

**THE OLYMPIC GAMES:  
LESSONS FOR FUTURE HOST CITIES**

by

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## **Dedication**

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To my parents, who encouraged and developed my love for sport. Thank you for your support and for attending all my games and regattas.

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## **Abstract**

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In 1896 the first modern Olympic Games occurred in Athens, Greece, in large part due to the passion and dedication of one man, French educator Pierre de Coubertin. His goal was to bring sport to the world by bringing athletes together to compete. Concurrently the International Olympic Committee was formed. Its primary role was to select the cities that would host the Olympic Games.

Throughout the 20<sup>th</sup> century the Olympic Games have grown to gigantic proportions and have become extremely sophisticated since their inception over 100 years ago. The role that a city plays in hosting the Games is vital, as the impacts from the Games are significant. Initially, cities that hosted the Games were required to provide basic lodgings and services, but as the Olympics grew, particularly after World War II, the Games required more intense planning and organization. As the importance of the Games grew so too did the political and financial involvements. The Games have been a target of terrorism, political statements and more recently of corporations and sponsors. As the Olympic Games have progressed, each new Games has built on the experience of those which preceded it. For some host cities, Olympic Games provide both the opportunity and the means by which they may revitalize, enhance and promote themselves internationally.

The intent of this thesis is to examine five cities that have previously hosted the Olympic Games and to draw planning lessons from each. The Olympic cities that have been chosen are: Montreal, Canada, 1976; Barcelona, Spain, 1992; Lillehammer, Norway, 1994; Atlanta, United States, 1996 and Sydney, Australia, 2000. Each case study will be broken down into four categories, they are: the political and administrative structure, physical and social planning, financial planning and strategy and the multiplier effects. The case studies will provide the raw material from which a number of observations and insights will be developed. It is intended that these might contribute to the planning process for future Olympic host cities.

## **List of Abbreviations**

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<b>ACOG</b>	Atlanta Committee for the Olympic Games
<b>CMHC</b>	Canada Mortgage and Housing Company
<b>CNN</b>	Cable News Network
<b>COA</b>	Canadian Olympic Association
<b>CODA</b>	Corporation for Olympic Development
<b>COJO</b>	Comité Organisateur des Jeux Olympiques
<b>COOB</b>	Comite Organitzador Olimpic Barcelona
<b>FLQ</b>	Fédération Libération Québec
<b>HOLSA</b>	Olympic Holding Company in Barcelona
<b>HOV</b>	High Occupancy Vehicle Lanes
<b>IF</b>	International Federation
<b>IOC</b>	International Olympic Committee
<b>LOOC</b>	Lillehammer Olympic Organizing Committee
<b>MARTA</b>	Metropolitan Atlanta Rapid Transit Authority
<b>MAOGA</b>	Metropolitan Atlanta Olympic Games Authority
<b>NOC</b>	National Olympic Committee
<b>OCA</b>	Olympic Co-ordination Authority
<b>OCOG</b>	Olympic Committee of the Olympic Games
<b>OIB</b>	Olympic Installations Board
<b>OM</b>	Olympic Movement
<b>OTIS</b>	Olympic Transportation Information System
<b>SOCOG</b>	Sydney Olympic Organizing Committee
<b>TDM</b>	Transportation Demand Management
<b>TMS</b>	Traffic Management System
<b>USOC</b>	United States Olympic Committee
<b>VOSA</b>	Vila Olimpica Societat Anonima
<b>Zarolega</b>	Montreal firm awarded contract to build the Olympic Village

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I would like to thank my committee, Michael Poulton and Grant Wanzel, for their advice and guidance. As well, Dorothy Leslie for her kindness, patience and sense of humour.



# **Chapter 1**

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## **1.1 Introduction**

### *Aim*

The Olympic Games is an event that requires much planning and organization on behalf of the host city. No matter where the Games are held, years of preparation and a long-term vision are required. It is the years of planning prior to the 17-day event and the years that follow that make the Olympic Games one of the largest and most difficult planning challenges in the world today. The manner in which a city prepares for the Olympics is reflective of its own political and financial situation. Yet, there are commonalities from which organizers and planners alike may learn when planning future Games. Since the advent of the modern Olympiad, the organization for each Olympic Games has built progressively upon the last. Therefore, it is past experience that helps to define future Games and the manner in which future cities will host the Olympics. Holding the Olympic Games provides the basis from which a city may revitalize, enhance and promote itself internationally.

The intent of this thesis is to examine five cities that have previously hosted the Olympic Games and to determine planning lessons from each. Through these lessons and issues, a set of observations and implications will be drawn that are intended to offer insights into the planning process involved in preparing for the Games.

### *Approach*

This thesis takes the form of a series of five case studies with each followed by observations, implications and conclusions that were drawn from the case study analysis. The five case studies cover a mix of both summer and winter experiences and include the Olympic venues of: Montreal, Canada 1976; Barcelona, Spain, 1992; Lillehammer, Norway, 1994; Atlanta, United States, 1996 and Sydney, Australia, 2000. The experience of each Olympic city will be analyzed with respect to several criteria,

including: the political and administrative structure, physical and social planning, finances, and the outcomes or multiplier effects that have come about as a result of the Games. Each city was chosen for its geographic location, the date of the Games it has hosted and the lasting impact of the Games on the city.

After analyzing each of the case studies, a number of observations will be made, which in turn may offer insights into planning future Games. It will also be noted that many valuable lessons can be gained from examining past challenges that cities and organizers have had to face. Such lessons and experiences may contribute to informed decision-making with the intention of avoiding negative impacts and disappointments for future Olympic Games and their host cities.

## **1.2 Setting the Scene**

In the autumn of 1996, an International Symposium on the Olympic Games and Olympic Villages was held in Lausanne, Switzerland. The Symposium focused on the major challenges of organizing the Olympics. The intention of the Chair of the Symposium was to encourage contact between the international university community and the Olympic family: committees, federations, host cities and candidate cities.<sup>1</sup> At the opening of the seminar the Chairman stated

“We are fully aware of the fact that the organizational complexity of Olympic Games in post-industrial society places wide-ranging planning demands on their organizers in terrains as complex and varied as information technology and telecommunications, town planning, security, transportation, the media, medicine, mass participation and cultural events.”<sup>2</sup>

The International Chair on Olympism went on to acknowledge that the modern era with all its complexities has turned the Olympic Games “into a laboratory like no other on Earth for the prospective interpretation not only of sport but of modern society as a whole.”<sup>3</sup>

Once the International Olympic Committee (IOC) has selected a city to host the Olympic Games, the attention of the world is focused on that one city. As technology and science continues to become more sophisticated, cities aspire to a certain international standard. This is both challenging and exciting as the expectations of both the athletes and spectators is very high. The pressure a city experiences to create a world class sporting event in a relatively short and intense period of time creates a heavy financial and planning burden. Inevitably, for better or for worse, an urban transformation begins, for the citizens of the host city.

### **1.3 The Importance of Planning**

The need for planning for the Games is crucial. Many undercurrents within a city come to the surface through the intensive planning required when an event such as the Olympics looms in the future. For many cities, it is the political history and administrative structure that plays both a substantial and symbolic role in preparing for the Games. Much attention should also be given to cultural and environmental concerns. If conscientious planning is applied, cities are able to use the Games to promote and protect these priorities. As well, the financial investment is extreme and is always a key component for cities. Richard Cashman discusses such expansive responsibility in his book *Staging the Olympics*. He writes

A mega-event can potentially achieve many results for a city beyond economic benefits. These could include an increase in public participation in civic affairs, an enhanced sense of community (spirit of the Games) and increased cross-cultural interactions...a way for further entrenching and expanding community participation in planning [in Sydney]. Olympic Games preparations could enrich our planning systems, which are facing entrepreneurialist pressure of economic globalization.<sup>4</sup>

The term “Olympic urbanism” has been used to describe the urban transformation that occurs in host cities. It comes about when cities decide upon the design and infrastructure needed for the duration of the Games and when the organizers determine the purpose those athletic venues and villages will serve after the Games are completed.<sup>5</sup>

Cities that have hosted the Games have commonly used two methods to deal with the event. One approach has been the renovation of existing spaces currently serving related purposes. The second has been the revitalization of decrepit urban areas within the city. Whatever the method adopted by a host city, it must consider all possibilities and outcomes and then choose the approach that will best promote and benefit the city. The effect of the Olympic Games is enormous, therefore it is imperative that city organizers and politicians take into consideration the significant financial and social commitment that it takes to host an event such as this. As John J. MacAloon wrote in *This Great Symbol*,

The faces of entire cities have been permanently altered by the Games and the impact of an Olympics on regional and national economies is now prodigious. At Montreal, the debt alone exceeded \$1 billion, if capital expenditures are included. The total worldwide economic exchange occasioned by an Olympic Games is in the billions.<sup>6</sup>

## Endnotes

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<sup>1</sup> Miquel de Moragas, Montserrat Llines, and Bruce Kidd, (ed.) *Olympic Villages: A Hundred Years of Urban Planning and Shared Experiences* (Barcelona: Autonomous University of Barcelona, 1997), 11.

<sup>2</sup> De Moragas, Llines & Kidd, (ed.), 11.

<sup>3</sup> De Moragas, Llines & Kidd, (ed.), 11.

<sup>4</sup> Cashman, Richard and Anthony Hughes (ed.) *Staging the Olympics: The Event and Its Impact* (Sydney: University of New South Wales Press Ltd. 1999), 31.

<sup>5</sup> De Moragas, Llines and Kidd, (ed.), 28

<sup>6</sup> MacAloon, John J. *This great symbol: Pierre de Coubertin and the origins of the modern Olympic Games* (Chicago: University of Chicago Press, Chicago, 1981), 8.

## **Chapter 2**

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### **2.1 Development of the Olympic Games**

#### *Uncertain Beginnings*

The first modern Olympic Games took place in Athens, Greece in 1896 and were officially opened by King Constantine. The Games were the passion of Pierre de Coubertin, a French educator who tirelessly dedicated his life to the organization of the Olympic Games. Since the inaugural Games, the Olympics have been held every four years with the exception of 1916, due to World War I, 1940 and 1944 due to World War II. There was one change in the pattern of the Games when in 1994 the Lillehammer, Norway, Winter Games were held two years after the previous summer and winter Games, thereby establishing a pattern of alternating every two years between summer and winter Olympic Games.

The first Olympic Games in Athens were host to 311 athletes from 13 different countries, with an audience in excess of 80,000.<sup>1</sup> The majority of people thought Athens had successfully hosted the Games and that it “had given the most brilliant start to the history of the modern international Olympic Games.”<sup>2</sup> Prior to the Games, Athens had been apprehensive about hosting such an event. Many city officials felt that Athens did not have the required resources or the funds to build any new infrastructure or facilities. In a report written by Pierre de Coubertin, one of the officials is quoted as stating that “the city’s resources were not equal to the demands that would be made upon them, nor would the government consent to increase facilities.”<sup>3</sup> The financing and the manner in which money was gathered for the Athens Games reflect what happens with many of the Olympic Games today. In Athens at the time, citizens of some financial means contributed to the elaborate decorations of the city. De Coubertin continued “wealthy citizens who had made fortunes at a distance liked to crown their commercial career by some act of liberality to the mother-country... It was easy to obtain from private individuals what the state could not give.”<sup>4</sup> Unfortunately, the Athens Games had not

established a strong enough platform for future Games to build upon, as the Paris and St. Louis Games soon indicated.

Pierre de Coubertin and members of the newly formed International Olympic Committee (IOC) considered the 1900 Paris Games and the St. Louis Games to be “sporting disasters”. This was a result of holding the World’s Fair simultaneously with the Games. The following Olympics were held in 1908 in London, England, where pressure was placed on the city and its organizers to revitalize the Games. Hope was placed on the “British with their prodigious organizational skill and keen sense of ritual to provide stability and credibility to the Olympic Movement.”<sup>5</sup>

By 1912, in Stockholm, the summer Games had begun to strengthen and by 1927 there was a noticeable increase in participation and interest. The Games in Stockholm had introduced for the first time competitions in art and culture as a means to attract more visitors and outside interest. By 1912 it was obvious that the “Olympic Games had ceased to be ‘games’ or an ideal place in which to play.”<sup>6</sup> In 1924, Paris held the summer Games for the second time and provided the first example of improvement and lessons learned from previous Olympics. Meanwhile, the winter Games were held for the first time in the same year in Chamonix, France.

Between the years of 1928 and 1945, the “Olympic Games emerged as a significant international phenomenon.”<sup>7</sup> In particular the 1936 Games in Berlin were the first example of the increasing “appeal of international sport and more profoundly, the political uses to which it could be put.”<sup>8</sup> Germany used the 1936 Olympics as a tool to focus on sport and thereby to quell international concern regarding the negative aspects of Hitler’s leadership. As a result Germany made immeasurable gains with regard to patriotic support and international recognition. It was at this point that the Olympic Games made inroads into the possible effects and impacts that it could have upon its citizens, the country and in fact the world. It was considered that

Olympic athletic prowess in both organization and performance increasingly became a measure of national worth, a source of national identity, and an opportunity for international prestige.<sup>9</sup>

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*The Turning Point – “a prelude to gigantism”*

The Games that occurred between the years of 1945 and 1959 were considered to be the “prelude to gigantism.”<sup>10</sup> Neither the technology nor the commercialism had yet to be developed but the Games were gaining much international recognition. As well, cities were beginning to realize how it was possible to make the Olympic Games work in their favour. No longer were the Games simply a place for international athletic competition, they were an opportunity to revitalize a city and promote its image internationally. Not only were the Games of this period a prelude to the intensity of what was to come in terms of pageantry, urban impacts, financial benefits and international recognition, they were also foreshadowing political conflicts and the “East-West enmity that was to color them for years.”<sup>11</sup> The Helsinki Games in 1952 are associated with the Russian athletes who participated in the Games after forty years of not competing. In the end it led to “performances of individual athletes competing for world recognition to a Cold War drama being acted out in the international sports arena by two titans locked in an ideological struggle.”<sup>12</sup>

*New Meaning for the Olympic Games – “era of gigantism”*

The 1960 summer Games held in Rome, Italy hosted a record number of athletes, totalling 5,902 individuals from 84 different countries. These Games and facilities were considered to be the “most ornate, dramatic, and lavish facilities ever built”<sup>13</sup> to that point in Olympic history. It was the start of the “era of gigantism” where host cities spent large amounts of money on the design and construction of the Games. The Games in Rome cost approximately \$400 million and for the first time television rights were sold for an extraordinary \$1.2 million. Tokyo followed the same format in 1964, where the summer Games were nicknamed the “Science Fiction Olympics”. Planning and design were certainly developing an unprecedented role during the years of preparation prior to hosting the Games. This was very apparent in Tokyo, where “a new city was being born just to accommodate the Olympic Games.”<sup>14</sup> Within this same generation of “gigantic” Olympics, Mexico City, Munich and Montreal were examples of lavish architecture and excessive spending. In Mexico City for example, the decision to spend \$500 million



sparked several demonstrations between the citizens and the authorities, which resulted in 267 deaths and 1,200 injuries.

By now the Olympics had become an industry in which those involved, such as the International Olympic Committee members, were becoming increasingly concerned with the huge amounts spent in applying and preparing for the Olympic Games. For the first time, when Los Angeles was awarded the Games, a host city was not held entirely financially responsible for the cost of hosting the Olympics. The Los Angeles Games became known as the “Corporate Games” because the sale of television rights for approximately \$225 million provided for almost 45% of the \$500 million budget required for hosting the event.<sup>15</sup>

The Games are now so expensive to host that sponsorship and advertising have begun to play a far larger role. As a result, the Olympics have come to symbolize the globalization and commercialism that is occurring throughout the world today. The danger in this is that the original intention of the Games is jeopardized. It is through the combined efforts of the IOC and the host city that such marketing is kept under control and that the Olympics are not made into a global advertising event.

## **2.2 Olympic Villages and Urban planning at the Olympic Games**

### *The History*

The range of urban transformations experienced by cities in the developed world throughout the 20<sup>th</sup> century has largely revolved around the celebration of urban mega-events. Universal Expositions and the Olympic Games are two obvious examples of these processes. With regard to Olympic urbanism in particular, the construction and subsequent re-use of the welcome and accommodation Villages represent a specific case of urban transformation with two options: the renovation of space already occupied and the creation of new urban territory.<sup>16</sup>

There are a number of reasons why Olympic Villages play an important role in the Olympic Games. Throughout the past century the Olympic Village has increased its importance in the planning of the Games and the role it plays once the Olympic Games are completed. The Village becomes a specific urban entity unto itself as it is a place where the athletes relax, socialize and sleep. It has become more sophisticated over the years, to the extent that there are entertainment centres, retail areas and recreational rooms. The Olympic Village is viewed by some as a small city that can function on its own. In some cases, as with Homebush Bay in Sydney, Australia, it has a planned life as a new suburb after the completion of the Games.

Throughout the 20<sup>th</sup> century the Olympic Village has played a significant role in its development within the city, its planning, and its management.<sup>17</sup> Ideally, the Village should reflect the city in which it is located and reflect the politics of the time, the advancing technology and the spirit of the city. In other words, the Village should exemplify the end result of planning and ultimately the vision of the city may be identified through the way in which the Village integrates itself with the surrounding urban environment.

*1896-1930*

In the early years, no effort was made to house the athletes collectively. Often, visiting countries would try to find accommodation at local hotels, schools, and in some cases even the ship on which the delegations had travelled. During the conferences held before the 1924 Olympics in Paris, the idea of the Olympic Village was first introduced. The first attempt at a village occurred in Paris, where sets of barracks were used near the Colombes stadium, and where services such as mail and telegraphs were provided.

*1930-1956*

Two years before the Los Angeles Olympics in 1932, a congress was held in Berlin, Germany where more thought was devoted to creating an Olympic Village. Representatives from the Olympic Committee advanced a proposal whereby athletes would only have to pay \$2 a day for meals and accommodation, and would receive a 20% discount on transatlantic tariffs and a 40% discount on state railways. At the same time, the event provided the opportunity for increased housing development and to create jobs for those who were unemployed as a result of the stock market crash in 1929. The Olympic Village was made out of repetitive single barrack type homes laid out in an oval fashion.<sup>18</sup> The village for the Berlin Games in 1936 was the Doberitz military camp that was located 14 km away from the Olympic facilities.



**Figure 2.1:** 1932 Los Angeles Olympic Village<sup>19</sup>



**Figure 2.2: 1936 Berlin Olympic Village - Overview<sup>20</sup>**

London, England was host to the next Olympics in 1948 where it was very difficult to meet demands, as food and accommodation had been in short supply since the end of the War. To meet the needs of the athletes and members of the delegations, accommodations were found in a number of locations ranging from air force bases to local schools. Since the athletes were so spread out, a number of problems arose, one of which was transportation. Despite the many efforts of planners and engineers in attempting to alleviate traffic congestion, transportation remains an issue as was evident in the Atlanta Games in 1996

The 1952 Helsinki Games featured the first post World War II Village to be built specifically for the athletes. All other members of the teams, coaches, trainers, etc., had to stay at local hotels in the area. After the Games, the housing for the athletes was used for a state housing programme and increased the city's housing stock by 841 units.<sup>21</sup> For the following Games in 1956 in Melbourne, Australia, a small village in the suburb of Heidelberg was built and a second one for the participants in the rowing and canoeing events.



**Figure 2.3: 1952 Helsinki Olympic Village<sup>22</sup>**

### *1960-2000*

The 1960 Games in Rome were the first where the Olympic Village was incorporated into the city.<sup>23</sup> What this presented was a new role for urban planning and the responsibilities that accompanied it, and planners therefore had to consider how to incorporate sport and recreation into everyday urban life. The Olympics and the Village played a dual role; one for the athletes and their accommodation throughout the Games, and the other as a residential facility when the Games were over. It is the Villages of the Games that are “important elements not only within Olympic urbanism but also within town planning.”<sup>24</sup>

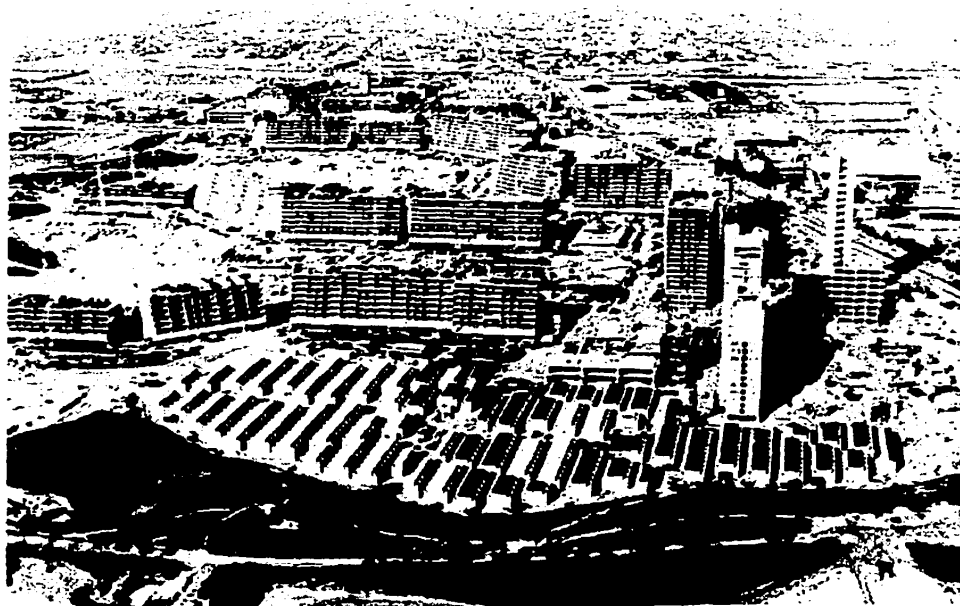


**Figure 2.4: 1960 Rome Olympic Village<sup>25</sup>**

The three Olympic Games that were hosted throughout the 1960s, in Rome, Tokyo, and Mexico City, Mexico, took place in cities typical of metropolitan centres that were rapidly expanding at a regional scale. These vast cities and the increasing dominance of the Olympic Games created

the perfect opportunity to undertake urban development operations in such a way that the investment in infrastructure, like roads and motorways, was greater than for previous Games. The Olympic Villages built were approached then, especially in Rome and Mexico, as residential fabric expansion operations.<sup>26</sup>

The common characteristic of the two Olympic Games in the 1970s, Munich and Montreal, was the manner in which they located their facilities and villages within the city. The similar approaches taken by the two cities “reinforced the very centre of the city, with avant-garde architecture as supporting urbanism.”<sup>27</sup> The remarkable aspect of these approaches is how they were able to insert themselves completely into a very established urban fabric and introduce new and very large pieces of architecture, in the form of athletic facilities and accommodation.



**Figure 2.5:** 1972 Munich Olympic Village<sup>28</sup>

Moscow in 1980, on the other hand, incorporated the village into its Development Master Plan that was put into effect between the years of 1971 and 1990. The Olympic Village was built in an area that was an urban extension of the city. In 1984, in contrast to the new development that had occurred at the previous Moscow Olympics, Los Angeles decided to minimize costs by using existing dormitories at the nearby universities. Los Angeles was able to do this because it had already built 17 out of the 23 venues. The desire was to maximize the use of existing facilities and to minimize spending on infrastructure. The goal was to keep the Games more reasonably economical and the City acted accordingly, in response to the financial extravagance that had occurred in Munich and Montreal.



**Figure 2.6:** 1980 Moscow Olympic Village<sup>29</sup>

Seoul, Korea (1988) and Barcelona, Spain (1992) shared two similar concepts and approaches to the Games and the Villages. The first was urban and economic development of the city to encourage internationalization and globalization. The second was to recover and re-vitalize various elements that had remained stagnant over the years due to those countries' political histories.<sup>30</sup> The 1996 Games were held in Atlanta, USA and the approach taken there was similar to that of Los Angeles. The City had a number of the facilities already built and the athletes were housed at the universities that were located within the 3 km Olympic Ring. The Olympic Ring was the area centred around Atlanta's downtown that contained the majority of the Olympic venues.



**Figure 2.7:** 1988 Seoul Olympic Village<sup>31</sup>

Finally, the 2000 Sydney Olympics offered what perhaps is the most sophisticated and advanced Olympic Village to date. With the environment now playing a key role in the making of many Olympic decisions, it is important to promote environmental responsibility. A new suburb was designed and built in Homebush Bay, just outside of Sydney. Unlike the Games in the 1970s, where the venues and accommodation took place directly within the urban centre, building a new suburb offered an opportunity for city planners to create a higher quality housing stock that was both environmentally sound and affordable.

#### *Post-Olympic Villages and their Role in the City*

Through surveying the generations of Olympic Villages, it can be concluded that each Village has reflected the politics of its time and place. Furthermore, the amount of required planning grew through the century. From the 1960s onward, there have been many debates concerning Olympic Villages and their usefulness in the city after the Games. The International Architect's Union and Olympic organizations have decided that the Villages are to have two purposes. The first is to give adequate temporary accommodation to the athletes and the second purpose is that each host city must describe in detail the role that the village will play after the Olympic Games are over. It was not until after the Mexico and Munich Games that an international consensus was reached



and shared by the IOC to consider the post-Olympic use of the Village as a determining factor for both the design and structure of the projects.<sup>32</sup>

The Olympic Games and the Village inevitably reflect on the host city and those who are involved in their planning and decision-making. Unlike the other venues that are built, the Village often has a less predictable future after the completion of the Games. Throughout the preparation years, planners and organizers decide the purpose of the Village and the role it will have in the city once the Games are over. The Village is important in that it can also alleviate housing shortages or issues. As well, it may provide new housing options for low-income residents within the city. It is essential that an effort is made to predict the real estate market, as once the Games are complete the intended post use of the Village is not adversely affected and the units are put to their intended use. The Olympic Village has developed into a sophisticated part of the Olympic Games and the years afterwards, as Fancesc Manuel Munoz wrote,

The Olympic Village, in its historical evolution, has gradually changed as a specific item and has also transformed its relationship with the Olympic complex on the one hand and the city on the other.”<sup>33</sup>

## Endnotes

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- <sup>1</sup> Chu, Donald, and Jeffrey Segrave. *The Olympic games in transition*. (Champaign: Human Kinetics Books, 1988), 171.
- <sup>2</sup> Chu and Segrave, 172.
- <sup>3</sup> Chu and Segrave, 180.
- <sup>4</sup> Chu and Segrave, 180.
- <sup>5</sup> Chu and Segrave, 173.
- <sup>6</sup> Lucas, in *The Olympic games in transition*, 95.
- <sup>7</sup> Chu and Segrave, 173.
- <sup>8</sup> Chu and Segrave, 173.
- <sup>9</sup> Chu and Segrave, 173.
- <sup>10</sup> Lucas, in *The Olympics games in transition*, 137.
- <sup>11</sup> Chu and Segrave, 174.
- <sup>12</sup> Chu and Segrave, 174.
- <sup>13</sup> Chu and Segrave, 174.
- <sup>14</sup> Chu and Segrave, 174.
- <sup>15</sup> Chu and Segrave, 175.
- <sup>16</sup> Munoz, Fancesc Manuel. "Historic Evolution and Urban Planning Typology of Olympic Villages." *Olympic Villages: Hundred Years of Urban Planning and Shared Experiences*. (Barcelona: Autonomous University of Barcelona, 1996), 27.
- <sup>17</sup> Munoz, 27
- <sup>18</sup> Munoz, 30
- <sup>19</sup> De Moragas, Llines and Kidd, (ed.) "Historic Evolution and Urban Planning Typology of Olympic Villages." *Olympic Villages: Hundred Years of Urban Planning and Shared Experiences*. (Barcelona: Autonomous University of Barcelona, 1996), IOC/Olympic Museum Collection, 59.
- <sup>20</sup> De Moragas, Llines and Kidd, (ed.), IOC/Olympic Museum Collection, 61.
- <sup>21</sup> Munoz, 33.
- <sup>22</sup> De Moragas, Llines and Kidd, (ed.), IOC/Olympic Museum Collection, 64.
- <sup>23</sup> Munoz, 33.
- <sup>24</sup> Munoz, 34.
- <sup>25</sup> De Moragas, Llines and Kidd, (ed.), IOC/Olympic Museum Collection, 65.
- <sup>26</sup> Munoz, 34.
- <sup>27</sup> Munoz, 35.
- <sup>28</sup> De Moragas, Llines and Kidd, (ed.), IOC/Olympic Museum Collection, 68.
- <sup>29</sup> De Moragas, Llines and Kidd, (ed.), IOC/Olympic Museum Collection, 72.
- <sup>30</sup> Munoz, 37.
- <sup>31</sup> De Moragas, Llines and Kidd, (ed.), IOC/Olympic Museum Collection, 75.
- <sup>32</sup> Munoz, 48-49.
- <sup>33</sup> Munoz, 50.

## **Chapter 3**

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### **3.1 The International Olympic Committee & the Selection Process**

The International Olympic Committee (IOC) is an international non-governmental organization that “conducts, promotes and regulates the modern Olympic Games.”<sup>1</sup> One major role of the IOC is to decide where the Olympic Games are to be held. To assist it in its decision, the IOC requires each city that applies to host the Games, to go through a series of steps and procedures. The IOC must consider a number of factors so that it can make the most informed and appropriate decision both for the athletes and the city hosting the Games. This is achieved through the development of a candidature file and a series of visits by representatives of the IOC. The candidature file presents the opportunity for an applying city to describe its past history, its political situation past and present, how the city intends to finance the event and any physical planning or new infrastructure that may be required for the Games

### **3.2 Background to the International Olympic Committee**

The Olympic Games and the ideals of the Olympic Movement came into existence as a result of Pierre de Coubertin and his effort in forming the International Olympic Committee (IOC). Presently, it consists of over 100 members who are responsible for selecting the cities who will host the Olympic Summer and Winter Games.<sup>2</sup> At the turn of the 20<sup>th</sup> Century, the IOC had only 15 members and Pierre de Coubertin was the acting President. It was crucial to de Coubertin that this first group of fifteen men value internationalism above nationalism. The members of the 1894 Committee, along with all subsequent members, were not considered representatives of their respective countries to the IOC; rather, they were members of the IOC to the nations of the world.<sup>3</sup> While it was desirable at the time that the IOC members have a certain amount of wealth, it was required by Coubertin that the members were to have no known political connections. This was intended to help maintain the committee’s values and continue to maintain a sense of internationalism.<sup>4</sup>

De Coubertin believed in two ideals that were to inspire the members of the IOC and all future members: the belief in the Olympic Movement and the concept of modern Olympism. The Olympic Movement consists of the IOC, the International Sports Federation (IF), National Olympic Committees (NOC), as well as other organizations and institutions that are recognized by the IOC, all of which are intended to promote Olympism.

### **3.3 Concerns Associated with Previous Olympic Games**

When Lord Killanin, became President of the IOC in 1972, he had several concerns regarding the lack of interest by cities to host the Games. In 1970 for example, only four cities had submitted applications to host the winter Games. They were Denver, USA; Sion, Switzerland; Tampere, Finland and Vancouver, Canada. The summer Games had fewer prospects when only 3 cities applied; Montreal, Canada; Moscow, former U.S.S.R. and Los Angeles, USA.<sup>5</sup> In 1974 at the 74<sup>th</sup> IOC Session in Vienna, the only candidate for the 1980 winter Games was Lake Placid. Moscow and Los Angeles were competing again for the 1980 summer Games. For the 1984 summer Games Los Angeles was the only candidate to apply. Similarly, only three cities: Sarajevo, the former Yugoslavia; Sapporo, Japan and Goteborg, Sweden had applied for the winter Games of the same year.<sup>6</sup>

#### *International Politics*

There are a number of reasons for the lack of interest of cities in hosting the Olympic Games during the 1970s. For example, the two oil crises drove the world economy into a recession leaving many nations incapable of hosting the Games. Also, political groups were beginning to take advantage of the international recognition that the Olympic Games received. In Munich at the 1972 Games, terrorists attacked Israeli athletes in the Olympic Village, with the inevitable and necessary result of a substantial increase in the cost of security. The following Games also fell victim to political issues. In 1976, South Africa still had a policy of apartheid, resulting in many African countries boycotting the Summer Olympic Games in Montreal. The foreign policy of the People's Republic of

China and its effects on the participation of the Republic of China (Taiwan) was becoming a competitive sore point. Throughout all of these international problems, Lord Killanin maintained the idealism of the IOC and refrained from soliciting any particular country to host the Olympic Games. He confirmed this in 1976 stating that the “International Olympic Committee does not in fact look for candidates for the Games, but it is the candidates who apply for the honour of staging the Games.”<sup>7</sup>

### *International Economics and Administrative Structures*

In 1980, Juan Antonio Samaranch became President of the IOC. During his presidency, the shortage of candidate cities became acute. Samaranch made it his goal to raise interest so that cities would want to organize and plan for the Olympic Games. He believed that “it is in the best interest of the Olympic Movement to see as many candidate cities as possible for the Olympic Games in 1992 and we shall work towards this goal.”<sup>8</sup> Because of better economic and political situations in the world, there was indeed an increase of candidate cities. More and more cities had become increasingly aware of “their potential as political and economic actors, right at a time when the development of communication technologies facilitated transnational contacts.”<sup>9</sup> Especially in industrialized countries, many of the municipal and regional authorities began to develop their financial and administrative reputations in order to build “the international contacts deemed necessary for the economic development of the city or region.”<sup>10</sup> Cities realized the potential in hosting the Olympic Games, and that they might benefit from increased revenue, tourism and a stronger domestic economy.

Aware of the “internationalization in the activities of municipal and regional authorities, the competitive strategy of attracting a foreign company, holding a universal exposition or organizing the Olympic Games, in place of rival cities or regions”, was not ignored by the wealthier nations or the IOC.<sup>11</sup> President Samaranch’s diplomacy and understanding of the need to revitalize the Olympic Movement, allowed the Olympic Games to thrive in the 1980s. The success of the Games in Los Angeles was internationally recognized and described as an unprecedented financial success and the 1988 Summer Games in Seoul were considered a political triumph.<sup>12</sup>

### **3.4 Selection of the Olympic City**

#### *Process*

[T]his is the most important decision which the International Olympic Committee has to make every four years... members will consider every aspect of the candidatures so that a correct decision is made.

#### **Lord Killanin and members of the IOC<sup>13</sup>**

Winning an Olympic bid is regarded as the ultimate sports prize, and many cities vie with each other to use the Games to showcase their city. As the Games have become bigger and have attracted greater sponsorship and media coverage, so the bid system has become more elaborate and complicated.<sup>14</sup>

Shortly after the selection of the 1996 Atlanta Olympic Summer Games, President Samaranch became increasingly aware and concerned about the criticism of the IOC by the media. The IOC Executive Board began to study several approaches concerning the way in which the host cities had previously been selected, in order to establish a more effective way to select host cities. As a result the Evaluation Board was established, consisting of members from the IOC, the IF and NOC. It is also known as the Tripartite Evaluation Commission. The IF is an international non-governmental organization that administers one or more types of sport at a world level and other sports organizations at a national level. The mission of the NOC is to develop and protect the Olympic Movement. All the national federations affiliated with the IF's governing sports are included on the programme of the Olympic Games and are members of the National Olympic Committee of their country.<sup>15</sup>

In 1995, the IOC decided to use a pre-selection approach to select the host city for the 2002 Olympic Winter Games. The Tripartite Evaluation Commission was to report to an inner selection panel, where four finalists from the nine candidates would be chosen through consensus rather than by votes. It was believed that the "prerogative and responsibility of the Session in the choice of the host city is thus maintained, and the candidature committees whose proposals are not selected are spared the expense of visits

by many IOC members".<sup>16</sup> The number of finalists chosen is dependent on the number of proposals submitted; therefore, the IOC must encourage realistic candidatures.

The current process of selecting a city for the Olympic Games is a lengthy one that starts with the National Olympic Committees within each country. The NOC controls the Olympic teams in individual nation states and is responsible for advancing a city's expression of interest to the IOC in hosting the Games. The interested city must then submit a candidacy file to the IOC, which is then evaluated by the IOC's Commission of Inquiry. This Commission will then critique each city using a standard form of evaluation, which includes technical merit, environmental considerations, transport, media facilities, security, health and cultural support. The next step requires members of the IOC, particularly the members from the Commission of Inquiry, to visit the potential host cities. Once the members have visited all of the bidding cities, a meeting of the IOC is held to select the city.<sup>17</sup>

#### *Candidature File*

Each city that has indicated interest in hosting the Olympic Games must develop a technical candidature file that is closely studied by the IOC. The applicant city must complete a questionnaire, which consists of requests for information that are divided into 23 different categories (refer to Appendix 1). The reason that the candidate cities are asked to respond fully to all of the 23 sections is to allow the IOC to gain an understanding of the work required by each bidding city to prepare for and host the Olympic Games in the candidate venue. Besides assisting the IOC in its selection of the host city, the file will act as a manual for current and future reference. The file must be completed at least nine months before the IOC decides on the host city.

The eight points that make up the official stages outlined in the Olympic Charter regarding the selection process for the host city can be found in Appendix 2. By-Law 37, which is the sub-section of the Olympic Charter dealing with approval of a city by its National Olympic Committee may be found in Appendix 3.

### **3.5 Conclusion**

The International Olympic Committee faces a challenging task when it decides upon a city that will host the Olympic Games. For each and every Games that have occurred there have been a number of extraneous factors that have ultimately affected the final selection. Most often the decisions reflect the political and economic status, as well as the planning capabilities of a particular nation. Ultimately the IOC wants to base its decision upon the candidature file and the capabilities that a candidate city has demonstrated in preparing for the Games.

The following chapter will focus on case studies of five Olympic Games and their host cities. Each city and its Games are examined in terms of its political and administrative structure, planning, financial strategies and multiplier effects. The four categories were determined as a result of issues that arose from studying the history of the Olympic Games. Political and administrative structures have occurred throughout the modern era of the Olympic Games and this is reflected in the city and through the outcomes of the event. Politics have impacted the Games as a result of international events, terrorism and the role which the political leaders of the host city have played. With regard to planning, none of the Olympic Games could have occurred without years of preparation. The intensity with which the Olympics are planned has increased since the first modern Games in 1896. Nonetheless physical and social planning is evident at all the Games. In addition to the planning that is required to host the Olympics, the Games have always been a costly event. As a result, a financial planning plays a major role in preparing for the Olympics. Finally, the combination of all these factors leads to multiplier effects and outcomes that contribute to the lasting impact that the Olympics have upon cities.



## Endnotes

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- <sup>1</sup> International Olympic Committee, *Olympic Charter*, March 1, 2001  
<<http://www.genevabriefingbook.com/chapters/ioc.html>>
- <sup>2</sup> Cashman, Richard and Anthony Hughes, (ed.). *Staging the Olympics: The Event and Its Impact*. (Sydney: University of New South Wales Press Ltd, 1999), 37.
- <sup>3</sup> Cashman and Hughes, 37.
- <sup>4</sup> Chu, Donald and Jefferey Segrave, *The Olympic games in transition*. (Champaign: Human Kinetics Books, 1988), 94.
- <sup>5</sup> Landry and Yerles, 80.
- <sup>6</sup> Landry and Yerles, 80.
- <sup>7</sup> Landry and Yerles, 82.
- <sup>8</sup> Landry and Yerles, 82-83.
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- <sup>13</sup> Landry and Yerles, 83.
- <sup>14</sup> Cahsman and Hughes, .44.
- <sup>15</sup> International Olympic Committee. *Manual for Cities Bidding For the Olympic Games*. (Lausanne International Olympic Committee, 1992), 9-10.
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## Chapter 4

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### 4.1 Case Studies

#### *Methodology*

Five case studies have been selected to compare and analyze various Olympic Games that occurred in the past 25 years. Using an approach such as this makes it possible to gain a broad understanding of the way in which cities deal with the planning for the preparation years prior to the Olympics Games, the Games themselves and the years following. In selecting the case study approach, the intent is to develop a better understanding of the characteristics and themes from each of the host cities. Each case study is then broken down into four categories, which allows significant points from each Olympics to become evident and to make quick, effective comparisons. The case study selections were chosen in chronological order, beginning with the Montreal Games in 1976 and following through to the Sydney Games in 2000. Each case study took into consideration geographic location, the size of the Olympics and a mix of summer and winter Games. The other relevant factor is that all of the case studies occurred in the 'era of gigantism' a time period where cities, for the first time, made an enormous financial investment in both infrastructure and design.

#### *Categories*

The five case studies have been broken down into four categories with the intent to demonstrate the manner in which Olympic cities have dealt with common issues. It is necessary to break down each case study into the same categories so there is consistency and clarity throughout the analysis. The four categories are the political and administrative structure, physical and social planning, financial planning and strategy, and the multiplier effects. The categories are a result of recurring issues throughout the course of Olympic history. As well, each category is fundamental to the planning process because it is not possible to organize the Olympic Games without taking each of these categories into consideration. The purpose of the first category, **political and administrative structure**, is to examine the cities' current political situation and leadership and the organizations that are involved in decision-making regarding Olympic

preparations. The second category, **physical and social planning**, looks at the infrastructure and construction that occurred for the Games. The physical and social planning also studies the way in which each city planned for the years prior to the Games and the following years. The third category, **financial planning and strategies** will examine the ways in which cities contributed to the Olympics and what the long term financial impacts were from hosting the Games. The fourth category, **multiplier effects**, examines the various spin offs from the Games, understanding what the benefits are, as well as the negative impacts that have come about as a result of hosting the Olympics.

## 4.2 XXI Olympiad, Montreal, Canada

### *Summer Olympic Games 1976*

*The promise of modest, self-financing Games brought the Olympic celebration to this enchanting, bilingual city on the banks of the St. Lawrence. But in the welter of confusion that surrounded construction, costs went through the roof – the roof that wasn't there because the ambitious plans of a visionary mayor and an innovative architect could not be brought to completion in time for the Games.<sup>1</sup>*

Montreal offers many lessons and has much to contribute in the way of insight and process regarding the most appropriate way of hosting the Games. The goals of the Montreal Games were to promote the city's international image and demonstrate Quebec's independence from the rest of Canada. Monsieur Drapeau, the Mayor of Montreal at the time, did not follow a conventional, nor a very democratic process when deciding matters that were quite clearly not for him alone to decide. Ultimately a few members of the private sector profited from the Games and the citizens of Montreal were left to pay for the Games for the next quarter of a century. Much of the information presented here reflects the views of the notable journalist Nick Auf de Maur, who lived in Montreal at the time.

#### *Political and Administrative Structures*

During a presentation to the IOC members, Mayor Drapeau described Montreal as the “saviour of the Games. The Games would not cost taxpayers a cent, and above all, Montreal would put on a modest Games... all for the relatively low price of \$124 million, maximum.”<sup>2</sup> The IOC, at the same presentation, requested from all candidate cities a guarantee that they could successfully finance the Games. Montreal was caught off guard by this request and aware that it did not have adequate financial backing up to this point. Mayor Drapeau responded by stating “no crass guarantee was necessary, Montreal's history and reputation were enough.”<sup>3</sup> With this bold and confident statement, the Mayor had “lifted Montreal's application out of the mire of commercialism and nationalism and into the ethereal world of Olympic idealism.”<sup>4</sup> Moreover, with that assurance, the IOC

was impressed and in turn that statement practically sealed the envelope for Montreal to receive the Olympic Summer Games in 1976.

The Olympic Village was one of the most complex projects and required much attention, particularly with its design and location. Mayor Drapeau made the final decision, “and although the decisions were made in private, the [pseudo] debate was carried on in public.”<sup>5</sup> Drapeau demanded that the Olympic Village be built in Viau Park and threatened that “the Olympics would have to be cancelled” if his plan to lease Viau Park land to private developers was not approved. Much of the Olympic decision making process went on behind closed doors and Montrealers felt they could do very little about the impact that the Games were going to have upon them. Auf de Maur supports this sentiment:

Throughout Montreal’s Olympic adventure, citizens’ groups, planners and the population at large had never once been consulted about their opinions, ideas or feelings. There was a sense of helplessness as great plans and works were set in motion by some obscure machine. Nobody knew how the machine functioned other than that Mayor Drapeau controlled the levers. People who instinctively opposed the Olympics felt helpless because they didn’t know what was going on. Everything was carried out in the deepest secrecy, and if people had misgivings, they were always assured that everything was okay, it wouldn’t cost a cent, and it was all being done for their benefit. Without any information about the mysterious process that from time to time produced a *fait accompli*, Montrealers felt slightly bewildered, unable to oppose, propose alternatives or fight that which they could not see.<sup>6</sup>

In opposition to the Mayor, the Planning Director felt that a temporary Village would be more appropriate and in a rare public break from the Drapeau Administration, 27 of the 34 architects, economists, engineers, planners and demographers agreed with their director. The director stated “this site is isolated from all the community services essential to the proper functioning of a normal urban area”.<sup>7</sup> The location of the Olympic Park was in the urban periphery not directly in the downtown making it difficult for people to access local services.

The Mayor ignored all opposition and awarded Les Terrasses Zarolega Company the contract to build the Olympic Village. In the end, Zarolega experienced some difficulty in financing the project. The firm claimed that Canada Mortgage and Housing Company (CMHC) had backed out of an agreement when it was discovered that the project would ultimately consist of condominiums that were in the \$20,000 to \$60,000 range, meaning the units were unattainable for low-income people.<sup>8</sup>

### *Physical and Social Planning*

Much attention was placed on the design and location of the Olympic Village, because the city had to prepare for more than 11,000 athletes and sports officials.<sup>9</sup> Initially, when the Games were to be developed on a modest and practical budget, the Olympic Village was to serve two important roles. Drapeau had indicated that the city planned to use the Olympic Village to provide approximately 4,000 units of severely needed low-cost housing, to serve as many as 14,000 people.<sup>10</sup> As well, the city was to design a Village that would meet the criteria for CMHC financing. At the time the real estate market was not strong, leaving the developers with very little opportunity to sell the units at an escalated price to make a profit.

The Olympic Village and Park are not situated directly in Montreal's urban core, but in the periphery of the city. Viau Park itself is located across from Sherbrooke Park in Montreal. It consists of Botanical Gardens and a 36 hole municipal golf course. It is divided in two by Viau Street, with the golf course on one side, and it was the golf course on which the Village was eventually built. During the mid 1950s, the total park and green areas had been reduced by 38% by development, parking lots and highway construction.<sup>11</sup> By the 1970s Montreal was very short of green space and the decision to build in Viau Park caused much concern.

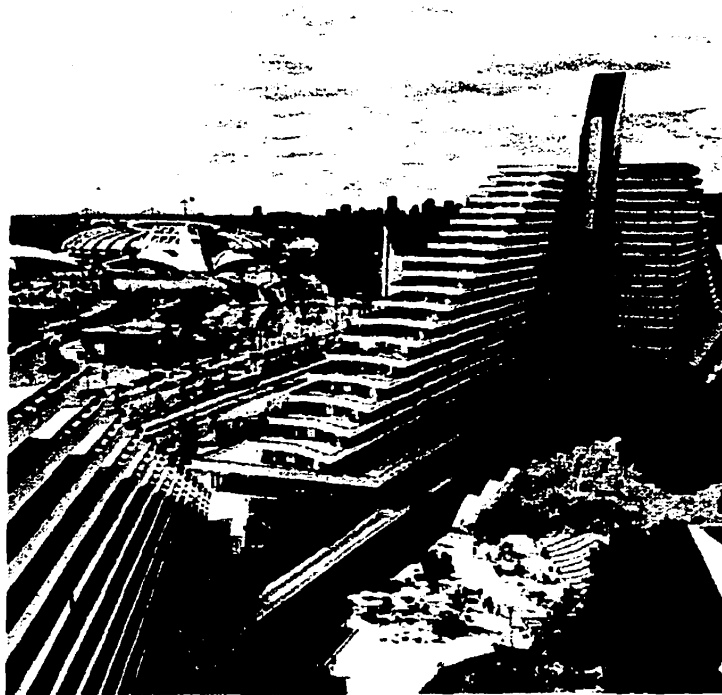


**Figure 4.1:** 1976 Montreal Olympic Games – Rowing Venue<sup>12</sup>

Many proposals were made as contributions to the design of the Village, but for the most part these were ignored and few were even acknowledged. Some of the proposals came from members of the University of Montreal Architecture Department, who had submitted a widely acclaimed, economical plan for a temporary village that would have preserved Viau Park. Another proposal came from the City's own planning department, which had designed a comprehensive proposal to use 7,500 dormitory units at McGill and Montreal Universities. By many, it was considered to be the most "modest and eminently practical, involved no demolition or destruction of green space, and was perhaps as near a perfect plan as could be devised."<sup>13</sup> Instead, Drapeau preferred a Mediterranean design and requested that the Village take similar shape.

Each of the four large semi-pyramidal buildings was 19 storeys high and contained 980 units each with a terrace. The first couple of floors were dedicated to offices and maintenance and the remaining floors were for the athletes.<sup>14</sup> It was the intention of the

architects to create a mega-structure that involved the “integration of services and facilities, joining functions from the urban space and, as a result, becoming autonomous in relation to the environment and the area surrounding it.”<sup>15</sup> Parking was below ground, while commercial space occupied portions of the ground floor.<sup>16</sup> Not only were the two pyramids over scaled to their park and low-rise surroundings, but the fact that all the walkways were unprotected from the harshness of Canadian winters made the design impractical. Weather was not the only concern; security was difficult to maintain because of the shape of the buildings.



**Figure 4.2:** 1976 Montreal Olympic Village<sup>17</sup>



### *Financial Planning and Strategy*

Inexorably, the city was drawn deeper and deeper into a financial morass by a Mayor whose vision and dream had grown into an almost lunatic obsession. For him the Olympic complex became the ultimate goal and all other considerations became irrelevant, all obstacles had to be swept aside. Where at the beginning of his adventure he talked of modesty, simplicity and nobility, he gradually began to talk of pyramids, sphinxes, monuments.<sup>18</sup>

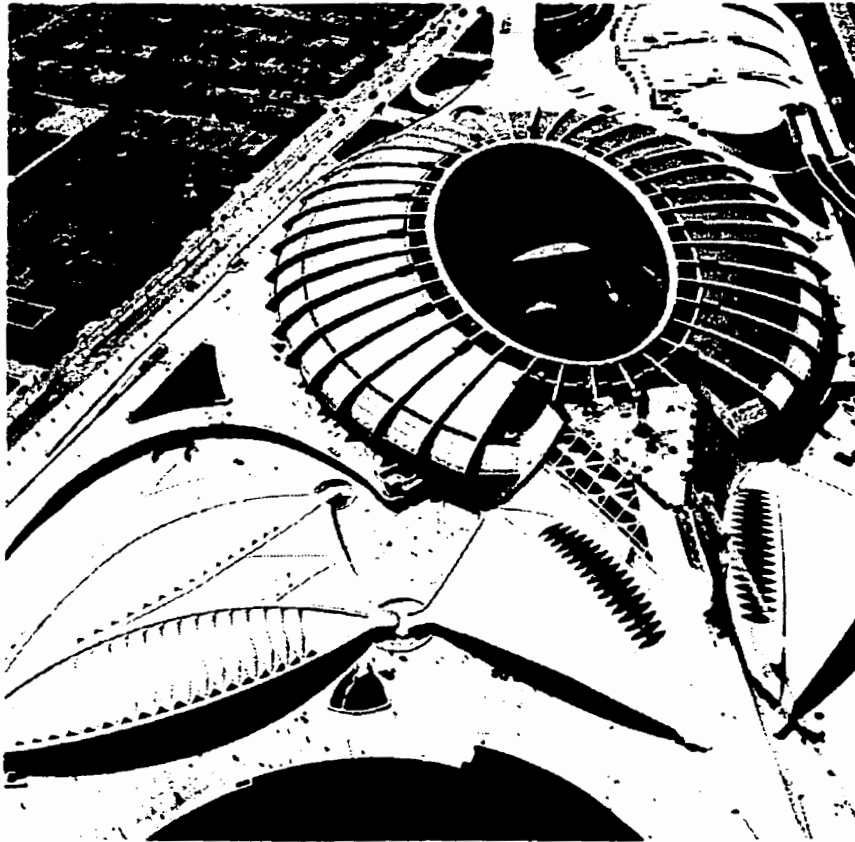
Initially, it was intended that private developers would largely fund the Montreal Games with some support coming from the province, national Olympic organizations, and CMHC regarding the housing. Ultimately, the private contractors profited, while the majority of the costs had to be paid off by the province and in particular the citizens of Montreal.

There was no financial strategy. In fact, the attitude was one of financial 'licence'. Drapeau was quoted as saying the "Olympic finances were like a bathtub. One just had to let the tap run until the tub was filled."<sup>19</sup> To many in the political arena, putting on an extravagant show was essential at least, in part, to convince the rest of the world of Quebec's independence:

The ambition of Montreal Mayor Jean Drapeau was to 'create a lasting symbol of *la survivance*, the will of French Canada to survive two centuries of English Canadian attempts at assimilation'... The main legacy of Montreal, however, was a massive debt incurred due to the large capital costs, a debt which was not paid off until 1993.<sup>20</sup>

The following will serve to illustrate the character of Drapeau's financial decision making. When the architect in charge of the stadium demanded that the adjacent parking garages be hidden beneath a fountain that was to cascade off one the garages onto the south-facing street, with an estimated cost of \$60 million, he was supported by Drapeau. To put this figure in perspective, Montreal had constructed a mere 6,000 units of low-rental housing between 1970 and 1975 at an average cost of \$20,000 per family unit. The second example was the viaduct that was built to allow athletes to cross over Sherbrooke

Street, on their way from the Village to the Stadium. The 600-foot crossing cost \$14 million, over twice the amount Montreal spent on roads in the entire city during the 1970s.<sup>21</sup> In many cases, instead of buying domestic products, many of the materials were bought overseas in Europe. By November of 1975 the city had spent \$421 million on Olympic construction and another \$300 million was still required.<sup>22</sup>



**Figure 4.3:** Montreal Olympic Stadium and Velodrome<sup>23</sup>

Much of the accumulated debt came from excessive construction costs that could only be recovered from a mixture of taxes, debt issues (borrowing) and a reduction in other expenditures such as public services. As for the stadium, it was suggested that revenues would for the most part come from rentals to the Expos baseball and the Montreal Alouettes football club. Listed below are the organizations involved in covering the costs for the 1976 Olympic Games:<sup>24</sup>

**Private**

- ZAROLEGA (developer)

**Public Debt**

- Banque Canadienne National - \$18.4 million mortgage guaranteed by CMHC & Comité Organisateur des Jeux Olympiques (COJO)
- COJO would take up a \$10.6 million second mortgage and any other financing
- Government of Quebec assumed \$795 million of the deficits
- OIB (Olympic Installations Board) incurred loans totalling \$700 million
- City of Montreal responsible for the financial deficit, assessed by the Provincial Government at \$200 million
- Total assessed Olympic debt for Montreal taxpayers – \$215 million<sup>25</sup>

***Multiplier Effects***

The projected benefit for the citizens of Montreal was to be a world-class sports complex that was said to have the potential to be used for athletic competitions at provincial and national levels. As it turned out, the facilities proved to be a major disappointment. This was partially due to the high service cost of the facilities, making it too costly for most Montreal citizens to use. Finally, with respect to the Olympic Village, only half of the 980 apartments would provide subsidized housing for the elderly and for the low-income households. The remainder of the apartments would be rented at market rates to the general public.<sup>26</sup> Eventually, the Village was sold for a fraction of its cost to a government owned-corporation and is now fully occupied. Fortunately, the planning, or lack thereof, that lead up to the 1976 Olympics has not been typical of subsequent Olympic cities. Unlike other Olympic cities -such as Barcelona and Lillehammer- that made the Olympics work for the betterment of their city and actually incorporated the Games into Municipal Plans, Montreal only had Munich to look back on. It was during the 1970s that the Games truly began to take on extraordinarily large dimensions and, in many ways, Montreal went into this event headfirst. For all of Mayor Drapeau's decisions and excessive spending, he did what he thought was the most appropriate at the

time and that was to promote Montreal to the world. In the end, the Olympic Games did not benefit the citizens of Montreal as much as they might have done.

### *Summary*

There are many lessons to be learned from Montreal regarding planning. There could have been more long-term benefits and less of a financial burden had the games been approached with greater fiscal responsibility and in an inclusive manner. A more transparent process involving greater public participation and less closed door decision-making would have been a great help. The total cost of the Games could have been significantly reduced, for example, had existing infrastructure, for example the universities, been used instead of building a new Olympic Village. The Montreal Games are reflective of poor leadership, inappropriate decision-making and an over-inflated vision. They were most definitely not the result of a community working together to create a Games that would improve its quality of life.

**Figure 4.4: Montreal Summation Table**

<b>Montreal, Canada</b>	
<b>Goal:</b>	Promote Montreal's image and international independence.
<b>Location of Venues and Village:</b>	Periphery of urban core.
<b>Pol. &amp; Adm. Structure:</b>	Unrepresentative leadership, exclusive approach to decision-making.
<b>Physical &amp; Social Planning:</b>	Inadequate and too elaborate, little post-use planning. Deviation from original concept.
<b>Financial Strategy:</b>	Private developers profit, citizens pay rest of costs through taxes and public organizations. Private developers had limited risk but enjoyed many profits. Citizens paid for over spending.
<b>Multiplier Effects:</b>	Large debt, under-used athletic infrastructure due to unaffordable user fees.
<b>Major Issues:</b>	Lack of representative leadership.

### **4.3 XXV Olympiad Barcelona, Spain**

#### *Summer Olympic Games 1992*

When the IOC decided to award Barcelona, Spain the Olympic Games in 1986, it provided the City with an opportunity to re-vitalize and improve upon its condition. The planners and staff who were involved in its preparation strongly believed in and worked around the concept of enhancing the City by using the Olympics as a starting point. In other words, they were planning for the Olympics but they were also looking beyond the moment and into Barcelona's future.

The goal of the Games was to revitalize the waterfront through the elimination of a major highway that divided the waterfront from the rest of city. The mayor and planners also intended to increase housing stock and to improve transportation and services. In realizing these goals, Barcelona became a leading economic city in Europe.

This case study is based on information from the International Symposium on Olympic Villages held in Lausanne, Switzerland in 1996 and articles published by people at the Olympic Research Study Centre also located in Barcelona, Spain.

#### *Political and Administrative Structure*

Until 1979, Spain was under a 40-year authoritarian rule that was not interested in municipal planning or investing in cities for the good of the people. During the 1960s this was accompanied by a severe housing shortage. Throughout the 1970s and 1980s the traditional industrial sectors of the city were declining, and unemployment and spatial disparity was apparent across the region.<sup>27</sup> Until the early 1980s, Barcelona was in a prolonged economic crisis. This led to a damaged urban core and created poor peripheral areas.<sup>28</sup> A major event in this period was the ending of the dictatorship in 1979 and local elections were held for the first time.<sup>29</sup>

The democratic movement of the 1970s largely influenced the government in 1980 and there was increased pressure to provide open spaces, services, facilities and

infrastructure. At first, there was some opposition to the proposed urban re-development, but once Barcelona was awarded the Games, there was such civic pride and collective enthusiasm that there was soon a general acceptance for the proposals of change.<sup>30</sup> Then “having overcome some of its political and economic encumbrances, modern Spain entered a new era of optimism and relative prosperity, one manifestation being its 1986 acceptance of the Olympic Games responsibilities.”<sup>31</sup> Quickly, the city dedicated itself to recovering its seafront and developing a new business and residential district.<sup>32</sup> The Olympic bid had occurred at a time “when economic strategy for the city was shifting away from the industrial past and towards establishing a financial and service centre on a European scale.”<sup>33</sup>

The National Olympic Committee of Spain had decided to nominate Barcelona as its candidate city, and after the standard procedure required by the IOC was completed, Barcelona was selected as the winner of the 1992 Olympic Games. The mayor of the city, Pasqual Maragall, led the way for Barcelona’s application and was a leader in the organization of the Games. The approach taken by the mayor was inclusive and worked alongside both Government agencies and private developers. The largest of the committees was the COOB ’92, the Comitè Organitzador Olímpic Barcelona. The COOB was made up of city agencies that also employed private individuals and firms. Other significant players integral to the preparation of the Games were planning committees, architects, developers, the Ministry of Public Works and Town Planning and the National Olympic Committee. All of these bodies demonstrated that

Not only the Games’ organisation but also the candidature itself demonstrated their capacity to force and impose agreements through conventions signed by the Municipality and the Ministry of Public Works and Town Planning for works in defence of the coastline, and the railways authority for reforms of Barcelona’s railways structure, and the private sector for the purchase of land, right up to the execution of the operation to transform Poble Nou to an extent which became irreversible, irrespective of whether the Olympics were secured for Barcelona or not.<sup>34</sup>

### *Physical and Social Planning*

The planning that occurred in preparation for the Olympics was very exciting and bold. The vision and political leadership of Mayor Maragall initiated the renovation of the city throughout the late 1980s and early 1990s. Mayor Maragall saw the Games as a significant and even symbolic opportunity to step away from the dictatorship of the past and to revitalize his city through democratic and visionary planning. Barcelona wanted to “promote the city overseas and attract foreign investment... and deliver to the city those real estate related infrastructures that can help Barcelona to become one of the most appealing cities for business in the new Europe that is being shaped.”<sup>35</sup>

De Forn I Foxa, a well known senior planner in Barcelona, believed strongly in the Olympic bid and recognized that this event would give a sense of urgency to planning that had not existed in the past. He stated that,

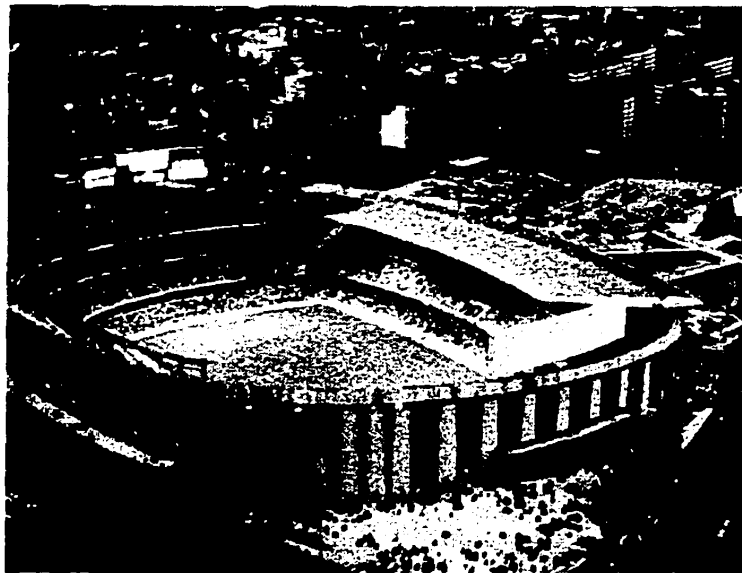
The Olympic Games acted as a driving force to arrange and obtain public investment in a short time. At the same time, the necessity of finishing the projects by a pre-set date generated efficiency and control in the execution of projects which would not have occurred under normal conditions...and if a consciousness of crisis doesn't exist, it will be extremely difficult to reach public-private operational agreement, as disagreements on immediate matters will override agreements on general issues.<sup>36</sup>

The planners who worked for the city decided to locate the Games within the central area of the City. As a result, a number of neighbourhoods were brought back to life, along with the creation of some more residential and commercial areas. It was also very important to both the planners and the citizens of Barcelona to maintain the integrity of the physical plan of the old city and this concern was evident when improving the transportation systems and building new infrastructure. Finally, the COOB '92 wanted the Games to be remembered and forever documented, therefore a number of institutions were created where research and further study regarding the Olympics could continue to occur.

In 1986, 12 “Areas of New Centrality” were created.<sup>37</sup> The intention was to identify particular intermediate locations that were away from the core areas but were not outside

the city. The goal was to guide the private sector, commercial and residential development, eventually leading to the revitalization of the surrounding neighbourhoods. Of the 12 sites, five had been selected for the Olympic development. The five sites within the municipality are as follows;

- Montjuic – stadium, sports palace and swimming
- Diagonal
- Vall d’Hebron
- Poble Nou – Olympic Village
- The Olympic Village



**Figure 4.5: Olympic Stadium in Barcelona<sup>38</sup>**

Similar to past Olympic Games, the Village required a large amount of time to plan and organize. Originally, Poble Nou was an industrial site used for fish markets, army barracks, a women’s jail, and beaches, that were used as a dumping ground for household garbage and industrial water. The Olympic Games provided an opportunity to clean up the site “generating the impetus needed to overcome a set of technical administrative and community problems that had not been solved in the past.”<sup>39</sup> The Olympic Village after the Games was to be considered a “normal area of the city perfectly integrated into it, a



normal neighbourhood and not an anomalous phenomenon.”<sup>40</sup> In order to achieve this, a number of things had to occur. First of all, the planners wanted to make Poble Nou accessible to the waterfront and that required the removal of the 4 km of railway tracks. The railway line had created a barrier between the beaches and the city. In removing the railway tracks, the city gained 18 hectares of beaches along the waterfront and 50 hectares of park space.<sup>41</sup>

The basic urban pattern of Barcelona follows the 19<sup>th</sup> century grid designed by Ildefons Cerda. Cerda was an engineer who had planned the physical expansion of Barcelona and had done much of its planning in the past. He was also considered to be one of the fathers of contemporary planning in Europe. After the Olympic Games, the Poble Nou area was used for housing, commercial areas, shops, offices and recreation. All of this built upon the plan previously designed by Cerda in the 19<sup>th</sup> Century. Most decisions were based on the “ideas derived from a basic (and debatable) principle: it is possible to reconstruct the European city by attending to its traditional morphology and therefore avoiding fragmentation and peripheral sprawl.”<sup>42</sup> The majority of the venues and facilities were located along the waterfront and within the municipality of Barcelona. For events such as rowing, the venues were located outside of the city.



**Figure 4.6:** 5 km radius containing the Olympic Venues<sup>43</sup>

Five physical aspects contributed to the final layout of the Olympic Village. Directly in front of the Olympic Village, there is one kilometre of beaches, which includes a harbour. The Olympic Harbour has the capacity to hold 700 boats in the water and 300 ashore, and 75% of the space is designated as public. The second component is that of the Seaport Promenade. It is a 30 metre wide pedestrian space lined with cafes, restaurants and small retail. Along the beachfront, there are two high towers used for hotels and office space. Replacing the railway track is a new underground highway, which has been worked into a city system of ring roads. The highway was built underground in order to prevent a new barrier between the water and the city. It was built to handle the approximately 120,000 vehicles that use the system daily. The Olympic Village site linked the newly created residential area with the traditional physical plan of the city. This new residential area involved 2,000 housing units that were host to 15,000 athletes and eventually to 17,000 inhabitants. Part of the Village was integrated with the existing 19<sup>th</sup> century architecture, while other apartment blocks were built to create a complex of single family housing and apartments, etc. Integrated throughout this entire area of Poble Nou and neighbouring communities was a system of parks.<sup>44</sup>

Planners and other city staff intended to use the Olympic Village to help alleviate the severe housing problems that the city was experiencing. However, the financial realities of the Games and the pressure to use the housing as a real estate opportunity eventually resulted in the housing being sold on the open market.<sup>45</sup>

Many residents of Barcelona regard the Olympic Village as a success for its impact on the city. After some time, it is understood that not all of the “town planning problems have been solved by this operation, but the materialization of it was important. We got our teeth into one of the city’s most run down areas.”<sup>46</sup> As well, appreciation and gratitude has been given to the organizers.

Turning the city around to face the sea required conviction and nerve. Some say that the Mayor of Barcelona, will go down in history... for having raised a neighbourhood which denotes the city’s connection to the sea, the recovery of its beaches and the conversion of its most run-down centre... It is also a homage to man’s ability to envisage town planning which blends in with and embraces its natural environment.<sup>47</sup>

### *Financial Planning and Strategy*

The process of looking for and securing funding for the Games began before the formal application was provided by Barcelona. In December of 1986, a public firm was created to start operations and secure funding. This municipal firm was known as Vila Olimpica Societat Anonima (VOSA). It was 100% public and had the ability to borrow independently from the municipal budget. Its responsibility was to organize the planning, financing and implementation of the Games.<sup>48</sup> The result was that VOSA had 40% of the shares, real estate developers had 40% and the banks had 20%. In 1989, the City of Barcelona worked out an agreement with the central government over the financing of the Olympic projects and then set up a holding company that incorporated these agencies. This holding company was known as HOLSA and 51% of its money came from the central government, with the rest coming from the City. One of the essential successes of the Games was the collaborative effort of both the public and private sectors, with most of the financial investment being made by private developers, while the design and management of the Games was largely public.<sup>49</sup>

Throughout the bid process, Barcelona created a concept known as the Economic and Social Plan 2000. It was driven by local political goals and used central government funding. The explicit goal of Barcelona 2000 was to promote its City with the combined goal of economic growth, and the aim was to co-ordinate the action of the public and various private bodies and to promote Barcelona for international investment. The Barcelona 2000 Plan was evaluated in 1992 and the criticism that it received was that of the slow progress it had made in achieving its social objectives. The Plan eventually had dropped its social and environmental goals, as shown by the fate of the units intended to address the severe housing shortage occurring in Barcelona at the time.

### *Multiplier Effects*

The act by which Barcelona and its Mayor were able to seize the new democratic system and create planning changes that remained consistent with Barcelona's culture is remarkable. The spin-off of such conscientious planning was that the City was revitalized and reconnected with its waterfront. As a result, the Games "probably

produced the most spectacular and beneficial result that could possibly be secured by an Olympic City.”<sup>50</sup> Barcelona continued its Olympic legacy by creating three sites that are dedicated to Olympic research and documentation. They are; the Olympic Galleria, which is located at the main Olympic precinct, the city library, where the major Olympic papers are kept, and finally the Centre for Olympic Studies for research and documentation.

Barcelona, by contrast [to Montreal], planned a permanent Olympic precinct, which included a reconstructed main stadium, a magnificent indoor facility and an Olympic gallery, run by a foundation. Although it was created in 1988, four years before the Games, the Centre for Olympic Studies at the Autonomous University of Barcelona is part of the city’s legacy.<sup>51</sup>

From the beginning of the preparations for the Olympics, Barcelona organizers maintained that, “the overall operation has always been under public, and basically municipal control.”<sup>52</sup> As well, political stability was achieved through the formation of consensus around the Olympic projects.<sup>53</sup> As well, any new agencies that were created were led by the public sector and the City was responsible for designing and passing all plans.

### *Summary*

Many positive examples of planning came about as a result of the Barcelona Games. It exemplifies how a crisis can bring about immediate change and can create a vision that is appropriate for the city. The planners involved in this project understood their City's history and its people, and were therefore able to make appropriate decisions for revitalization of Barcelona.

**Figure 4.7: Barcelona Summation Table**

<b>Barcelona, Spain</b>	
<b>Goal:</b>	Revitalization of city and waterfront
<b>Location of Venues and Village:</b>	City centre and waterfront
<b>Pol. &amp; Adm. Structures:</b>	Dictatorship to Democracy. Large government support, combination of public/private
<b>Physical &amp; Social Planning:</b>	Use Games to achieve revitalization and new housing stock
<b>Financial Strategy:</b>	Public/Private, Encourage new private investment along waterfront.
<b>Multiplier Effects:</b>	Olympic research study centres, housing, improved waterfront and services. Now considered leading European City both culturally and financially.
<b>Major Issues:</b>	Very strong leadership, inclusive decision-making

#### 4.4 XVII Olympiad, Lillehammer, Norway

##### *Winter Olympic Games 1994*

In general, the Winter Games are considerably smaller than the Summer Games and are usually located in a more rural setting. Despite this, the impact is often greater and more noticeable when a small city like Lillehammer is awarded the Games. The Olympic application sent in by Lillehammer stated where the venues and the Olympic Village were to be located, but none of the sites had been discussed thoroughly enough from a city planning perspective.<sup>54</sup> Thus, when on the 15<sup>th</sup> September 1988, the IOC announced that Lillehammer, Norway was to host the Winter Olympic Games, the planners realized the amount of work ahead of them. Upon receiving the Games, Lillehammer decided to pursue two useful and beneficial goals. The first was to integrate the planning for the Winter Games as part of the overall plans for the Municipality of Lillehammer. The second was to create an environmentally sustainable Games, to be known as the *White Green Games*.<sup>55</sup>

##### *Political and Administrative Structures*

The Town worked together as a community with some outside assistance to create an experience that promoted its environmental concerns and to develop a municipal plan that incorporated the Games. Lillehammer worked with its National Olympic Committee, sub organizational committees and the residents. In comparison to other Olympic Games and their host cities, this Scandinavian town, with only 24,000 residents, was relatively small.

The municipal administration and the local political authorities had had little or no experience with projects of the magnitude involved in the Olympics. 20 new planners were hired, and the city's experience integrating the Olympic planning into the ordinary city planning was positive.<sup>56</sup>

During preparations for the Winter Games, there were various players who had specific roles to play in terms of planning and construction. The host Municipality of Lillehammer had "both a clear short-term administrative responsibility with respect to the Olympic event, it also had responsibility for the long-term local development of the

area.”<sup>57</sup> In Norwegian planning and building laws, it is required that all municipalities develop a municipal plan. As well, a detailed land-use plan must be developed before a construction application is either reviewed or approved. The planning process is required to be as inclusive and accessible as possible to the public, which allows the residents to be part of the process in preparing for the Games.

The Municipal Council is the local planning authority responsible for development and issues involving the use of land. This Council had the last word on the location and building requirements for the Olympic Village. It took the combined efforts of the Council and the Olympic organization committee to find the most appropriate site and approve the plans for the Olympic venues and facilities. The Lillehammer Municipality was known as the Administrative Authority and the Olympic organizer was the government-owned Olympic Company, Lillehammer Olympic Organizing Committee (LOOC). The objective of the two organizations was to ensure that necessary and adequate preparations were shared between the two for the 1994 Winter Olympic Games.<sup>58</sup>

The Municipality insisted on integrating plans for the Games with the overall plans for the Municipality. In addition, Lillehammer wanted the integrity of the environment to be maintained throughout Olympic preparations. The municipality worked closely with the Ministry of the Environment. In 1990 the Norwegian Parliament decided to broaden the initial objectives of the Games to include in their image “the presentation of Norwegian architecture and landscapes, and an illustration of the environmental policies in effect.”<sup>59</sup> In order to meet the requirements of the “green profile”, the LOOC outlined five major objectives:

- To build international public awareness about ecological matters
- To safeguard and develop the environmental qualities of the region
- To contribute to the development and economic growth with potential for the future
- To adapt the architecture and land use in harmony with the landscape
- To protect the quality of life during the Games

It was the intent of the LOOC that “...the 1994 Olympic Games in Lillehammer could serve as a ‘guide and messenger’ of the green profile for the Olympic Movement” as a whole.<sup>60</sup>



**Figure 4.8:** The mascot for the Lillehammer Winter Games<sup>61</sup>

### *Physical and Social Planning – The Municipal Plan*

In order for all of the Olympic building projects to be clearly understood and to create an overall perspective, three main documents were prepared for the municipal plan. The first was the Main Olympic Plan that studied five alternative placements of the Olympic venues as well as the Olympic Village. Alternatives were evaluated in relation to the environmental consequences, cost, transportation needs, sports-related considerations, etc. The second document was the nature and historical landscape study, which examined the areas close to the downtown of Lillehammer. The study carefully examined the relationship of the downtown to the landscape, environmental protection and preservation of historical sites. At that time, the proposed site for the Olympic Village was to be in the historical area. The third and final document was the urban study, which looked at the downtown area in relation to the architecture, townscape and the direction of the town’s development. The conclusion of this particular study



established “a policy for the downtown development and private undertakings, such as the establishment of new hotels.”<sup>62</sup>

The Olympic Village was one of the few venues where the final location northeast of the downtown was the same as that originally planned. This area met the needs for the Olympic events as well as for post-Olympic use. The Village took the form of a unified complex that would offer the athletes a range of services and activities. In deciding on the location, a number of issues and concerns were discussed by the Administrative Authority and the LOOC, including:

- Protection of the historical sites and the preservation of the area’s character and architecture.
- The need for housing in general and the potential post-Olympic use. As well, consideration needed to be given to the number of permanent buildings in relation to temporary buildings that would be required.
- The location of the housing and service facilities in relation to other infrastructure that already existed in the area. For example, schools, nursery schools, sports facilities, parks, distance to downtown, etc.
- Consideration of agricultural areas and the idea of using that space for temporary buildings. Through legal assurances, these areas would again be used for agricultural purposes once the Games were over.
- Municipal involvement in offering services needed for the Olympics. Consideration was also given to post-Olympic use such as a housing and service centre for seniors.
- Environmental concerns regarding the use and placement of public transport, distance to and from work, etc.
- The relationship between the Olympic Village and other Olympic venues, particularly concerning transport and security.<sup>63</sup>

The Village was placed within a 1 km radius of many of the events and the Olympic Park. As a result, the transportation burdens were light such that no new roads were required. Through the use of a clever combination of temporary and permanent

buildings, a single compact Village was developed.<sup>64</sup> Due to the small size of Lillehammer, the venues and the Village were located outside the core approximately 1.5 km from the downtown. The winter Games are often more specialized because they are smaller and the scale of the venues are not as large as what might be found at the summer Games due to fewer athletes and visitors. The athletic venues that remained are used as national training centres for winter sports such as ski jumping.

Much of Lillehammers Olympic Village was temporary, simply there to serve the Olympic Games and then to be taken down after the Games were over. The local house building co-operative, a private company erected the permanent buildings. Within the Olympic Village, there were large sections that were designated as service centres. The Municipality, which was responsible for building these facilities, later converted them into a service centre for seniors, a nursery school and a church. After the Olympics, approximately one third of the remaining houses in the Village were sold to the general public.<sup>65</sup>

#### *Financial Planning and Strategy*

Little information is available about the financing of the Winter Olympic Games in Lillehammer. However, there is no indication that the small city was adversely affected or accumulated a large debt; in fact all of the venues are debt free.<sup>66</sup> Much of the Olympic Village was temporary; therefore eliminating much of the expense that accompanies permanent structures. It was appropriate for Lillehammer to build temporary housing because, with a population of 24,000, there simply was not the demand for an increase in housing stock.<sup>67</sup>

#### *Multiplier Effects*

Lillehammer successfully overcame the large obstacle of having little to no experience in dealing with an event as large as the Olympics. To do so, it had to hire 20 new planners and create a number of organizing committees that collaborated to create a positive result. The public was kept informed at all times and participation was encouraged at all levels of decision-making. Consequently, everyone who was involved co-operated in creating a

plan and design that served the purposes and benefited the citizens of Lillehammer. Moreover they were successful in integrating plans for the Olympics into their Municipal Plan. One of the most remarkable aspects of the 1994 Winter Games was the boldness and determination that came from the community in maintaining its commitment to the environment. Foremost, Lillehammer retained the integrity of the environment as foremost throughout its preparation for the Games. Lillehammer set the standard for other Olympic cities to follow demonstrating how to care for the environment and how it can successfully be incorporated into Olympic planning and design.

### *Summary*

Lillehammer is a strong example of rational planning, responsible financing, community involvement and inclusive decision-making. Even though outside experts were brought in to assist in the town's preparations, it is obvious that each party was attentive to the other's concerns and intentions for the Games and for Lillehammer. As a result, the residents gained a practical Municipal Plan and hosted a successful Olympic Games. Meanwhile, throughout the process the organizers and the planners successfully maintained the vision of an environmentally sustainable Olympics and implemented the first *White Green Games*.

**Figure 4.9: Lillehammer Summation Table**

<b>Lillehammer, Norway</b>	
<b>Goal:</b>	White Green Games, Municipal Plan
<b>Location of Village and Venues:</b>	Periphery of downtown
<b>Pol. &amp; Adm. Structure:</b>	Inclusive Approach
<b>Physical &amp; Social Planning:</b>	Very good – incorporated Games into Municipal Plan
<b>Financial Strategy:</b>	Little available information
<b>Multiplier Effects:</b>	New Municipal Plan, national training facilities
<b>Major Issues:</b>	Small city planning for Olympic Games

#### **4.5 XXVI Olympiad, Atlanta, United States of America**

##### *Summer Olympic Games 1996*

The Summer Games of 1996 was the centennial anniversary of the Olympiad and the sentimental favourite city to host the Games was Athens, Greece. Athens was not awarded the Games, however, because the IOC felt that it was not possible for the ancient city to adequately prepare for the Games on time. Atlanta on the other hand, already had a number of world-class hotel rooms, more adequate airport, roads and public transportation facilities, therefore shortening the preparation time required for hosting the Games.<sup>68</sup> Another factor that contributed to Atlanta's winning bid was the communication resources of CNN's downtown headquarters, which in turned delivered a convincing argument that Atlanta could provide technically superior athletic venues, and a secure Olympic Village. With such existing facilities and infrastructure, the IOC was convinced that Atlanta should host the Olympic Games.<sup>69</sup>

The goal of the Atlanta Games was to promote growth within the commercial real estate market and enhance the facilities at Georgia Tech University. This supported the intention of the organizers of the Games to construct as little infrastructure as possible. Atlanta's capacity to host a mega-event such as the Olympics, was enhanced by the city's many pre-existing venues.

##### *Political and Administrative Structure*

A private group, spearheaded by attorney William Porter Payne, was responsible for initiating the Atlanta Olympic bid in 1987. His goal was to promote Atlanta to the world as a city of competence, technological expertise and fiscal responsibility. The City backed the group on the condition that no city funds would be required and that some co-operation would come from the State of Georgia. From Washington D.C. there "came little except official endorsement of Atlanta's bid for the Games, plus a bit of federal money to mitigate the embarrassment of showing the world the ravaged neighbourhoods adjoining some Game sites."<sup>70</sup>

In order for all the planning to happen efficiently and effectively several committees were established. Most notable was the Atlanta Committee for the Olympic Games. The ACOG was a non-profit organization with an approximate staff of 900 people. This particular organization was in charge of building all the athletic venues as well as the Olympic Village. Overseeing much of the construction was William J. Moss who stated that “his team is producing buildings that are not necessarily unique; what is unique is their planned adaptation for subsequent use.”<sup>71</sup>

Another organization that was set up was the Program Services Group. This group was commissioned by ACOG to manage the construction of all the athletic facilities. The Metropolitan Atlanta Olympic Games Authority (MAOGA), representing the State, oversaw the activities of ACOG. This organization signed the actual agreement with the International Olympic Committee. There was also the Corporation for Olympic Development (CODA).<sup>72</sup>

### *Physical and Social Planning*

One of the biggest planning challenges faced by Atlanta, was that of transporting millions of people through a predominantly automobile oriented city. Joel Stone, who was Director of Planning for the Atlanta Regional Commission had the job of ensuring “that the Southeast’s busiest city doesn’t come to a screeching halt for the 2.8 million residents.”<sup>73</sup> Most of the Olympic activity took place within a 3 mile radius of the City’s financial district, known as the Olympic Ring. The Ring was expected to hold more than 500,000 spectators on any given day. For the duration of the Olympics the number of people in downtown Atlanta was five times the population density of New York City.<sup>74</sup>

Atlanta had to borrow 2,000 buses from transit agencies, doubling the normal number of buses that were currently operating in the city. Such a high number of buses were needed to transport the visitors to suburban venues using high occupancy vehicle lanes (HOV), constructed specifically for the Olympics. All local and city traffic was routed to the Metropolitan Atlanta Rapid Transit Authority (MARTA), a 32 mile heavy rail system. The Atlanta Committee of the Olympic Games contracted with MARTA to schedule,

staff and operate the Special Olympic Transportation System at a cost of \$7 million. The majority of the 14,000 parking spaces that were available downtown were allocated to the Olympic Family, including staff, officials and IOC members. As a result, there was no parking for any of the visitors at any of the 11 major venues within the Olympic Ring. All ticket holders and anyone else who planned to attend the Olympics had to park 15, 20 and 30 miles (48 km) away from downtown Atlanta in one of the 86,000 spaces that were allocated for such use for the duration of the Olympics. From these parking areas, all visitors were shuttled from the lots to various rail stations or drop off points located within the Olympic Ring. Once the visitors reached this point, they were required to walk a mile and a half along the newly developed pedestrian corridors that had been constructed for the Games. The total travelling time from the parking spaces to the venue was anywhere from 60 to 120 minutes.<sup>75</sup>

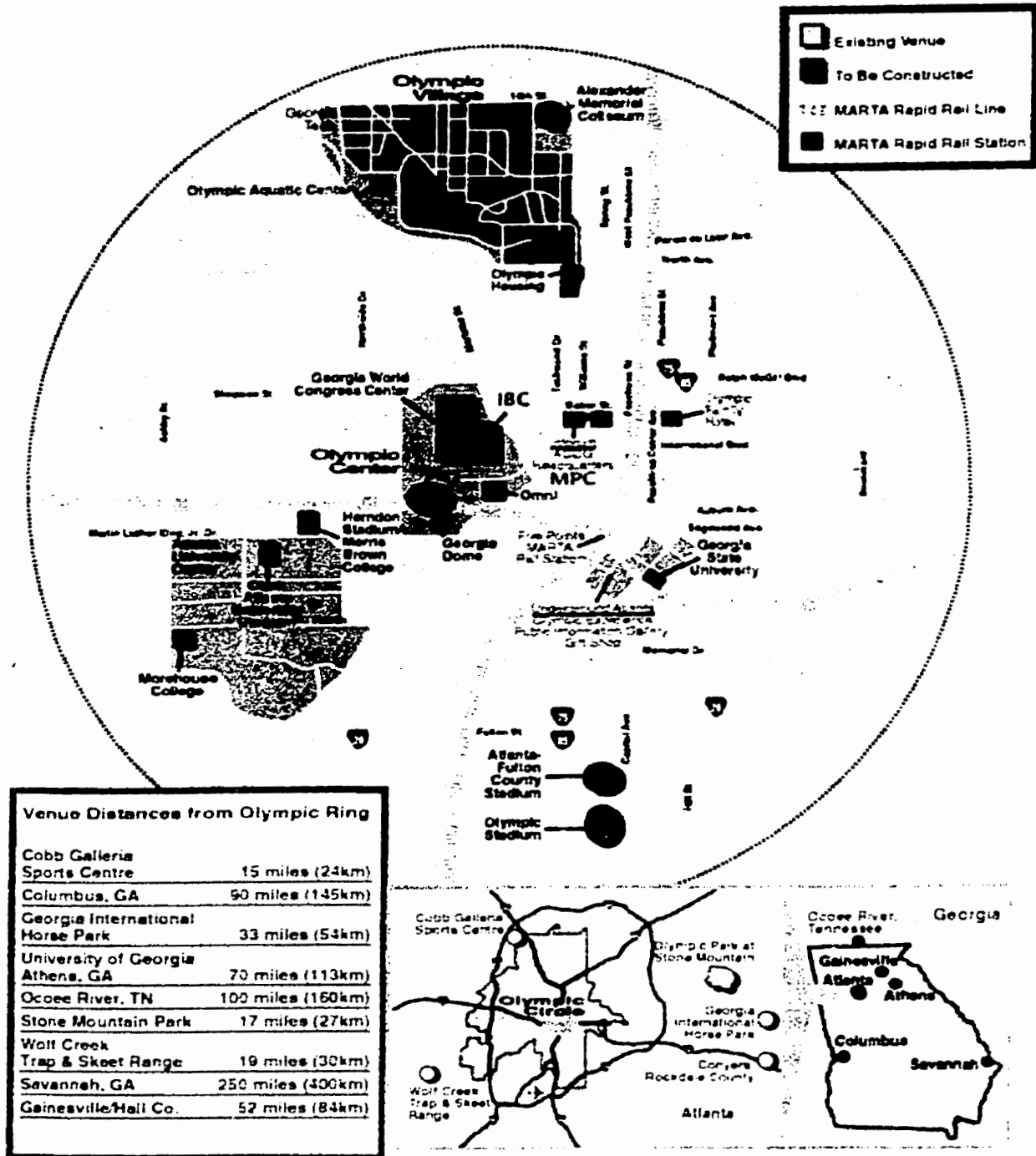


Figure 4.10: The Olympic Ring in Atlanta.<sup>76</sup>

Although the travelling time was rather long, the IOC approved the layout of the Games. In past Olympics, during the 1980s and early 1990s, athletes and visitors were required to travel to various locations to attend the different events but in Atlanta everything was

centralized within one area. The Chief Operating Officer of ACOG, A.D. Frazier had this to say about the Games,

After the Games in LA and other places, where everything was spread out, the International Olympic Committee liked the idea of many venues in a concentrated area. The rail system was one of the selling points of the Atlanta bid, because it made it possible to do that.<sup>77</sup>

In order to achieve such a large-scale movement of people, there needed to be a drastic reduction in rush hour traffic. An approach known as Transportation Demand Management (TDM) was created and it strongly encouraged businesses and employees to adopt five TDM strategies.

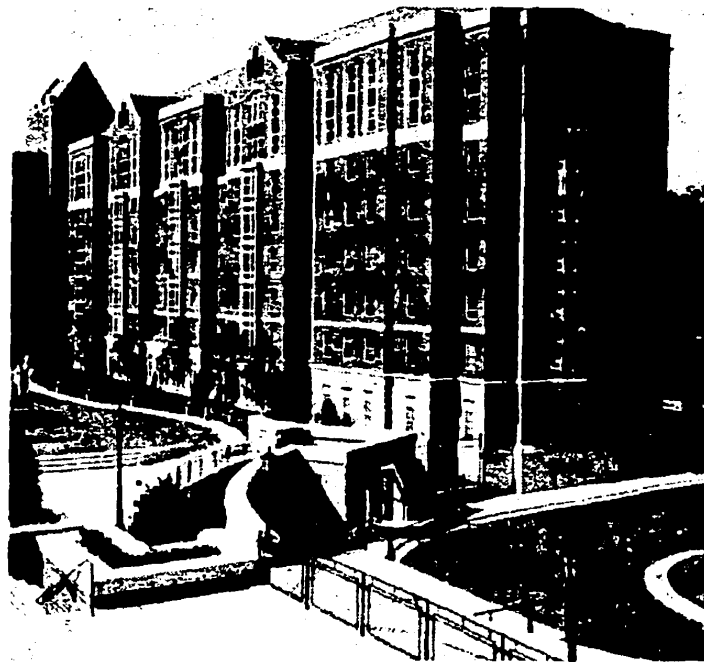
- Allow employees to take a vacation during the 10 working days, so that they might attend the Games.
- Adjust the working hours so that the workweek was compressed from five days to four.
- Suggest to businesses that they set up a system of telecommuting and satellite offices.
- Start the workday before 7:30 am so that employees could avoid both rush hour traffic and the traffic created from the Games.
- Create a very unpleasant description of what traffic would be like during the Games in order to dissuade people from venturing out into it.<sup>78</sup>

As well, a comprehensive computer database was created that allowed planners to predict the movement of the large number of visitors arriving in the city. The database was called the Olympic Transportation Information System (OTIS). The system allowed planners to determine the flow of the visitors and to adapt the transportation needs accordingly. Creating the database took the first three years of the planning effort. OTIS allowed the planners to make 30-minute projections of the number of people who would show up at MARTA stations, parking lots and venue loading areas.

The Olympic Village was located at Georgia Tech University. At the time, there were only 4,400 beds at the University, not nearly enough to house the 15,000 athletes and



their delegations.<sup>79</sup> The President of the University was quick to appreciate that a collaborative effort on the Games could provide his campus with 4,700 much needed air-conditioned dormitory rooms for about 75% of their actual cost.<sup>80</sup> The majority of the units had four bedrooms, along with two baths, a kitchen, and a living room that could accommodate up to eight people. The overall and final completion of the projects fell to the State of Georgia. One major benefit of having the Olympic Village at the University was that the athletes could take advantage of the existing shopping centre, the student centre, theatres and auditoriums. Recognizing the need for temporary infrastructure, between June 9 and July 1, 1996, removable structures valued at \$14 million were built on the Georgia Tech campus. These held the offices and dining halls of the National Olympic Committee. Almost immediately after the Games, the temporary structures were taken down and on August 12<sup>th</sup>, the site was handed back to the University and all the newly created beds were occupied by students.<sup>81</sup>



**Figure 4.11: Atlanta Olympic Village<sup>82</sup>**

*Financial Planning and Strategy*

The Atlanta Games sold well over 11 million tickets, more than Barcelona and Lillehammer combined. All corporate sponsorships were sold at an incredible \$40 million each, in comparison to the Los Angeles Games in 1984 where each sponsorship was sold for an approximate value of \$4 million.<sup>83</sup> A substantial part of the revenues had to be shared with the United States and the International Olympic Committee, which increased the need for Atlanta to produce a very cost efficient Games. Atlanta established CODA to administer \$50 million worth of street, park and infrastructure improvements. These additions were financed through a complex combination of federal funds, city bond issues and private contributions. The new stadium was financed by ACOG from sales of broadcasting rights and tickets and was then given to the City to be used by the Atlanta Braves. The transportation changes and additions that occurred in Atlanta were funded by a \$16 million federal grant for the improvements and upkeep.<sup>84</sup>

The cost of adding approximately 4,700 more athlete beds was \$115 million. Of that, ACOG paid \$47 million and the remaining was paid through 'general obligation bonds' that would be paid back over the next 20 years through student fees for using these facilities.<sup>85</sup> The Centennial Olympic Park that was created for the Games was developed and paid for by the State of Georgia, which also continued to care for the Park once the Games were over. Approximately \$50 million was raised to create the Park, and most of the funds came from local private sources.<sup>86</sup> In addition to this, the Clinton Administration had designated 9.2 square miles of 30 run-down neighbourhoods located close to the Olympic Stadium as an Empowerment Zone. This zone entitled the City to \$100 million in federal funds over the next 10 years to help redevelop the areas. In addition, any businesses that established themselves in that same zone were eligible to qualify for up to \$150 million in federal tax credits.<sup>87</sup>

### *Multiplier Effects*

The goal of hosting the Olympic Games was to create an opportunity in Atlanta to revitalize its real estate market, while minimizing new construction and transportation impacts. In fact, the Games precipitated a real estate rebirth in Atlanta's west side and in the largely low-income and predominantly African American south side. For the last three decades, these areas had been in disrepair. It was in these areas that the majority of Olympic development took place, and the City did gain some housing with the 1,000 units that were built in some of the "impacted" low-income neighbourhoods. Local community development corporations working with CODA, which was responsible for the planning behind the new homes, initiated much of this development.<sup>88</sup>

Jeffrey Humphreys, chief economic forecaster of the University of Georgia in Athens, Georgia, completed a detailed study of the Games' economic impact on the State of Georgia and had this to say about the rehabilitation of Atlanta's downtown: "[t]he Olympics will do nothing but help."<sup>89</sup> He continued to explain that the Games encouraged property owners to clean up their long ignored holdings in hopes of selling or developing them.<sup>90</sup> As well, the Games prompted improvement within the transportation system, for example the much-needed High Occupancy Lanes were built after years of delay. As well, the Olympics "loosened federal purse strings" for a \$138 million ultra high-tech Advanced Traffic Management System (TMS) to monitor and manage congestion. The planners and staff involved in creating such extensive changes in the transportation system have contributed to some relief regarding daily travel time for commuters coming into the city. These people who have "pressed for less reliance on congested freeways and more steps to improve air quality, hope the Olympics will leave a legacy supportive of those goals."<sup>91</sup>

One of the greatest multiplier effects occurred at Georgia Tech. Not only did the University achieve the much needed beds and dormitory space, the school also gained a substantial aquatic sports centre for both competitive and recreational users. In association with the University the new pedestrian corridor system was created. The pathways were inspired by the previous Games in Barcelona. Many of the Atlanta

organizers attended the 1992 Games and were greatly “impressed by the possibilities for the pedestrian environment and returned to support a much greater investment in it than the automobile oriented Atlanta would otherwise have made.”<sup>92</sup>

### *Summary*

Atlanta’s experience in hosting the Games offers both positive and negative planning lessons. Throughout the Games there were many problems as a result of traffic congestion and a number of incidents where athletes were late as a result of traffic jams.<sup>93</sup> It could be said that the transportation planners “over planned” in trying to avoid the extreme traffic congestion. Considering the amount of time, money and expertise spent on trying to alleviate the transportation problems, it created only limited relief from Atlanta’s traffic issues. On the other hand, the Georgia Tech gained facilities and pedestrian walkways, demonstrating effective long range planning.

**Figure 4.12: Atlanta Summation Table**

<b>Atlanta, USA</b>	
<b>Goal:</b>	Revitalization of commercial real estate market, improve transportation system, minimal infrastructure
<b>Location:</b>	City centre – most venues in 3 mile radius
<b>Pol. &amp; Adm. Structures:</b>	Little government involvement, initiated and led by private citizens
<b>Physical &amp; Social Planning:</b>	Emphasis placed on transportation services, minimal impact
<b>Financial Strategy:</b>	Largely privately funded, some governmental support
<b>Multiplier Effects:</b>	University gained new housing and athletic facilities, HOV lanes, revitalized commercial real estate market
<b>Major Issues:</b>	“Over planning” of transportation services, population density throughout Games was very high.

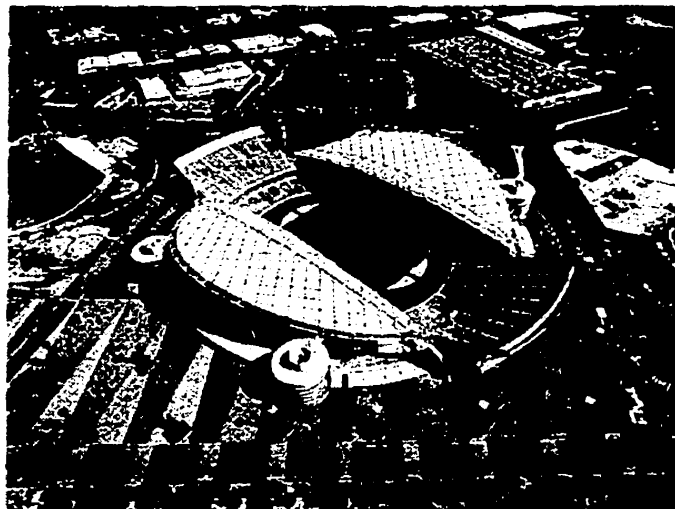
## 4.6 XXVII Olympiad, Sydney, Australia

### *Summer Olympic Games 2000*

Planning the Olympic facilities at Homebush Bay was a complex task that built upon layers of history while presenting a confident statement about the future. The massive movement of hundreds of thousands of people to, from and between the various sporting venues had to be planned to perfection. But this huge sports complex is more than just a logistical solution for the two weeks of the Games. It is a long-term legacy for the people of Sydney, and will celebrate local characteristics and skills in planning and designing the buildings and public spaces.<sup>94</sup>

The 2000 Olympics was a much-anticipated event for Sydney, Australia. Sydney had applied in the past, but it was not until the turn of the new millennium that the City was deemed ready to host one of the most encompassing Olympic Games in modern history. As with Lillehammer, Sydney made the environment a leading concern throughout all of the preparations for the Olympic Games, particularly within the Olympic Village.

The goal of the Games was to create a new suburb on the edge of Sydney, while maintaining an environmental focus throughout the entire process. The organizers placed much emphasis on infrastructure and the majority of the venues were built for the sole purpose of the Olympic Games.



**Figure 4.13:** Sydney Olympic Park and Stadium<sup>95</sup>

### *Political and Administrative Structure*

Once the IOC had awarded Australia the 2000 Games, the organization and planning was turned over to the many Olympic committees in Sydney. The Olympic Co-ordination Authority (OCA) carried out the master planning for the various venues and Olympic sites, and the New South Wales Minister for Urban Affairs and Planning acted as the consent authority for all decisions concerning new developments.<sup>96</sup> In total, there were six major consulting or advisory panels set up to liaise between the Sydney Olympic Games Organizing Committee (SOCOG), the stakeholders and the experts on the various aspects of the Games. The panels included representatives from community organizations such as the New South Wales Council of Social Services and the Public Interest Advocacy Centre.<sup>97</sup>

Throughout the planning and executing process for the Games, the local government had only a small part to play. Representatives from the Local Government Association were present only in the Environment and Social Impacts advisory committee. The president of the New South Wales Local Government Authority stated that,

The avenues for local government involvement have been tokenistic at best. Local government has not been given any real contribution in the decision-making process; in many instances it has been blatantly excluded.<sup>98</sup>

For most citizens local government is the most accessible route for public representation. With a lack of communication between SOCOG and local government, there was a fundamental breakdown in the inclusive methods that have come to be expected in democratic societies. The executive officers of the Inner Metropolitan Regional Organizations Council stated “that local government officers were frustrated by the lack of detail that Olympic authorities were providing about developments, and he noted the refusals to supply documentary materials.”<sup>99</sup>

The need for public participation in planning is always important, the more so where events such as the Olympic Games are concerned, with their significant impact on surrounding communities. It is difficult to constantly keep the public informed and

involved, and while Sydney made a strong effort to maintain that involvement, unfortunately it only incorporated local residents too far along in the process. Dunn and McGuirk, in *Staging the Olympics* wrote

Olympics can permanently impact the geographic and planning framework of the host city. As with other forms of entrepreneurial public/private sector development partnerships, the Olympics bidding and hosting process threatens to stifle local community input and to discourage public dissent. This is a serious concern given that the positive and negative impacts of the Olympics will be felt most keenly by local communities long after the Games have been held.<sup>100</sup>

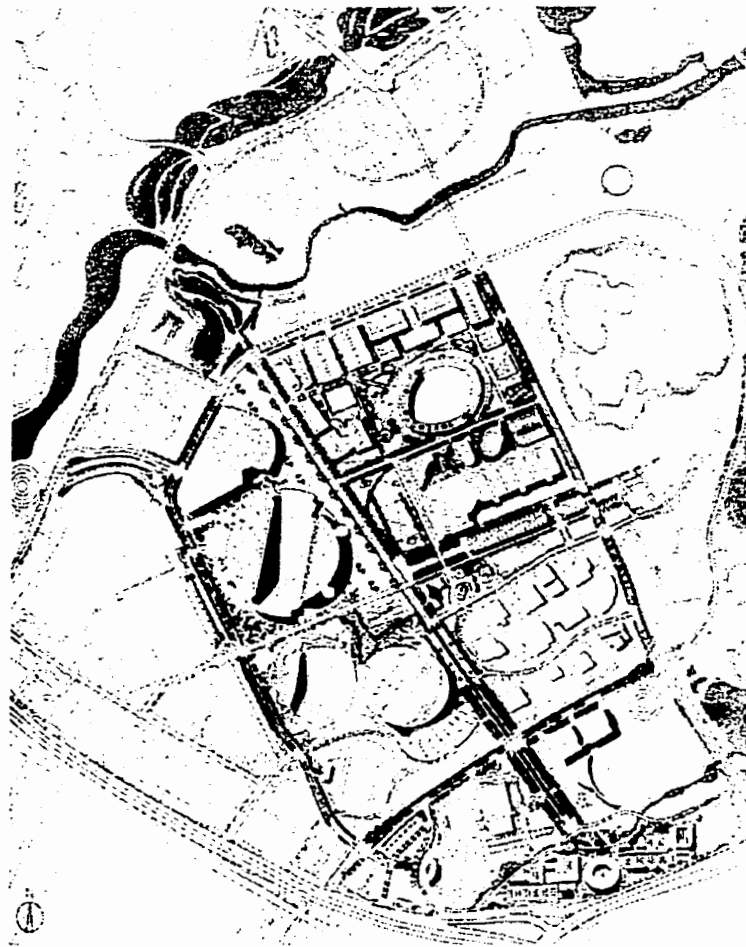
Local residents of the area where much of the development was occurring were not completely disregarded. There was considerable involvement of the people through voluntary services. Unfortunately some of the critical planning inputs that should have been sought early on from local communities were overlooked. It is difficult to determine what the long-term impacts will be regarding the lack of consultation but it has been suggested, in Sydney's case, that where the overall support for the Games was very high, the degree of support may vary with locality.<sup>101</sup>

### *Physical and Social Planning*

Sydney's success can be explained through meticulous planning and learning from and building on experience.<sup>102</sup>

The Olympic Co-ordination Authority was established in 1996 under David Richmond. The OCA continued the work of a small master-planning group that was led by Lawrence Nield who produced an overall master plan for Homebush, a suburb of Sydney. The area in which the Olympic Village and Olympic Park were built was a historic area that was once home to a large abattoir and brickworks. The master plan followed the grid pattern from the abattoir fields for the most part, trying to keep tradition and history intact throughout the design process. The intention of the master plan was to establish an urban core that was surrounded by Millennium Parklands. Included in the plan were two types of buildings, object buildings and street edged buildings. The object buildings were

defined as the large facilities, for example the stadium, while the rest of the buildings were designed to reinforce the street edge - “the analogy was that of a city.”<sup>103</sup>



**Figure 4.14:** Sydney's Olympic Master plan<sup>104</sup>

Initially there were some concerns regarding the ability of the master plan to handle large volumes of people. This concern came largely from those people who had attended the Atlanta Olympics and who remembered what it was like to deal with the mass movement and the need to have appropriate public space at Homebush. Towards the end of 1996, the OCA imported an internationally acknowledged landscape architect, George Hargreaves. The reason given for bringing in expertise from outside Australia was that “it was essential to have a very strong advocate for the public realm and one who understood the problems of sites that needed remediation.”<sup>105</sup>



The final master plan came about rather quickly and with intensity, as is effectively summarized in the following statement,

It acknowledged the layers of history and the key planning concepts to date. It did, however, give the public domain an equal importance with individual buildings. In retrospect, the final design almost had to happen this way. It was an incremental planning approach starting with the gigantic individual buildings, followed by an intensive rethinking after Atlanta, which resulted in design modifications and improvements to coordinate the whole site. With time a critical factor, the new plan had to be implemented instantly, and it is amazing that so much of the initial design concept has carried through to the final solution.<sup>106</sup>

Within the proposal for Sydney's bid and documented in the Candidature file submission to the IOC there were several concepts behind the development for the Olympic Village.

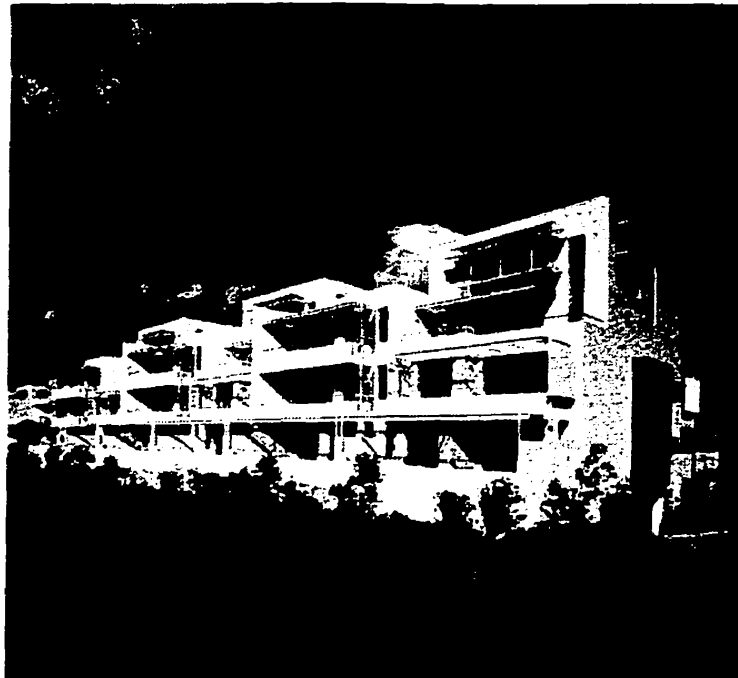
The three goals were:

1. To provide the best possible housing for all Olympic athletes
2. To apply the highest possible environmental standards
3. To provide a new suburb of affordable housing after the Games

The concept plan for the Village itself came from a design competition that was conducted in conjunction with Property Services, other government agencies and professional bodies. The intended post-Olympic use is to provide a positive contribution to Sydney's overall housing stock as an integral part of the renewal of Homebush Bay. The final housing will reflect demand and affordability, issues appropriate to a new urban community after the Games.<sup>107</sup>

There were positive and negative aspects associated with the location of the Village. First of all, it was regarded by many not to be the ideal location, given the lack of high status residential marketing due to the nearby Silverwater Prison and the Camellia oil refinery. As well, a major freeway and a major liquid waste treatment facility were within the vicinity. All of these factors would make a very difficult sell for the Olympic builders on the real estate market. Ultimately the Olympic Village created a world within

itself, turning its back on the existing suburbs in the area, as well as on the prison and the refinery. The first neighbourhood was constructed in 1998 and most of the housing was sold off before the start of the Games. By selling many of the homes before the Games, developers were assisted in terms of cash flow for future developments. Gradually, over time the fully serviced vacant land will be put on the market. This will overcome the problem of releasing all units onto the market at once. The suburb will be home to 5,000 people, but for the duration of the Games it was host to 15,000.



**Figure 4.15:** Olympic Village in Homebush Bay<sup>108</sup>

### *The Role of the Environment – The Green Games*

In 1994, Lillehammer took the initiative in creating an environmentally aware Games “although the green measures at Lillehammer were relatively small-scale, they featured some appropriate use of recyclable materials in the design of its facilities.”<sup>109</sup> With the same intentions in mind but on a grander scale, Sydney wanted to go beyond recycling waste by incorporating environmentally sustainable ideas into many of its designs and projects. The environmental guidelines that Sydney set out for itself served as a strategy

and were intended to reflect worldwide hopes for an ecologically sounder new millennium.<sup>110</sup> The intent was to use the Games as a catalyst to encourage the residents of Sydney to maintain an ecologically aware lifestyle after the Olympics.

The Olympic Village is one of the better examples of the efforts made by the OCA in assisting the Green Games. Throughout the Village, solar panels were fitted to the roof of every house, providing energy for lighting and heating as well as in assisting with the gas hot water systems. The Olympic Village is the largest solar powered suburb in the world, using about 75% less grid electricity than a suburb of comparable size elsewhere.<sup>111</sup>

Regarding the other components of the Games, the OCA encouraged the philosophy of Reduce, Re-use and Re-cycle. Sydney was conscientiously aware of the public's environmental concerns for the future and was trying to make some changes in its approach to the Games that would help lessen fears and provide a more environmentally sustainable future.<sup>112</sup>

#### *Financial Planning and Strategy*

At this point, September 2001, it is difficult to truly know the cost of the Olympic Games held recently in Sydney, Australia. Many of the totals given to the public did not include all the costs, such as transport, security and cleanup of the site. Another interesting aspect regarding the budget is Sydney's host city contract. It is a confidential document and has been exempted from the *Freedom of Information Act*. The Auditor-General was concerned about this issue because he felt that "State taxpayers may have been misled about the potential cost of the Olympic Games because of secret undertakings contained in confidential documents."<sup>113</sup>

The majority of the funding came from two major bodies, SOCOG, Sydney Organizing Committee for the Olympic Games and the state government, through the Olympic Co-ordination Authority. SOCOG's budget only covered the cost for staging the Games, whereas the Olympic Co-ordination Authority has upgraded the site of the Olympics,

building the facilities and providing the infrastructure, such as rail transport.<sup>114</sup> SOCOG has benefited largely from returns on television rights and sponsorship, even more so than in Atlanta. Concern was expressed by some members of government regarding the emphasis placed on large-scale public works, and there were worries that in the future less money would be spent on health, education and welfare.

### *Multiplier Effects*

Multiplier effects are directly the result of planning and leadership, and it is difficult to say what the impacts and benefits are from the Sydney Olympic Games. It was the intent of the organizers and planners to create a lasting environmental legacy that would encourage the residents of Sydney to participate in maintaining an efficient environmentally conservative lifestyle for years to come. New housing stock was also created which was to reflect the market price of suburbs within the area. The environmentally focused suburb is an example that may be used throughout many cities in the future.

Again at this point in time, it is difficult to determine whether or not there was any long-term damage to the residents in the surrounding suburbs throughout the preparation process. Nevertheless, due to a lack of communication at the local government level, many voices of concern were not heard.

Overall the Olympics Games in Sydney took the opportunity to learn from past Games and certainly appeared to take those lessons to heart. It was the goal of the organizers to bring Australia to the world through sport while at the same time trying to incorporate modern day concerns such as the environment into many of the details of planning, design and construction.

In a recent report from *The Globe and Mail*, it is stated that the Olympic Park and many of its venues are presently not being used to their capacity. The Olympic Stadium, one of the most expensive structures at a cost of \$280 million, has only been host to a “handful of events since the Games’ closing ceremonies... and has only four sports events set for

the rest of this year". Part of the reason for a lack of events is due to the fact that the stadium is located considerably far from the heart of the city. As well, it is too large for many of the events and there are other existing stadiums. The chief executive officer of the stadium group is planning to reconfigure the stadium at a cost of \$54 million, allowing major soccer and cricket matches to be held there. Those involved remain optimistic stating the stadium could flourish as long as they can secure some major events. The Sydney Olympic Park Authority released a draft plan describing its hopes for the future. The plan involves commercial and residential developments that "will transform the area into a vibrant centre."<sup>115</sup>

While the effort is a positive one and will hopefully result in increased business and visitors, there has been some criticism. This concerned what should have happened prior to the Games to prevent the disappointment regarding finances afterwards. The head of the Sydney Olympic Park Business Association stated that he was "disappointed that the government didn't commit enough resources to post-Games planning before the Games took place" and he continues to say that in his mind the past 20 months largely have been wasted.<sup>116</sup>

### *Summary*

The Sydney Games and its organizers had a vision that valued the importance of public space and the environment. People's enjoyment of an event such as the Olympic Games can be significantly increased if they can enjoy their experience apart from the sporting events. In combining this component with an environmentally sound effort in regards to infrastructure, it can create a very good experience for both the athlete and the visitor. In criticism of the manner in which decisions were made and the activity of the organizations behind the scenes, it can be said that the organizers failed to incorporate the community effectively. While it was not an exclusive approach, the opportunity for community participation occurred too far into the process.

One of the great strengths of the Sydney Olympics is its design and architecture. Many of the facilities were built well in advance of the Games and had many opportunities to host events and work out any possible issues or concerns. The facilities and the Village were appropriate and easily met the international standard for sporting facilities.

**Figure 4.16: Sydney Summation Table**

<b>Sydney, Australia</b>	
<b>Goal:</b>	Environmental Games – effective
<b>Location of Village and Venues:</b>	Periphery of city - suburb
<b>Pol. &amp; Adm. Structure:</b>	Inclusive – room for improvement
<b>Physical &amp; Social Planning:</b>	Very good Olympics – More planning required for post-use.
<b>Financial Strategy:</b>	Mix of private and public
<b>Multiplier Effects:</b>	Facilities not being maximized post Games
<b>Major Issues:</b>	Earlier involvement from local government. Concern in finding enough events to make the venues financially feasible after the Olympics.

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## **Chapter 5**

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### **5.1 Linking the Lessons: Past and Future Olympic Games**

The term “Olympic urbanism” describes the urban transformation and revitalization that occurs when a city prepares for the Olympic Games.<sup>1</sup> Such changes have occurred in varying forms in all five of the cases examined in this thesis. The degree to which cities initiate major construction or the role that the venues and athlete villages serve once the Games are over, are now a concern for every Olympics. Olympic urbanism will continue to evolve with the Olympic Games and will be reflected through infrastructure or the approach that the organizers decide to take in hosting the Games. The structure of the Olympic Games and the manner in which cities prepare and plan for the event has become more sophisticated and complex. Even though the Games reflect the globalization of today’s society, there are many lessons from the experiences of past Games that ought to be applied to future Olympics. The host cities are obligated to plan carefully and appropriately during the years leading into the actual event.

The Olympic Games have grown to gigantic proportions. No longer is it possible to define the Olympics in terms as purely as Pierre de Coubertin in 1896. Due to the required economic and political involvement, perhaps the demand is becoming too great for cities. No matter how organizers plan and try to make the Olympics a positive experience for a city, the negative effects may be greater than the potential positive gains. The case studies are examples that display varying degrees of success and benefits for cities. They also demonstrate how politics and leadership can adversely affect the Games. The direction of the Olympic Games is difficult to forecast and for those who do try to plan and predict the movement of the Olympics, it can be a daunting undertaking. It is naïve to believe that the Olympic Games are purely for sport. The Games have become a global arena for advertising, commercialism, corporate sponsorship and politics.

The experiences of the Olympic Games offer insights into the direction in which the Games are heading. In studying and analyzing the events and the multiplier effects from past Olympics, lessons are learned which provide the opportunity to curb the weight that is placed on host cities. If the weight of the Olympics is too great, it is possible that cities may not want to take on the enormous responsibility of hosting the Games. The observations that are offered below are intended to help understand what needs to be considered when planning for the Olympic Games.

## **5.2 Observations**

The following observations are derived from recurring issues and themes identified throughout the case studies. These reflect both the positive and negative aspects and impacts of each of the Olympic Games. The purpose of the observations is to provide information concerning commonalities from past Games that may provide reference for planners and organizers of future host cities.

### *i. Construction and Infrastructure*

**The Olympic Games cannot occur without stadiums or buildings in which to host the events. Therefore, it is vital that detailed planning and budgeting occur well in advance of the opening ceremonies.** Throughout all of the case studies, construction and infrastructure are very much in evidence but the manner in which the cities dealt with this issue varied considerably.

Montreal was initially intended to be a rather modest event, with modest infrastructure and development costs. Shortly into the process it became evident that this was not to be the case and the architecture and construction involved was intricate and complicated.<sup>2</sup> The Montreal Games also demonstrated the importance of finishing construction well in advance of the event, alleviating pressure, costs and potential accidents. On the other hand, in Barcelona and Lillehammer, the stadiums and infrastructure were smaller in scale and in many cases temporary. While considerably larger than Lillehammer, Sydney's stadium had a large number of temporary seats, which were removed once the

Olympics were complete.<sup>3</sup> On the other side of the Atlantic, Atlanta required a large stadium because the organizers intended to use it as the new home of the Atlanta Braves baseball team. The Munich and Montreal Games were a turning point in regards to infrastructure and large-scale construction. Prior to these Games, the Olympics had not achieved widespread global interest and the number of participants and visitors had yet to reach the numbers of the Olympics of the past 20 years. As a result, the infrastructure, the stadiums and the venues of these earlier Games were considerably smaller in scale and more modest in design.

Constructing facilities, venues and new hotel rooms is a massive undertaking that is exceedingly expensive. It is essential that only the required facilities are built and that there are no “white elephants” once the Games are complete.<sup>4</sup> The construction that occurs must be done efficiently and the goal must be to complete the project well in advance of the opening ceremonies. There are two benefits to completing the construction phase of the Games with time to spare. The first is that it is less costly, as the people financing the project will not be obligated to pay the construction companies overtime fees and the quality of the work will be of a higher calibre.<sup>5</sup> The second benefit is that it gives cities the opportunity to test run some of their facilities by holding World Championships or other elite level competitions. Therefore, any problems or concerns that occur can be remedied before the opening of the Olympic Games.

At the Australian Games, the planners and organizers had plenty of time to determine which facilities were functioning properly as their construction occurred immediately after Sydney was awarded the Games. Furthermore, Australian athletes had the opportunity to train at world-class facilities in the years leading up to the Games. As a result of the training and their familiarity with the facilities, the athletes put on a very strong performance at the Olympics.

*ii. Design*

**The design of the Olympic facilities must be appropriate and meet the requirements of the host city.** The physical approach that is initiated by the planners, organizers, developers and architects is very important for two reasons. The first is aesthetics, as the image of the city is being projected through a television screen to a much broader audience than otherwise would have seen the Games. The second is that the host city must adapt to any physical changes that occur as a result of hosting the Olympics. The effects of the Olympics go beyond the host city to impact other regions or cities within the country. The importance that is placed on the city to meet the demands of the Olympics may displace social service needs, such as health care or education until the Olympics are complete.<sup>6</sup>

As was observed in the case studies, the design and layout of the respective Olympic Villages and Olympic Parks were reflective of the time period. The 1970s demonstrated the extreme structures and large scale stadiums of the time, versus the very efficient but rather plain architecture that occurred in Atlanta in 1996. In Barcelona and Lillehammer, the design and physical layout of the facilities and architecture reflected the cultural history of Spain and Norway. The new housing that was built in Barcelona is similar to the existing buildings within the same area, thus smoothing the transition between the old and the new housing.<sup>7</sup> In Sydney, the environmental design component is widely evident, particularly at the Olympic Village where solar energy is used.<sup>8</sup> This environmental approach demonstrates efforts that are made on behalf of host cities to maintain the integrity of the environment while at the same time creating an example from which other communities and cities can learn. Other construction that occurs must be appropriate to both scale and function. There is no purpose in designing a large stadium for the winter Olympics if it is only going to be used for the two-week event.

In Sydney, the master plan combined a number of elements that are key. These ultimately contributed to the success of the Olympic Park and the Athlete's Village. First of all, the planners and landscape architects focused on the public realm. As a result, the Olympic Park has many areas where visitors can sit and comfortably visit. The second

concern that is evident and was successfully satisfied is that of the environment. The Olympic Village used solar energy, therefore maintaining the environmental goal of the “Green Games”. In creating a new suburb such as this, the Sydney organizers were intentionally promoting concern for the environment through their construction and design. The Olympic Games provided the opportunity for the Sydney organizers to showcase their unique suburb.

*iii. Effective communication throughout administrative and political structures*

**A horizontal or inclusive approach should be encouraged to prevent an imbalance within the decision making process.** There are a large number of Olympic and governmental organizations involved in the preparations for the Games. The key to maintaining an inclusive approach is through good communication and mutual understanding of the strategy for the Olympics and its long-term goals. While it is difficult to keep every organization equally well informed, strong leadership should insure that the final decisions are representative of the planners, developers, architects, etc. and of the surrounding communities.

As no two cities are alike, each hosting city will require its own unique and appropriate administrative structure. The planners and politicians involved must remember that they are ultimately planning for the future of their city and the Games are only occurring for a two-week period. The process adopted by Barcelona and Lillehammer was a horizontal one. This allows the flow of communication to occur more efficiently between all parties involved.<sup>9</sup>

*iv. Financial Considerations*

**Financial planning is vital in preparing for the Olympics. The financial contributors and planners are equal players in organizing the Games and must agree upon a strategy that not only considers the budget but also looks at long-term investment regarding infrastructure and facilities.**

No matter how a city plans and budgets for an Olympics, the cost is always very high. This cost does not necessarily always mean monetary issues. The cost may also be high regarding the displacement of priorities in terms of new services or funding for organizations that are not involved with Olympic preparations. In principle, the goal is to avoid any undue burden on the residents of the host city either through taxes or facilities that cannot be used once the Games are complete. To that end, the financial planners and the city planners must work together in deciding upon the short and long term strategy and vision for the Games.

Public and private parties need to work together so that no one organization or corporation feels the entire burden of the Games. The Olympic Games is just too large an event to be completely managed by one organization alone. Beginning in the late 1980s and more so in the 1990s, the Olympics have gained tremendous recognition around the world. It has become a very lucrative opportunity for companies and advertisers alike to provide sponsorships, in return for promoting their product through commercials, advertisements and athletes. As a result, the majority of revenue generated stems from television broadcasting rights. In this respect, there has been a shift of prestige and status regarding the Olympic Games over the past 25 years. The IOC has become more involved in securing and developing relationships with corporations and is regarded more as a professional organization. When Montreal hosted the Olympics it did not have the same opportunity to gain financial backing through sponsors and endorsements. Companies and advertisers were just beginning to recognize the potential benefits in sponsoring both the athletes and the Games.



Over the past quarter century the Olympics have gone from an amateur sporting arena to a lucrative, professional and complex commercial sports affair.<sup>10</sup> This was particularly evident at the Games in Atlanta where many of the expenses were paid for through sponsorships and revenues.<sup>11</sup> For its part, Barcelona had considerable support from its governments, whose contributions were intended to support the Games as a way of revitalizing and bettering the city.

The cost of staging the Games in Barcelona was high, because Barcelona used the Olympics to create a magnificent Olympic precinct and to undertake extensive urban renewal. There is considerable evidence to suggest that Barcelona has benefited from the Games: enhancing its status as a global city and attracting more international finance and tourists.<sup>12</sup>

Another financial consideration is the underlying role of long-term investment. It is to a city's advantage to have a number of pre-existing facilities, as it will assist in lowering the construction costs for the Games. On the other hand, if the host city must construct the majority of the venues and facilities, the organizers must collectively decide what the future gains will be. In particular, consideration must be given to the quality of life of the residents. For example, the new facilities may not only encourage a healthy life style for residents, they may also provide opportunities for future athletic competitions to occur, therefore bringing in revenue and further international recognition.<sup>13</sup>

#### *v. Short and Long Range Planning*

**The organizers must plan for the Olympic Games and what will follow.**

A good example of planning occurred in Lillehammer where the planners and organizers built only the required Olympic venues. Any further decisions regarding the Olympics were incorporated into the Municipal Plan. In approaching the Games in this manner, the concerns of the citizens came first and as a result they were able to host a very practical and successful Olympics. On the other hand, Montreal put all its efforts and strategy into creating a spectacular event, which encompassed new buildings and an over-scaled Olympic Village. While some recommendations were made regarding post Olympic use for a number of the venues, many of the facilities were left empty or not used to their

assumed potential.<sup>14</sup> It is the responsibility of the planners and all those involved in the preparation process to see that no detail is overlooked, or option ignored, as they are essentially acting on behalf of the residents of the city. The evidence suggests that planning has an instrumental role in contributing to the success of the Olympic Games and the lasting impacts projected for the host city before, during and after the event.

The question that needs to be answered before any new infrastructure or major changes occur within the city is: what does the city want to achieve from hosting the Olympic Games? The answer will be reflected in the decisions that have come about as a result of open communication between the communities and the organizers. The overall vision will guide not only the long-term planning but also the immediate short-term goals and the manner in which they will be achieved.

The years of planning involves many people and organizations. Surrounding communities should not be left out of the process. The participation and involvement of local residents ought to be encouraged and opportunities made available. Although there was collective support from the people of Sydney throughout the bidding process, many of the decisions throughout the initial years of planning had been made without the involvement of the surrounding communities.<sup>15</sup> Participation is most effective when it is encouraged from the beginning and direct involvement at hallmark events such as the Olympics is one of the best ways to ensure long-term public support.<sup>16</sup>

#### *vi. Learning from past Olympic Games*

**It is essential that each Olympics build upon the last. Learning can occur in many forms, one of which is through the experiences and observations of the successes and failures of previous Olympic Games.**

What are the ways in which Olympic cities (and centres) can develop stronger links with each other, to pass on in a more organized way the store of knowledge that has been gained from the Olympic experience? How can knowledge about staging the Games best be communicated from one city to another?<sup>17</sup>

Taking the lessons from the past and applying them to the host city is critical in contributing to the positive impacts. In the first half of the century, cities were still experimenting with ways to prepare for the Games, whereas the latter half of the century provided the opportunity for host cities to learn from the previous Games and then to apply the pertinent lessons.

While it is logical to suggest that future organizers and planners learn from the experiences of past games, it is a very difficult thing to do. Planning for and after the Games presents many challenges. Both Montreal and Sydney are examples of how difficult it is to plan for the years after the Games while trying to host a successful Olympic Games. It is still early to make any final conclusions regarding the venues at Sydney and how well they will be used, but immediate reports from Sydney indicate that the venues are just too large to fill on a regular basis. The facilities will be very expensive to maintain and eventually will result in Sydney's failure to obtain the anticipated financial gains.

As the Games continue to grow, new challenges will arise and adapting the lessons learned from previous Games will become more important. It is essential that resources such as the Olympic Studies Centre in Barcelona, other Olympic libraries and resources be utilized.

### **5.3 The Future for Olympic Cities and Planners**

#### *Increasing complexity of the Games*

As the world becomes more sophisticated, the need for increased expertise and guidance for cities preparing for the Games will also increase. In turn, planners, politicians and organizing committees will have to adapt to the new demands and the changing technology. Adapting to increasing and expanding globalization is something that has occurred throughout time and it is ultimately the responsibility of the IOC and those involved in organizing the Games to determine the impact that the event will have upon the city. The increasing complexity, size, cost, number of participants and corporate

involvement makes it very difficult to predict the future of the Olympic Games. Regarding the immediate future, it is necessary to prepare for the event as appropriately as possible and to achieve the best possible return regarding infrastructure and direct benefits.

### *Remembering the basics*

While the future of the Olympic Games is unpredictable, what will remain constant is the role of planning. There is much more to the Games than the 17-day event; in some cases the Games have profoundly changed the image of a city, as in Barcelona. On the other hand, memory of the Atlanta Games is slight “Atlanta, more than many recent Olympic cities, seems to have been keen to dispose of its Olympic history and its legacy, almost to the point of denying that the Games took place there.”<sup>18</sup> The lack of legacy or memory associated with the 1996 Games should not be considered as negative, because it was the intention of the planners and organizers to create as minimal an impact as possible. The Olympic organizers and developers intended to revitalize the commercial real estate market and improve transportation. Creating a lasting memory in terms of multiplier effects comes in various forms, and can be either positive or negative. The case studies demonstrate that many of the impacts were physical, for example, in new housing or facilities. In Sydney, there were concerns that the focus and the allocation of money was too intense and as a result other services such as health care and education may have been adversely affected as a result of the Olympics.<sup>19</sup>

The history and image of a city is unique to each. The Olympic Games are not intended to destroy what already exists but to enhance, to be used in some cases as a catalyst either for change, revitalization or international promotion. No matter where the Games are held, there are considerations and implications that must be observed by the planners. It is the combined vision and long-term strategy of the community, the Olympic organizations and the planners that will prepare a city for the Games and their legacy.

### *An Optimistic Future?*

There is concrete evidence to support the very real concern that the future of the Olympic Games is not necessarily a confirmed event. The International Olympic Committee has evolved over the past 100 years into a complex organization that suffers from internal politics, and unfortunately it has been associated with acts of corruption and dishonesty. As a result it is difficult to predict how effective it is for cities to spend millions of dollars on applying for the Games when the outcome depends largely on the political loyalties of the members of the IOC.

Countries and cities need to consider closely the true depth of what it means to host the Olympic Games. The Games are a sporting event that is meant to pay homage to elite athletes. It is not meant to adversely affect the quality of life of the citizens of the host city. The question that needs to be asked is whether or not the Olympic Games are becoming too controlled by corporations, broadcasting rights, advertising and politics? If so, the Olympic community needs to re-evaluate the manner in which the IOC functions and the gross involvement of corporate sponsors and the money that is required to make the Olympics occur. Secondly, are the Olympic Games becoming too large? With each Olympics the number of athletes and the financial investment is increasing. Perhaps the Games are beginning to reach a point where they are out pricing themselves?

Questions such as these need to be given careful consideration. The Olympic Games are an event that many athletes dream about, but for the Olympics to continue, all those involved need to remind themselves of the original purpose of the Games. The Olympic Games is based on the spirit of competition, but it also allows an opportunity for people to become involved in the Olympic movement and it is crucial that the organizers and sponsors remember the deeper meaning of the Olympic Games.

## Endnotes

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- <sup>1</sup> De Moragas, Llines & Kidd, (ed.), 1997.
- <sup>2</sup> Christie, James. "The Games of Montreal 25 Years Later: Time of joy and pain" *The Globe and Mail*. June 23, 2001.
- <sup>3</sup> Pound, Richard. *Games Faces*. CBC Sports, June 30, 2001.
- <sup>4</sup> Pound, Richard, June 30, 2001.
- <sup>5</sup> Auf de Maur, 1976.
- <sup>6</sup> Cashman and Hughes, 2000.
- <sup>7</sup> De Moragas, Llines & Kidd, (ed.), 1997.
- <sup>8</sup> Australian magazine
- <sup>9</sup> De Moragas, Llines & Kidd, (ed.), 1997.
- <sup>10</sup> Smith, Sidonie, Schaffer. *The Olympics at the Millenium: Power, Politics and the Games*. (New Jersey: Rutgers University Press, 2000).
- <sup>11</sup> Dixon, John Morris. "No frills, no thrills: Atlanta's pragmatic Olympics." Progressive Architecture. July 1995.
- <sup>12</sup> Cashman and Hughes, 199.
- <sup>13</sup> Iton, John. *Economic Impact of the Montreal Games 1976*. (Bank of Montreal, 1976).
- <sup>14</sup> Iton, John. 1976.
- <sup>15</sup> Cashman and Hughes, 2000.
- <sup>16</sup> Dunn and McGuirk, 29.
- <sup>17</sup> Cashman and Hughes, 193.
- <sup>18</sup> Cashman and Hughes, 188.
- <sup>19</sup> Cashamn and Hughes, 2000.

## Chapter 6 – Conclusion

### 6.1 Summary of Case Studies

	<b>Montreal 1976</b>	<b>Barcelona 1992</b>	<b>Lillehammer 1994</b>	<b>Atlanta 1996</b>	<b>Sydney 2000</b>
<b>Goal:</b>	International recognition	Revitalization of city	Municipal Plan, “White Green Games”	Revitalize real estate market, minimal infra.	Strong environmental responsibility
<b>Location of Venues and Village:</b>	Periphery of urban core	City centre and waterfront	Periphery of downtown	City centre, most venues in 3 mile radius	Periphery of city, new suburb
<b>Pol.&amp; Adm Structures:</b>	Exclusive decision-making	Transition from dictatorship to democracy, Gov’t support	Inclusive decision-making	Initiated and led by private citizens	Inclusive but room for improvement
<b>Planning:</b>	Inadequate, little post-use planning	Effective, long term gain, ex. housing.	Effective – incorporated Games into Plan	Transportation major focus, minor impact	Effective – environmental and post-use
<b>Financial Strategy:</b>	Disparity of profit, private and provincial	Public and private support	Assumed federal support	Privately funded and sponsorships	Public and private support
<b>Multiplier Effects:</b>	Large debt -under used athletic facilities	Olympics Study Centre, -improved services etc.	New Municipal Plan, -national training centres	University gained housing and facilities -revitalized real-estate	Potentially positive; housing and facilities still very new
<b>Major Issues:</b>	Unrepresentative leadership, debt	Inclusive leadership	No experience in planning for major events	“Over-Planning” of transportation services, high pop. density during Games	Involvement from local gov’t. Olympic Park empty post Games

## **6.2 What the Olympic Games can offer to urban planning**

In the modern Olympics, the notion of a permanent home for the games was rejected in favour of sharing the event internationally – it was a symbol of global co-operation. A city would compete for the right to host the games. As a result, the roving nature of the Olympic Games has also meant a roving urban project, providing an opportunity to rethink the city.<sup>1</sup>

The Olympic Games serves many purposes. It provides the opportunity for world-class athletes to come together and compete and it allows cities to promote and revitalize their current image. Cities that embrace the Games, also embrace the ideal that this event may enhance the quality of life of their citizens. In each of the case studies, the cities have been impacted in some form or another, as a result of the Olympics. In receiving the Games and throughout the years in preparing a bid for the Games, a candidate city must carefully consider what it would mean to host the Olympics. There really are no rules. Nor is there a manual that host cities can adopt that will give detailed instructions concerning preparations for the event and for the years to follow. Therefore it is essential that the host cities seriously consider how it might cultivate its city for such an extraordinary event and the possibilities it may offer.

Certainly there were many negative impacts that occurred in Montreal. Notwithstanding, one of the main goals of the Mayor and his organizers was to “place Montreal on the map” and promote the City to the rest of the world. They were successful in doing this. Due to the 1976 Games, successor Olympic cities were forced to carefully reconsider the implications of incorporating large infrastructure into an urban centre. Barcelona continued in a similar fashion to Montreal, with its desire to promote Barcelona within Europe as a leading centre in both finance and culture. Yet, the City was able to use the Olympic Games to achieve the required improvements that would assist Barcelona in establishing itself as a leading European financial centre. Lillehammer was very creative in serving the needs of the Games as well as preserving cultural, environmental and architectural heritage. Even though the Games were small compared to many of the summer Games, it was successful as a result of its efforts in maintaining environmental



goals. Two years following the Lillehammer Games and at a much larger scale, Atlanta hosted a rather efficient Games. Atlanta did not want to change its physical appearance; rather it wanted to establish itself further throughout North America and even the world as a leading business and financial city. It was able to achieve this as a result of the many existing facilities and venues. The City was also able to rethink its transportation system and developed some complex traffic management systems that have alleviated some of the traffic congestion in the City. The 2000 Olympic Games that recently occurred in Sydney, Australia, did not focus on the urban core of the city. The Olympic Park and the Olympic Stadium were located on the periphery of the city accompanied by a new environmental suburb, which was a combined effort to protect the environment and promote sport in Sydney. As was mentioned in the Sydney case study, it is still rather early to conclude if the structures will become 'white elephants' or if the organizers will be able to secure enough events to make the Park and Stadium a feasible resource for the residents of Sydney.

It can be a very intimidating task when considering what the future of the city will be as a result of the Olympic Games. There is always risk associated when millions of people are invited into a city for a two-week event and billions of dollars are spent on new structures and improved transportation systems. The objective is to improve the quality of life for the citizens of the city and yet be bold enough to take the city in a new direction.

#### *A comparison between sport and planning*

At the turn of the century and the beginning of the Modern Olympic Games, Pierre de Coubertin and the newly formed International Olympic Committee decided to promote and encourage athleticism and its spirit throughout the world. As a result, it was decided the best way to promote the Olympic Movement and international sport would be through changing the location of the Games every four years. More recently, cities have had the opportunity to host the Games every two years. Due to the evolving nature of the Olympic Games, new challenges, demands and opportunities occur for the host cities. Those who apply and receive the Games consider it a privilege to host the most revered

of sporting events and all that this entails. However, with the honour come many responsibilities for both the city and its organizers to plan appropriately and effectively for the event. Not only do planners and organizers have to prepare for the Games, but the greater challenge involves incorporating the Games into the life of the city not only during but after the event.

Ultimately the Olympic Movement must remain true to itself and not become dominated by technology or sponsorships. It is important that the Games evolve with modern times and for planners to adapt accordingly. If the Olympic Movement were to cease, so too would the Olympic Games but it is also necessary to remember that,

The Olympic Games are capable of great good to the individual participants. Better individuals contribute to better nations. The sovereign states are a little more able to do business with one another. The philosophy of Olympism may blend with a larger character of ideals that serves as a standard of conduct, beckoning and drawing man upward.<sup>2</sup>

The Olympic Games is an extraordinary opportunity for athletes and planners, for cities and for the world to observe and benefit. On the other hand the benefits and the opportunity for revitalization or the betterment of an international image for a city can also be secured if the preparation in the years prior to the Games is done effectively and appropriately.

### *The Weight of the Games*

Preparing for the Olympics is an undertaking that places an immense weight upon a city and its citizens. Previously in the thesis, reasons were offered explaining why cities take upon themselves the challenge of organizing and hosting an Olympic Games. In the 1970s, there was a period when cities were not keen to host the Games due to economic and political instability. As globalization has increased, combined with the escalating growth of the Olympics, a trend may once again occur where cities feel that the financial pressures have made the Games an event that is no longer feasible.

In each of the case studies the positive and negative impacts of the Olympics varied. The definition of success can change depending who is defining it. Are cities making promises that are beyond their means? As a result of these commitments cities place themselves in a position to host the 'perfect' Olympic Games, but as was seen in Sydney, 'perfect' or 'entirely successful' is still a goal which cities strive to achieve. The Olympic Games do not stop at the closing ceremony, the impact and legacy carries on for years after and these factors contribute to determining the 'success' of the Games. The more elaborate the organization with which cities prepare for the Olympics, the greater the amount of money that is required. Often times, the result is that a particular group, either the athletes or the citizens of the host city, do not benefit from the Games. With that being said the future of the Games is not as certain as it may have been at one time.

It is not the intention of this thesis to end on a negative thought, but it is important to consider the fact that the Olympic Games are not a simple sporting event that occurs every two years. It affects millions of lives and has been and can be a very positive event that multiplies into various benefits contributing to the quality of life for the citizens of the host city. Consideration must nonetheless be given to the ultimate weight and pressures of the Games and whether or not these international well-developed cities are able to carry such a load.

## **Endnotes**

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<sup>1</sup> Bingham-Hall, 2000, 14.

<sup>2</sup> Chu, Donald and Jeffrey Seagrave, 1988.

## **Appendix 1**

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**National and International Characteristics of the Country** - The need for this information is to help the selection committee gain a better knowledge and understanding of the, “political structure of your region and your city, and in particular the areas of authority and the responsibilities and prerogatives of the national, regional and municipal authorities who may be called upon to intervene in the process of planning, organizing and running the Olympic Games”. It is vital that the committee thoroughly understands the political stability of a country. The IOC must be certain that when, for whatever reason, a political change takes place within the leadership of a country, the plans for the Olympic Games are carried out as described in the candidature file.

**2. Candidate City** –Within this section the candidate city is required to complete 11 points that relate directly to their city. It acts basically as a biography of the city focussing more recently on the past 20 years using statistics, economic developments continuing through to describing the support of local authorities.

**3. Customs and Immigration Formalities** –The Olympic Identity card establishes the identity of its holder and constitutes a document which, together with the passport or other official travel documents of the holder, authorizes the entry into the country in which the city organizing the Olympic Games is situated. It allows the holder to stay and to perform his/her Olympic function there for the duration of the Olympic Games and for a period not exceeding one month before and on month after the Olympic Games.

**4. Meteorological Conditions** –In order for the Olympic Games to be run successfully it is vital that there are suitable meteorological conditions. Information regarding the general climatic situation of the region along with the specific conditions at each of the outdoor competition sites.

**5. Environmental Protection** –It is the intention of the Olympic Movement to assist in the protection of the environment and the IOC strongly supports that the actions of the Olympic Games should be exemplary in this connection. There are two significant points

that need to be followed in this section. The first being that it is particularly fundamental that all studies relating to infrastructure take into consideration, from the outset, the environmental parameters and that the studies are directed in such a way that harm to the environment is minimized or eliminated. The second key point is that particular attention should be paid to all questions regarding economy of energy and water, recycling of waste and limitation of pollutant emissions.

**6. Security** –Learning from past Olympic Games such as Munich, 1976 and Atlanta 1996, it is imperative that the host city has the necessary infrastructure to provide complete but direct security, and a safe environment.

**7. Health/Medical System** –The Olympic Games attract a significant number of visitors to the city and the existing medical services may prove to be insufficient and inadequate with such an influx of people. It will also be necessary to respond to specific needs concerning sports medicine, such as treatment for athletes or anti-doping controls.

**8. Olympic Village** –The Village is a major part of the preparation and planning, and is to be addressed within the framework of the Olympic Games. It must fulfill the requirements of the users the athletes, coaches, etc. throughout the period of the Games. The post-Olympic use will be studied with great care in order to ensure that it is integrated within the infrastructure of the city in the best possible way. It is recommended that the candidature city read “Minimum requirements for Olympic teams”, and “IOC Guidelines concerning the Olympic Village” in preparing the design of the proposed Olympic Village.

**9. Accommodation (except Olympic Village)** –This section refers to the accommodations requirements that are to be met by the host city. The accommodations do not include that of the athletes and team officials who will be housed in the Olympic Village.

**10. Transport** –It is necessary for the host city to plan for an influx of approximately 35,000 persons within a 2-3day period and approximately 15,000 for the Winter Games. Therefore it will be essential that access routes to the Olympic city be able to handle arrivals and flow of traffic without any congestion.

**11. Olympic Games Programme** –Rule 42 of the “Olympic Charter” states that the programme of sports and disciplines is established 7 years in advance. For example, the Games of the XXVII Olympiad for the year 2000, the programme was established at the end of the Olympic Congress in 1994. As well, the candidature city will include two exhibition events for the handicapped within the programme.

**12. Proposed Competition Sites** –Five aspects need to be taken into account from the beginning so those subsequent problems may be avoided in the organization of the Olympic Games. They are as follows;

- Local public relations,
- Constructions (cost, installation, planning, etc.),
- Evaluation of logistical needs (transport, etc.),
- Finances (subsidies, marketing),
- Post-Olympic use

**13. Cultural Programme and Youth Camp** –It is the intention of this programme that it focuses on the culture and traditions of the host country. As well, it is intended that international artists from the world of entertainment, dance, music, theatre and the arts are involved. The candidate city must study all aspects of the cultural programme in order to include a proposal in the candidature file. There will also be a proportion of seats for events on the cultural programme that will take place in the host city that must be provided, free of charge, for accredited participants in the Games. The Organizing Committee of the Olympic Games (OCOG) will organize an international youth camp. It is the aim of this youth camp to bring together young people from throughout the world in order to make them aware of the ideals of the Olympic Movement.

**14. IOC Session** –In the “Host City Contract”, it states that the host city organizes a Session three days before the opening of the Olympic Games. This Session will last for three days.

**15. Ceremonies** –There are five types of ceremony that need to be organized prior to and during the Olympic Games. The five types are:

- The opening ceremony of the session
- Arrival ceremonies at the Olympic Village
- The opening and closing ceremonies of the Olympic Games
- Medal ceremony
- The Olympic torch relay

**16. Media** –The media will provide the promotion, coverage and the continuity of the Olympic Games. Approximately 12,000 members of the media are accredited for the Games of the Olympiad and 7,000 for the Olympic Winter Games.

**17. Telecommunications** –Modern technology should be available to allow the media to carry out their primary function, which is to communicate. This technology should consist of established systems and not those, which are still in the experimental stage. The availability and guarantee of effective technology needs to be at the disposal of the media and the details outlined in the candidature file.

**18. Data Processing Services and Links** –“Data processing as a human, material and logistical support system is an increasingly important factor in the Olympic Games. Despite the constant and rapid developments in this sector, the candidature city ought to be looking at the needs and choices of software support that will be required for the Games.

**19. Finance** –In accordance with point 5 of Rule 37 of the “Olympic Charter”, all candidate cities must supply financial guarantees which are considered to be satisfactory by the IOC Executive board. These guarantees may come from the city itself, local,



public or national collective entities, from the state or from third parties. As well, particular efforts should be made by the city, the NOC of the country and the Organizing Committee of the Olympic Games (OCOG) to establish reasonable prices for visitors, participants and spectators. The city must take the necessary steps to restrict and control the price of hotel rooms in and around the host city during the period of the Games. No later than 2 years in advance of the Games, a final price list in US\$ for external services must be submitted to the IOC Executive Board. The services are:

- Transport,
- Radio and telecommunications (including telephone rates),
- Special equipment for the press, radio and television,
- Office rental,
- Rental of parking places,
- Specialized equipment

In the interest of worldwide promotion of the Olympic Movement, the OCOG must do everything within its power to keep costs to a minimum.

**20. Marketing** –It is the intention of the Olympic marketing programmes to finance the organization of the Games and the day-to-day activities of the Olympic Movement. Olympic marketing includes all aspects of private financing, such as radio and television broadcasting rights, the sponsors' and suppliers' programme, the licensing programme, the coin programme, and income from the sale of tickets to the Games. This is not in addition to financing from the government by means of national or local grants.

**21. Communications, Image and Olympism** -It is the duty of all members of the Olympic Family including candidate cities and OCOGs, to ensure that the Olympic Movement promotes an image that is positive and serves the Olympic ideal.

**22. Legal Aspects** –It is of fundamental importance that, from the very outset those candidature cities have understood and assimilated the legal rules of the Olympic Movement, which govern the entire candidature process until the Olympic Games. The

NOC and the city must refrain from signing any legal document, contract or commitment, nor will it take part in any action, which may be contrary to or have an adverse effect on the obligations laid down in the “Host City Contract”. Similarly, the former may not make any commitments between the legal submission of the city’s candidature and the date of election of the host city of the Games, which would bind the NOC, the city or the OCOG after the election of the host city of the Games.

**23. Sports Experience** –the candidature city must indicate their experience in organizing high-level sports events. The focus will be on the last 10 years and in particular the events that pertain directly to the Olympic Movement. This section is also intended to provide the opportunity to promote the country, the NOC, the city and region within the world of sport in general and the world of Olympism in particular, both now and in the past.

International Olympic Committee. Manual for Cities Bidding For the Olympic Games.  
Lausanne: International Olympic Committee, 1992, p.24-73

## **Appendix 2**

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1. Election of any host city is the prerogative of the IOC alone.
  
2. Only a city, which has been approved by its National Olympic Committee (NOC), can apply for the organization of the Olympic Games. The applications to host the Olympic Games must be made through the NOC to the IOC by the official authority of the city concerned. The official municipal authority and the NOC must guarantee that the Olympic Games will be organized to the satisfaction of and under the conditions established by the IOC. Should there be several candidate cities in one country for the organization of the same Olympic Games, it rests with the NOC to decide which one will be proposed for election.
  
3. Cities whose candidatures have been approved by their NOCs are subject to the rules foreseen in the Bye-Law 37 to this rule. Bye-Law 37 is a sub-section of the Olympic Charter. (Refer to appendix 3)
  
4. The organization of the Olympic Games shall not be entrusted to a city unless the latter has submitted to the IOC a document drawn up by the Government of the country under consideration. The Government guarantees to the IOC that the country will respect the Olympic Charter.
  
5. Any city applying for the organization of the Olympic Games must undertake in writing to respect the conditions prescribed for candidate cities issued by the IOC Executive board, as well as the technical norms laid down by the International Federation of each sport included in the programme of the Olympic Games. The IOC Executive board shall determine the procedure to be followed by the candidate cities.

6. Any candidate city shall offer such financial guarantees as considered satisfactory by the IOC Executive Board. Such guarantees may be given by the city itself, local, regional or national, the State or other third parties. At least six months before the start of the IOC Session at which such Olympic Games will be awarded, the IOC shall make known the nature and exact contents of the guarantees required.

7. The election relating to the designation of the host city takes place in a country having no candidate city for the organization of such Olympic Games, after due consideration of the report by the evaluation commission for candidate cities. In exceptional circumstances, such elections must take place seven years before the holding of the Olympic Games.

8. The IOC enters into a written agreement with the host city and the NOC of its country, which agreement specifies in detail the obligations incumbent upon them. Such agreement is signed immediately upon the election of the host city.

Olympic Charter, *International Olympic Committee*, March 1, 2001

**<[http://www.olympic.org/ioc/e/facts/charter/charter\\_games-e.html](http://www.olympic.org/ioc/e/facts/charter/charter_games-e.html)>**

## **Appendix 3**

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### *By Law to Rule 37*

1. From the day the application for candidature is submitted to the IOC, the NOC shall supervise and shall be jointly responsible for the actions and conduct of its city in the relation to the city's candidature to host the Olympic Games.

2. All cities applying to become candidate cities to host the Olympic Games shall be subject to a candidature acceptance procedure, conducted under the authority of the IOC Executive Boards, which shall determine the details of such procedure. The IOC Executive Boards shall determine which cities shall be accepted as candidate cities.

3. The candidatures of cities applying to host the Olympic Games shall be examined by an evaluation commission for candidate cities.

4. Two evaluation commissions for candidate cities are appointed by the IOC President. They are composed of, inter alia:

-For the Games of the Olympiad, three members representing the IFs, three members representing the NOCs, four IOC members, one member proposed by the Athlete's Commission, one member representing the International Paralympic Committee (IPC) as well as specialists whose advice may be helpful: and

-For the Olympic Winter Games, two members representing the IFs, two members representing the NOCs, three IOC members, one member proposed by the Athlete's Commission, one member representing the IPC as well as specialists whose advice might be helpful.

The Chairman of each evaluation commission for candidate cities shall be one of the IOC members. These commissions shall study the candidatures to the IOC not later than two months before the opening date of the Session, which shall elect the host city of the Olympic Games.

**5. The IOC Executive Board, based upon the report of such evaluation commission, shall draw up the list of candidate cities to be submitted to the IOC Session for election.**

**(March 1, 2001 <<http://www.olympic.org/ioc/e/facts/charter/charter-games/e.html#37>>**

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