for venues or enhancement of venues.</li> <li>● Bid and host cities tend to select permanent solutions for competition and training venues in their quest to satisfy IFs and be selected to host the Olympic Games.</li> <li>● IOC should define in its IOC Venue Guidelines (under development) the following principles for venue selection:             <ul style="list-style-type: none"> <li>- Use existing venues, with refurbishment as required.</li> <li>- If there is a legacy need for a specific sports venue, select a permanent solution, with a design that allows varying capacities.</li> <li>- If there is no legacy need, select a temporary solution.</li> </ul> </li> <li>● IOC, in conjunction with IFs, to list in which sports temporary venues would be acceptable (in cases where there is no existing venue or where legacy needs do not apply).</li> </ul>
<p><b>POTENTIAL BENEFITS</b></p>	<ul style="list-style-type: none"> <li>● Following the principles:             <ul style="list-style-type: none"> <li>- Maximizes use of existing venues.</li> <li>- Supports new permanent construction only if there is a legacy need, thereby avoiding "white elephants".</li> <li>- Promotes and accepts temporary solutions for Games needs.</li> <li>- Supports the concept of sustainable development.</li> </ul> </li> <li>● Temporary construction is significantly cheaper than permanent.</li> <li>● Minimizes issues with permanent construction — venue owners/operators and governments.</li> <li>● Schedule benefits thanks to shorter construction installation period for temporary facilities.</li> <li>● Ongoing maintenance costs for permanent venues would be reduced.</li> <li>● Temporary structures can be re-used for other purposes in other locations over a long period of time.</li> <li>● Temporary methodology maximizes opportunity to match seating requirements to ticket revenue potential.</li> </ul>

## Annex B

### Sample of a detailed recommendation sheet

<p><b>FINANCIAL BENEFIT</b></p>	<p>Temporary construction represents 30-50% of the cost of permanent construction. Some examples are:</p> <ul style="list-style-type: none"> <li>● Hypothetical cost analysis for field hockey venue:</li> <li>● Permanent: USD 32,500,000</li> <li>● Temporary: USD 11,180,000</li> <li>● Buildings (USD 87-110/sq ft) vs. tents (USD 17/sq ft)</li> <li>● Toilets (USD 200/sq ft) vs. portaloos (USD 6-12/sq ft)</li> <li>● Permanent stand seating (USD 200-240/seat) vs. temporary stands (USD 60-175/seat)</li> <li>● Buildings (USD 87-110/sq ft) vs. trailers (USD 30/sq ft)</li> <li>● Locker rooms (USD 150/sq ft) vs. trailer locker rooms (USD 30/sq ft)</li> <li>● Building (USD 87-110/sq ft) vs. rental (USD 1.45/sq ft)</li> <li>● Sydney 2000 Beach Volleyball temporary venue cost AUD 11 million, compared with projected cost of AUD 25 million for a permanent venue.</li> </ul> <p>Maintenance and operating costs would be eliminated. Examples of two Salt Lake City venues annual operating/maintenance costs are:</p> <ul style="list-style-type: none"> <li>● Utah Olympic Park USD 3,370,000</li> <li>● Utah Olympic Oval USD 2,760,000</li> </ul> <p>Re-use of temporary structures allows cost to be amortized over the period of use.</p> <ul style="list-style-type: none"> <li>● A supplier re-used equipment from Sydney for Salt Lake, saving approximately 50%.</li> </ul>
<p><b>POTENTIAL RISKS</b></p>	<p>Supply market for temporary commodities is still limited in some areas.</p>
<p><b>IMPLEMENTATION</b></p>	<ul style="list-style-type: none"> <li>● Include principles in IOC Venue Guidelines, IOC Applicant and Candidate City Manuals.</li> <li>● Evaluation criteria for selection of Applicant and Candidate cities to weigh legacy use appropriately.</li> <li>● Operational feasibility: high</li> <li>● Political feasibility: medium</li> </ul>
<p><b>ACTIONS REQUIRED BY IOC</b></p>	<ul style="list-style-type: none"> <li>● IOC Venue Guidelines — Games Operations Department to coordinate</li> <li>● IOC Applicant and Candidate City Manuals — Candidate City Relations to coordinate</li> <li>● IF Requirements — Sport and IF Relations to coordinate.</li> <li>● IOC Evaluation Commissions to apply principles.</li> </ul>
<p><b>INFO SOURCE / AUTHOR OF IDEA</b></p>	<p>Authors: Lisa Hindson, Jerry Anderson, Bob Elphinston</p>



**INTERNATIONAL OLYMPIC COMMITTEE**

CHATEAU DE VIDY  
C. P. 356  
CH - 1007 LAUSANNE / SUISSE  
TEL. (41.21) 621 61 11  
FAX (41.21) 621 62 16  
[WWW.OLYMPIC.ORG](http://WWW.OLYMPIC.ORG)