

**To: Governor Herbert and Mayor Becker**

**From: Utah Olympic Exploratory Committee  
Lt. Governor Greg Bell and Steve Price, Co-chairs**

**RE: Bidding for and Hosting a future Olympic and Paralympic Winter Games**

## **Executive Summary**

### **Background**

In February 2012, on the tenth anniversary of the Salt Lake 2002 Olympic Winter Games, the Utah Olympic Exploratory Committee (UOEC) was formed to evaluate the benefits and challenges of bidding for and hosting a future Olympic Winter Games.

On July 3, 2012, the US Olympic Committee (USOC) announced its intention not to pursue a 2022 Olympic Winter Games bid, but instead to look toward a 2024 Summer Games or a 2026 Olympic Winter Games bid. The USOC's decision regarding a summer or winter Games bid will most likely be determined sometime in the next 2 years, dependent on timing of the IOC 2024 bid process.

### **Utah Olympic Exploratory Committee Organization**

The UOEC was organized into six subcommittees with the following task assignments:

- 1) **Community Outreach and Public Opinion** – responsible for conducting polls and interviews to determine support for future bidding and hosting of the Olympic Winter Games. The scope included public opinion, business community support, Salt Lake City and other venue community and local government support, State government support, as well as responses from the former board, executive management, and volunteers from the Salt Lake 2002 Games.

This subcommittee also reviewed appropriate legal and governance structures for future bid and organizing committees, potential legislation that may be required, anticipated statutory actions at the

state and local levels of government, and guarantees required by the International Olympic Committee.

- 2) **Hospitality** – assessed the current and planned number of hotel rooms in the Salt Lake Olympic region against the IOC Olympic Winter Games requirement of 23,300 rooms. This subcommittee also performed a preliminary review of room types and star rating for meeting the requirements of the various Olympic client groups.
- 3) **Sport and Venues** - responsible for evaluating the support of the 2002 Games venue owners and operators for bidding and hosting the Olympic Winter Games in 2026. Assessed the current condition, future development plans, and viability of each venue for hosting the Games, considering Winter Games sport program additions since 2002.

Reviewed sport experience in the past 10 years and formulated future sport event objectives for the continued growth and sustainability of Utah's Olympic legacy at both publicly and privately owned venues. Growth potential and sustainability were evaluated in terms of facilities, programs, and events.

Worked with the Transportation sub-committee to evaluate and develop a physical Games concept for 2026 or beyond.

Provided input to the Environment and Meteorology section of the report, and in particular, reviewed potential climate change impacts and anticipated snow conditions at the outdoor venues.

- 4) **Transportation** – assessed the current transportation infrastructure as part of a proposed physical concept for a 2026 Games. Met with UDOT, UTA, the Salt Lake City International Airport Authority, and other transportation stakeholders to review planned infrastructure improvements between 2012 and 2020. The meetings focused on the relationship of planned improvements to venue access, anticipated transportation service levels for each Olympic client group, and alignment between preparations for a future Games and Utah's long term development strategies.
- 5) **Finance** – established both a Bid Budget and an OCOG (Organizing Committee for the Olympic Games) Games budget for a future bid. The Bid Budget was based on an evaluation of recent bid budgets from other Winter Games, adjusted for inflation, and took into consideration the Salt Lake advantage of having hosted the 2002 Games. The OCOG budget was developed with an in-depth review of the 2002 Games final cost, recognizing changes to the Games sport program since 2002 as well as potential changes for a Games physical concept

for 2026. Both budgets are expressed in 2012 USD in Section 08 of the report.

- 6) **Competitive Analysis** – evaluated the strengths and opportunities that would come from a future bid, and in hosting the Games. Assessed the benefits and challenges of competing at the national and international levels of the bid process. Reviewed the reasons why returning the Games to Salt Lake City would be good for the Olympic movement, Salt Lake City and the State of Utah.

The members of the UOEC are listed on page 35 of the report.

## **Recommendation**

The work of the UOEC has determined that Utah is ready, willing, and able to host another Olympic Winter Games. The Utah Olympic Exploratory Committee unanimously recommends that Salt Lake City pursue a bid for the 2026 Olympic and Paralympic Winter Games, should the USOC decide to submit a Winter Games bid. Pursuit of a bid for a Winter Games after 2026 would need to be further evaluated at the time the USOC elects to bid.

Utah's 2002 Olympic Winter Games legacy includes world-class venues and facilities, sustainable legacies in transportation infrastructure and operations, and strong sport programs for all levels of participation from elite athletes, to community clubs, to physical training for school children. In addition, the Utah "brand" has been a direct beneficiary of the 2002 Games success. Salt Lake City's identity as an Olympic city has increased national and international awareness of Utah, helped drive significant increases in tourism, and helped expand state, national, and international business opportunities.

Utah's Olympic legacy is strong and vibrant and ready to provide the foundation for a future Olympic Winter Games. Bringing the Games back to Salt Lake City would provide additional opportunities to: a) give back to the Olympic Movement, b) continue to promote Olympic ideals, c) strengthen and grow our sustainable legacies from the 2002 Games, and d) further support sport and physical activity as key elements of City and State public health initiatives.

From Utah's 2002 Games experience, the economic benefits of hosting the Games are well understood by government and the private sector. While hosting a future Games would require less construction for venues and infrastructure as compared to the 2002 Games, the direct and indirect economic output is expected to be in excess of \$5 billion, provide over 30,000 job years of employment, and generate net revenues to state and local government of more than \$75 mil. Significantly, the Organizing Committee Games budget could re-endow existing Olympic legacy venues, extend their life well beyond current horizons, and provide additional funds for continued sport development and

major sport event attraction. This would continue to enhance Utah's economy and image worldwide.

Salt Lake City and the State of Utah are well positioned to offer the USOC and the International Olympic Committee a strong compact Games concept with low financial and delivery risk, and minimal environmental impacts, while providing very high quality Games. Salt Lake City, as Host City, would be able to deliver on its bid commitments with certainty.

There is strong support from the public, the business community, venue owners and operators, the venue communities, athletes and sport organizations, and local governments for a future bid and Games. The business community believes that funding for a Bid, including both cash and Value-in-Kind, can be accomplished with private financing. This would leave no burden for taxpayers regardless of the bid outcome.

A 2026 Games Bid process would likely need to be engaged by the USOC in the fall of 2016. The UOEC recommends that, during the next four years (2012 through 2016), in preparation for a 2026 Games bid, the State of Utah and the Utah Olympic venue communities continue efforts to grow sport programs for all levels of participation, host events that help sustain the Olympic legacy, and ensure that our publicly and privately owned Olympic venues continue to be well maintained and actively engaged in sport development. Ongoing improvements and upgrades to the venues should be consistent with long range development plans, both for the venues and a future Olympic bid.

To these ends it is recommended that the State of Utah support the Utah Sports Commission and the Utah Olympic Legacy Foundation in these efforts. The responsibilities of each organization should be consistent with existing missions.

The Utah Sports Commission should continue to bring sporting events to Utah relevant to the Olympic Winter Games. It should also attract and create major sporting events year round that position Utah as the "State of Sport", and support Utah's ongoing participation in the Olympic movement.

The Olympic Legacy Foundation should be responsible for continued interaction with the venues owners and operators regarding ongoing maintenance and long range development plans at the venues, as well as continuing efforts in sport development and sport programs.

As part of its long term development plans the Olympic Legacy Foundation should continue to expand its international training programs at Utah Olympic Park and the Utah Olympic Oval, as well as partner with other non-governmental organizations and governmental organizations to promote "Sport for Life" in Utah's communities. The UOEC recommends that the State work with the Olympic Legacy Foundation to further develop the necessary facilities, sport

programs, and educational programs to support the economic development and public health benefits of these initiatives.

## **Introduction to the Report**

The 2002 Salt Lake Olympic Winter Games were an unforgettable and truly remarkable event in the history of Salt Lake City and the State of Utah. The powerful positive impact of the Games was felt throughout the city, state and region and the sustainable legacies are clearly evident in our daily lives over 10 years after the Games.

Those legacies are tangible in venues and infrastructure projects and the partnerships that were formed to deliver them. Just as important are the working relationships and personal friendships that were formed, and still exist, from the collective “Joy in Effort” and spirit of service that are part of the Olympic principles and Olympic movement.

Public opinion as well as the opinion of government and community leadership is that the decision to bid for and host the 2002 Olympic Winter Games was well worth the effort and the financial investment. Therefore, it may seem obvious that there should not be much hesitation in bidding for the Games again.

The OEC’s responsibility, however, was to look beyond the obvious success of the past and to answer critical questions about going forward. This report reflects the work of a group of volunteers tasked by the Governor of the State of Utah to make an evaluation of the benefits and challenges of bidding for a future Olympic Winter Games. The UOEC volunteers, almost without exception, experienced the Salt Lake 2002 Olympic Winter Games in one capacity or another. In addition many of the UOEC members continue to be engaged in the Olympic movement. Their experience was invaluable in developing the evaluations and recommendations contained in this report.

An Olympic bid is a competitive process, carried out in the true spirit of the Olympic Games. The Bid process includes:

- 1) a national competition in which the United States Olympic Committee (USOC) selects a single U.S. City to compete as the Bid City from the United States (potential Host Country).
- 2) an international competition in which Bid Cities from various countries are subject to a two phase process that ultimately leads to a selection of a single Host City for the Olympic Games.

The overall effort from the initial stages of an Olympic Bid to its conclusion spans almost 3 years. The overall timeline from a decision to bid to successful hosting of the Games spans over 9 years for the selected Host City and region.

The investment in time, money and resources is significant. The decision to bid is a decision to host the Games if selected. Those decisions should be made in the context of the benefits and challenges for each phase of the competitive process, as well as the overall obligations and commitments for which Salt Lake City and the State would be responsible, should Salt Lake City be selected as Host City.

This report is organized to follow International Olympic Committee preliminary evaluation criteria used for selecting past Host Cities for the Olympic Winter Games. There are eight topics including: 1) Motivation, Legacy, and Games Concept, 2) Public Opinion, Government Support and Legal Issues, 3) Sport and Venues, 4) Accommodation, 5) Transportation, 6) Security, 7) Environment and Meteorology, and 8) Finance.

## **01 Motivation, Legacy, and Games Concept** **Sustainable Legacies, Olympic Principles, Sport for Life**

### **Principal Motivation**

The 2002 Salt Lake Winter Olympic and Paralympic Games provided the opportunity for Salt Lake City, the State of Utah, and the United States of America to make a significant contribution to the Olympic movement. At the same time the 2002 Games provided an inspirational lift to city, state and nation at a critical time in our history, shortly after the events of September 11, 2001.

The operational period of the Games (Olympic Games and Paralympics) is approximately 60 days. While that 60 day period is extremely important to any city, state and nation hosting the Games, the years of preparation prior to the Games and the legacy for decades after the Games can be transformative for the Host City and Olympic Region. That was certainly the case for Salt Lake City and the State of Utah

There were significant economic benefits from the 2002 Games with estimated direct and indirect economic output of \$4.8 billion, 35,000 job years of employment, labor income of \$1.5 billion, and net revenue to State and Local government of \$76 million. The success of the Games also created a \$75 million endowment to help fund the Utah Olympic Legacy Foundation's sport and physical activity initiatives and operate its Olympic venues. Not only was there no debt left for state or local government, the state's initial funding of \$59 million for construction of venues was re-paid with interest by the Salt Lake Organizing Committee.

Beyond the obvious economic benefits, the State of Utah has sustainable legacies in transportation infrastructure and operations, world-class

training facilities and event venues, and sport and recreational programs for participants of all ages and abilities from elite athletes, to Utah's school children. In addition the Utah "brand" was a direct beneficiary of the Games success. Salt Lake City's identity as an Olympic city has increased national and international awareness of Utah, helped drive significant increases in tourism, and helped expand state, national, and international business opportunities.

Bringing the Winter Olympic Games back to Salt Lake City would provide opportunities to: a) give back to the Olympic movement, b) continue to promote Olympic ideals, c) strengthen and grow our sustainable legacies from the 2002 Games, and d) further support sport and physical activity as key elements of city and state public health initiatives. It would also continue to enhance the Utah "brand" and complement the State's ongoing economic development objectives.

### **Giving back to the Olympic Movement**

The best and most direct way to give back to the Olympic movement is to host "Great Games", where every athlete from every country has the opportunity to achieve his or her Olympic dream, to deliver their personal best.

This takes a strong Games concept that brings everything and everyone closely together in time and place, world-class venues, excellent winter sport conditions, large stadia with passionate and enthusiastic fans, and efficient Games operations in venue management, transportation, accommodations and many other supporting functions for the Games. A future Salt Lake Olympic Winter Games would bring all of this together to provide a low risk, environmentally and economically sustainable, high quality Games experience for the Olympic movement.

The Games experience starts with a Bid, and if successful, continues through a 6-7 year preparation period, through Games time. It is important that the entire experience reflect the values and ideals of the Olympic movement, and the Host City and Olympic region. The Utah Olympic Exploratory Committee (UOEC) has taken an in depth look at Salt Lake City's past success as well as opportunities for improvements. The UOEC believes that Salt Lake City, the surrounding region, and the State of Utah are fully capable of delivering "Great Games" in 2026 or beyond.

### **Strengthening and Growing Utah's Olympic Legacy**

Without exception the venues used for the Salt Lake 2002 Olympic Winter Games are an outstanding legacy from the Games and the Olympic movement. Due to good planning (both physical and business) the venues,

continue to operate on a daily basis, continue to host winter and other sport events, and continue to be economically sustainable. No temporary venues were built for 2002, and no permanent venues have been torn down or removed. More importantly, the venues are fulfilling Utah's vision for life after the 2002 Games with ongoing commitments to sport, community, and physical activity as part of promoting life long participation in sport. This vision is in alignment with the IOC's "Sport for All" initiative encouraging sport activities that can be exercised by people of all ages, both sexes, and different social and economic conditions. The objective of "Sport for All" is to promote health, education and well-being through sport. In Utah this vision is seen everyday at our Olympic legacy venues.

In the last 10 years Utah's sport legacy has grown significantly in participant numbers at all development and recreational levels throughout the state. Northern Utah's Olympic venues and winter sport programs are busier today than ever before, ranging from introductory "learn to" programs to elite high performance athlete training and competitions. More than 40% of the US Olympic Team's athletes that competed in the Vancouver 2010 Olympic Winter Games either live or spend a significant amount of time training in Utah. Today, no other state or region of the U.S. has a higher concentration of Winter Sport Olympians & Paralympians living or training on a regular basis.

There are two organizations with primary responsibility for sustaining Utah's Olympic and sport legacy. They are the Utah Olympic Legacy Foundation and the Utah Sports Commission. The Foundation is funded by an endowment from the 2002 Olympic Winter Games. The Commission is funded from both public and private sources.

The mission of the Utah Olympic Legacy Foundation is to: a) maintain and enhance Olympic legacy facilities (Utah Olympic Park and Utah Olympic Oval), b) engage and involve more people (especially youth) in winter sport, c) inspire and educate through winter and Olympic sport public programs, d) improve the quality and reach of sport and physical fitness programs in Utah, and e) ensure the long term viability and relevance of Utah's Olympic legacy.

The Utah Sports Commission's primary charter is to manage and facilitate the allocation of public and private funding and other resources for sport development and sport event attraction in Utah with the purpose of bringing economic impact and image building to the state. In the 10 years since the 2002 Games, the Utah Sports Commission has partnered with Utah's venue owners and operators to host over 70 World Cup events or world championships, as well as over 90 USOC and U.S. national sport governing body sanctioned events, in over 25 cities throughout Utah. The direct economic impact of these events is over \$ 1 bil.

In addition to the Utah Olympic Legacy Foundation and the Utah Sports Commission, Utah's Olympic legacy is sustained by the commitment of venue owners and operators at Soldier Hollow State Park, Deer Valley Resort, Park City Mountain Resort, Snowbasin Resort, the Ice Sheet at Ogden, Provo City's Peaks Ice Arena, the Maverik Center, energy Solutions Arena and others who continue to put their own resources into winter sport events and programs. For the State of Utah, the Olympic legacy is an integral part of our quality of life.

Beyond its social value Utah's Olympic legacy is part of the state's economic development initiatives. Utah's Economic Development Plan seeks to strengthen and grow existing Utah businesses, increase national and international business, and prioritize education to develop the workforce of the future. From increased skier days, sport events, and tourism, to supporting physical fitness for our youth and workforce, the Olympic legacy is important for our communities.

Bidding for and hosting a future Games would provide the opportunity to strengthen Utah's legacy and ensure its sustainability well beyond current horizons. This would include: 1) expanding winter sport high performance athlete training facilities and development programs for Utah, US, and International athletes, 2) using our facilities, programs, athletes and coaches to promote sport and physical activity health initiatives for youth as well as for life-long participation, and 3) developing multi-year strategies and funding mechanisms for the Utah Sports Commission, with the aim of continuing to grow quality winter and year round sport events at Olympic legacy venues and throughout the state.

### **Expanding Winter Sport High Performance Athlete Training**

Winter sport high performance athlete training and competition events regularly take place at a number of our legacy venues. Utah Olympic Park and Utah Olympic Oval, in addition to being USOC designated training sites, regularly provide training opportunities for high performance athletes from other countries. In the weeks prior to the Vancouver 2010 Olympic Winter Games, in addition to U.S. Team athletes, more than 30 teams from other countries used these facilities in their preparations for the Games. The current operating policy of opening our training facilities to high performance athletes from other countries, in a coordinated effort with the USOC, is a notable and commendable, for the Olympic movement, for international relations for Utah and the USOC, and for greater awareness of Utah outside the state and internationally.

Expansion of high performance training and competitions would require two initiatives that should be part of both current Olympic legacy efforts

and preparations for a future Bid and Games. The first would be to expand programs and athlete service facilities at Utah Olympic Park. The second would be to increase support of all of our legacy venues (both publicly and privately owned) through multi-year commitments to Utah Sports Commission partnerships for winter sport events.

### **Expanded Programs and Facilities at Utah Olympic Park**

The Utah Olympic Legacy Foundation currently generates annual direct economic output of approximately \$12 mil for Utah's economy. This annual output is generated from operating revenues (from operations at Utah Olympic Park and the Utah Olympic Oval), which are supplemented by the Olympic legacy endowment from the 2002 Games.

The expansion of high performance athlete training programs for Utah, U.S. and international athletes would benefit from additional facilities at Utah Olympic Park. A first development phase would include a new Athlete's Services Building for sports medicine (performance testing, exercise physiology, biomechanics, pre-habilitation and re-habilitation, and sports psychology and nutrition), and a meeting and conference building. This expansion would help support expanded training program offerings for individual athletes and teams, which would attract more business at the Park and in the Olympic region.

One of the challenges for U.S. and international athletes at Utah's training sites is finding affordable accommodations for extended periods of training. The cost of accommodation impacts the number of athletes a team can send to a training session, and the length of stay. Utah Olympic Park is reviewing plans to provide athlete housing for affordable accommodation in close proximity to the training sites.

The Athlete's Services Center, meeting and conference building, and potential athlete's housing would be best developed through public private partnerships. The expanded services and additional facilities would provide operational efficiencies, generate additional revenue, and improve Utah's training site competitiveness both nationally and internationally.

In addition, these programs and facilities would strengthen international relations for a future bid, be in alignment with the region's long term development strategies, and have direct positive near term economic benefits.

### **Utah Sports Commission partnerships**

The Utah Sports Commission partners with venue owners and operators to bring a wide range of sporting events to Utah. Many of these events are

at venues that hosted the 2002 Games. These events are part of Utah's sport and tourism business adding to our local economy. They also bring high performance athletes to Utah to train and compete. Currently, the Sports Commission's public funding for such events is done on an annual basis.

Many of the quality sport events require funding commitments years in advance, and to attract these events requires reliability of funds and commitments over the span of several years. In some winter sports the host for the next world championship is selected as much as 5 years prior to the event.

One of the Bid evaluation criteria for the IOC and the USOC is sport event experience in the 10 year period immediately preceding the Bid. For a 2026 Bid the quantity, type of sport events, and their successful hosting will be important. To be competitive in bidding to bring the Games back to Salt Lake City, earlier funding commitments would be required and Utah Sports Commission partnerships would extend over a longer period of time. This would include the future Bid period and, if selected as Host City, the 6-7 year preparation period for the Games.

### **Inspiring Utah's Communities to be Healthier & More Active**

One of Utah's economic development objectives is an educated and competitive workforce for the future. The health of Utah's workforce is fundamental to workforce competitiveness and the state's ability to expand and grow its businesses. It is also fundamental to the quality of life that the state seeks for its citizens.

There is a growing concern about the health of the overall U.S. population due to behavior patterns that include poor diet and a lack of physical activity. Utah is not immune to these issues, which are contributing to significant public health problems including obesity and chronic diseases.

According to statistics from the Centers for Disease Control and Prevention, the percentage of obese adults in Utah has grown from less than 10% in 1990 to over 20% in 2010. While Utah's percentage is less than many other states, the percentage has doubled in the last 20 years and that is cause for concern.

There are a number of organizations already at work in Utah addressing this concern.

The Olympic Legacy Foundation uses the facilities built for the 2002 Games to promote sport and physical activity for youth as well as people of all ages and abilities. The Utah Olympic Oval, in partnership with its

local elementary schools runs and subsidizes both in-school and after school physical activity programs. Students learn from former and current Olympic athletes and coaches. The blend of high performance athletes training next to recreating youth is an ideal example of Utah's "Sport for All" efforts and use of Olympic legacy venues. A cohesive effort to attract and host a future Olympic Games could effectively tie together both State and Olympic movement goals to advance public health initiatives, especially for our youth.

The Utah Olympic Park and the Utah Olympic Oval are reaching more and more people every year. At the Oval "learn to skate", figure skating club, and long track and short track speed skating participants have increased between 80% to 100% in the last three years, while hockey and curling have tripled the number of participants.

The Olympic Park is also inspiring, educating & entertaining people through winter & Olympic sport experiences, as well as improving the quality of youth sport and physical fitness programs in Utah. Participation continues to grow year on year in freestyle skiing and ski fundamentals for alpine and Nordic sport disciplines.

Soldier Hollow has a Charter School for 240 K-8 students where physical education is emphasized with the cooperation of the Soldier Hollow Ski Resort. Cross-country skiing is part of the winter curriculum.

Our other 2002 snow venues also have well developed learn-to-ski and snowboard programs for people of all ages and physical abilities. In addition Park City Mountain Resort is home to the winter sport annex of the National Ability Center. The National Ability Center is committed to the development of lifetime skills for people of all ages and abilities, providing affordable outdoor sport and recreational experiences. For winter sport this includes alpine and cross-country skiing, and snowboarding.

Our ice venues continue to have high demand for "ice time" for a wide range of activities including community hockey leagues, figure skating and short track for youth and elite athletes, and curling clubs and competitions.

Across the 2002 Games venues the IOC's "Sport for All" initiative is being demonstrated on an ongoing basis. Over the last several months the discussion of a possible Games Bid has focused more attention on public health issues. Members of the UOEC are working on how a future Bid could help form new partnerships, generate increased attention, and attract additional resources for combining physical activity with better nutrition as a public health initiative, not just for youth, but for people of all ages.

## **Salt Lake City's Concept for the Games**

### **IOC/USOC Games Concept Assessment**

The Olympic Winter Games is the largest and most complex winter sport event in the world. It effectively requires organizing approximately 15 world championships, simultaneously, in multiple locations over 16 competition days.

The ability of a potential Host City to successfully host the Olympic Winter Games is assessed by the International Olympic Committee (IOC) based on a number of factors including:

- 1) Basic infrastructure and resource capacity necessary to implement a large, complex "Olympic project".
- 2) The proposed "Games concept".

While the Games concept includes all aspects of Games planning and organization, a major element is the "physical concept". The "physical concept" is the spatial and organizational relationship of a city's venues, infrastructure, and resources. The physical concept has a direct bearing on levels of service and operational risks for the Games.

In the past the physical concept of a potential Host City has been categorized by the IOC as very compact, compact, or spread out depending on: a) location and relationship of venues to each other and the Games center, b) transportation connectivity, and c) travel times and distances from major non-competition venues to the venues. In some cases the competition venue to competition venue travel time (i.e. between alpine skiing venues) has been an important part of concept assessments.

- 3) Ability to deliver successful Games in terms of organization, planning and operational performance.
- 4) Support of the general public, government authorities, and key stakeholders for the proposed Olympic project.
- 5) Ability to achieve high quality outcomes with respect to service levels for Olympic client groups (athletes and officials, International Federations, media, Olympic Family, sponsors, and workforce; as well as spectators).

- 6) Overall Olympic experience for all client groups with highest priority being the athletes.
- 7) Alignment with Olympic values and the legacy to be left from the Games.

At the national level the USOC would use similar assessment criteria in selecting its Bid City partner from the United States, should the USOC decide to bid for the 2026 Olympic Winter Games, or beyond.

### **Salt Lake City's Physical Concept**

The Salt Lake 2002 Olympic Winter Games “physical concept” was compact and provided a strong platform for delivering high quality Games. All of the elements of the Games were well organized geographically to offer short travel times and distances from point to point which enabled high levels of service for all of the Games participants as well as the spectators. Salt Lake City's physical concept was the basis for a great Olympic experience for all client groups.

Since 2002, the physical concepts of other Winter Games have been less compact resulting in more operational challenges and some increased risks. The trend of longer distances and travel times from the city venues to the mountain venues will continue through 2014.

Pyeongchang 2018, on the other hand, has branded its concept a “most compact concept for the Winter Games”. With travel times of less than 60 minutes from one end of the Olympic region to the other end, and 30 minutes or less between the center of the mountain venues and the center of the city (ice) venues. Pyeongchang has a very compact plan.

As Host City, Salt Lake City had and still has an advantage of being “right sized” for the Winter Games. It is large enough to have all of the infrastructure and resources needed for the Games, yet all of the Games related facilities are in close proximity and organized geographically around the Games center, which in Salt Lake City's case is also the city center.

For a future bid, all of the major non-competition venues required for the Games (Olympic Stadium, Main Media Center, Olympic Village, Olympic Family Hotel(s)) would be located within 15 minutes travel time of the city and Games center. In particular, the Olympic Village would again be at the University of Utah which is located at the center of the Olympic region, resulting in short travel times to all of the competition and training venues.

As of today, there are 16 ice sheets in the State of Utah, most of them within the Games region. Good planning and organization of the ice venues combined with close proximity and short travel times to the mountain (snow and sliding) venues would provide Salt Lake City with an opportunity to join Pyeongchang 2018 among the “most compact Winter Games.”

From a competitive standpoint, a very compact physical concept would provide an operationally efficient framework for the Games. This would translate to low risk, high service levels, and a high quality Olympic experience for a future Olympic Winter Games.

### **Other Important Elements of a Games Concept**

**Basic Capacity** - Salt Lake City has the basic infrastructure and resource capacity necessary to implement a large, complex “Olympic project”. The Salt Lake region has continued to invest in its infrastructure legacy from the 2002 Games and, as a result, the infrastructure is better and stronger in 2012 than it was in February 2002.

The physical concept of the 2002 Games was aligned with long term regional planning and development goals. Ongoing infrastructure investments have continued in and around the Olympic venues and in the transportation systems that connect them. These investments, both public and private, are keeping pace with population growth in the Salt Lake region. As part of the Salt Lake region’s ongoing investments, the accommodation base for tourism and business travelers has continued to expand and improve since 2002 (See Section 04), also providing better conditions for a future Games.

**Ability to deliver on organization, planning and operational performance** -The Salt Lake 2002 Games clearly demonstrated Utah’s ability to deliver great Games. Many of the people who were part of the 2002 Games success still live and work in the region. Many of the younger people who participated in the success of Salt Lake 2002 have continued to grow in their professional lives. If Salt Lake City elects to enter a bid process, the core of a bid and Host City team with Games experience is present in the region.

Beyond Games experience, the Salt Lake Games legacy of partnerships for delivery is ongoing in organizing, planning, and executing major complex projects. The Salt Lake region continues to form public-private partnerships to carry out its long term development strategies. Given a) the good condition of venues from 2002, and b) continued alignment between ongoing regional development strategies and the needs of a

future Games, the Salt Lake region's ability to deliver should be considered a strong point for a future bid.

**Support of the general public, government authorities, and key stakeholders - (See Section 02 of the report)**

**Bidding for the Games**

The decision to Bid should be made with the understanding that there are no guarantees of being selected as Host City for 2026 or beyond, but that each phase of the Bid process can have benefits along the way. There are a number of steps in the process, and the objectives for each step should be understood as part of the Bid process. With each step there should be supporting actions that make sense in terms of Utah's and the Salt Lake region's long term development strategies, even if the opportunity to advance to the next round does not occur.

The first objective is to be selected by the USOC as its partner to be the Applicant City from the United States. This is, of course, dependent on a decision from the USOC to compete for the 2026 Olympic Winter Games or beyond. The best position for Salt Lake City is to be ready to advance with the Bid process when the USOC is ready.

Between now and a USOC decision to Bid, there are certain actions that should be taken by Salt Lake City and the State of Utah. They are:

- 1) Formalize a framework for the Utah Olympic Legacy Foundation's and the Utah Sports Commission's various missions related to ongoing preparations for a future bid.
- 2) With the 2026 Games as the next potential Bid opportunity, develop a set of milestones for enabling actions in support of the future bid.

Those actions should include at minimum:

- a. Ongoing updates on venue status and development plans that relate to a future Games;
- b. Tracking of the implementation of the Utah Unified Transportation Plan between 2012 and 2026 as it relates to a future Games;
- c. Timelines for further development of international training sites, programs and facilities;
- d. Timelines and strategies for "Sport for Life" and public health initiatives;
- e. Governance structure for a future Bid Committee;
- f. Identification of Bid leadership;
- g. Bid fund raising strategy and timeline; and
- h. Further development of a future Games physical concept.

Based on recent Bid budgets from other Applicant and Candidate Cities, an overall Bid budget is likely to be between \$25-\$30 mil ( 2012 USD), taking into account that venues, transportation, and operational planning would be less costly for Salt Lake City as compared to other cities who have not hosted prior Games. The national or domestic Bid phase, where Salt Lake City would be competing against other U.S. cities, is anticipated to cost less than \$1mil, however, the cost is entirely dependent on the USOC process and its timing for making its selection of a U.S. Applicant City.

If Salt Lake City elects to bid it would need to work with government to identify those projects or initiatives that would be planned irrespective of hosting the Games and those projects or initiatives that would be executed only if Salt Lake City was selected to host the Games. This will require some commitments from state and local government, as well as the private sector, for planned projects that may not be reimbursed from the proceeds of the Games, should a bid be unsuccessful at any point in the process.

One of the benefits of a bid, regardless of its outcome, would be the acceleration of, or commitment to, projects or initiatives that are part of the region's long term development plans. If the planned projects are selected carefully, there will be benefit to the region regardless of the bid outcome.

## **02 Public Opinion, Government Support and Legal Issues**

Recent polling in Utah, done by Dan Jones & Associates indicates public support for a future bid of over 74%. At this point in a Bid evaluation process this is considered strong support.

The business community has expressed its strong support for a future bid, with the understanding that the funding for a Bid would come primarily from private sources, and that the business community would need to be a major participant in the fund raising efforts.

With the expectation of a financial model similar to the public-private partnership used for the 2002 Games, the anticipated success of a future Games, and the common public and private objectives of avoiding state or local taxpayer burdens related to a future Games, the local governments of Salt Lake City, Park City and other venue communities have also expressed their strong support for a future bid.

In discussions with leadership in the State legislature and with Utah's federal congressional delegation, there is also strong support for a future bid. At the federal level, while the congressional delegation is opposed to

“earmarking”, they are supportive of advancing Games related legislation through normal authorization and appropriation processes.

For past Games in United States, the federal government has provided funding and resources for Games related security and spectator transportation systems. The federal government has also provided partial funding and resources for the Paralympics. Any U.S. Bid City selected by the USOC would anticipate the same kind of Federal support in its Bid planning, and if selected as Host City. However, with a very compact plan, strong transportation infrastructure, and limited transportation infrastructure improvements required for the Games, federal funding requests related to a future Salt Lake Games are likely to be significantly lower than other U.S. cities.

### **Guarantees**

A significant issue for any potential U.S. Host City is the financial guarantees required by the IOC Host City Contract. The ability to provide the required guarantees during the Bid process is fundamental to the decision to bid.

The Games are awarded to a Host City, not to a state or province or national government, however the 2002 Games region extended beyond the Host City jurisdictional boundaries. In order to equitably shoulder the risk of financial liability for potential shortfalls, an agreement between Salt Lake City and the State of Utah was successfully negotiated for the 2002 Games.

The Games region for a future Games region would be similar in scope and regional complexity. It is anticipated that a similar agreement would be successfully negotiated between the various levels of government if there is a decision to bid for 2026, or beyond.

## **03 Sport and Venues**

### **Competition Venues**

Between February and May 2012, the OEC Venues Subcommittee met in a series of meetings, with all of the Venue Owners/Operators of the existing ice, sliding and snow competition venues for the 2002 Olympic Winter Games. The purpose of the meetings was to:

- a) determine the interest of the owner/operators in being an Olympic Venue for a 2026 Games or beyond;

- b) understand what, if any, challenges the owner/operators might have with regard to a future Games;
- c) verify if there were planned improvements now or prior to a future Games that would either impact Games use of the venue or would enhance Games use of the venue;
- d) determine if there were any financial concerns regarding the operations and maintenance of the venues; and
- e) find out if there were any opportunities within the facilities or the surrounding communities that might enhance another Olympic bid effort, either in physical facilities, infrastructure or sport programs.

A significant outcome of the meetings is that all of the venue owner/operators were enthusiastic about the possibility of again hosting the Olympic Games at their venue.

The overall assessment is that the 2002 Games competition and training venues are good legacies from the 2002 Games. All of the venues have active uses, are economically sustainable, and are important facilities for their respective local communities.

A venues master plan for a future bid would be able to use all of the existing competition and training venues from the 2002 Games, along with options to expand selected venue sites to provide a more compact physical concept. A future Games, and its Bid effort, should have the objectives of strengthening the Olympic legacy (facilities and programs) and extending the longevity of the existing Olympic venues.

Some of the existing competition venues have planned expansions or improvements. Those improvements are either not in conflict with future Games use or would be an enhancement for future Games use.

In order to continue and extend the legacy of the venues, ongoing maintenance and equipment replacement/updates are important. Necessary investments appear to be planned by all of the venue owner/operators between now and 2026. A future bid is likely to help bring more focus and resources to these efforts.

The sport program for the Olympic Winter Games continues to evolve and facility requirements may continue to change between 2012 and 2026 or beyond. To the extent that significant modifications or upgrades to the existing venues would be needed in order to be Games ready, it is anticipated that these improvements would be funded through Venue Use Agreements between a future Organizing Committee and the Venue Owners. The cost of these improvements has been anticipated in an estimate of a preliminary Games budget included in Section 08.

## **Winter Olympics Sport Program Changes since 2002**

Since 2002 the IOC, IPC and International Federations have added several events to the sport program for the Olympic and Paralympic Winter Games. Those additions include skier and boarder cross, ski and snowboard slopestyle, snowboard parallel special slalom, and para-snowboard. All events have both men's and women's competition. Women's ski jumping was added to the Sochi 2014 sport program in April 2011.

The additions to the Olympic and Paralympic sport programs are positive for a future Salt Lake bid. The Park City venues of Deer Valley, Park City, the Canyons and Utah Olympic Park have been actively engaged in the ongoing evolution in winter sport. The added events since 2002 are regularly hosted at the existing venues in Park City. These new events would be well hosted at the Park City area venues. See sport experience below.

### **Sport Experience**

In its evaluation of Bids the IOC assesses each city's experience from past sport events held over the last 10 years from the time of a Bid City's application, with some additional consideration given to the organizational capacity of the country.

Two areas of focus in the assessment are a) general experience based on number of major international sport events organized in the last 10 years, and b) winter experience with an emphasis on international events in Olympic winter sport and multi-sport games organized in the last 10 years.

In the last 10 years the Salt Lake region has hosted an impressive number of World Championships, World Cup and national events. The Olympic legacy venues of Deer Valley and Park City Mountain resort have combined for over 25 events in freestyle and snowboard. The Utah Olympic Park and Utah Olympic Oval have had over 120 events in ski Jumping and Nordic Combined, Bobsleigh and Skeleton, Luge, and Speed Skating (both long track and short track).

Just as important, plans for future events extending through 2014 and beyond include many national and international events for Olympic related winter sports.

Three national governing bodies (the United States Ski & Snowboard Association, United States Speedskating Association, and U.S. Team Handball) are headquartered in Utah. Utah Olympic Park and Utah Olympic Oval are designated USOC Olympic Training sites.

Good relationships with the International Federations (FIS, FIBT, FIL, ISU) continue and are expected to remain strong in the future. If a future bid were to be undertaken, returning international alpine skiing events to Utah should be a priority.

Major winter sport events require an expression of interest, and a selection process several years in advance of the event itself. Multi-year commitments from the state through the Utah Sports Commission, in cooperation with the Utah Olympic Legacy Foundation and the resorts, would be needed.

### **Training Venues**

For an Olympic Winter Games all of the snow and sliding training takes place at the competition venues. The ice venues require additional training venues (or ice sheets) for figure skating, short track speed skating, an ice hockey (2 ea). These training venues are still in place from the 2002 Games and are in active use for community and recreational use. These venues continue to be well maintained by their respective owner/operators and could be used for a future Games.

### **Non-competition venues**

All of the major non-competition venues (Olympic Stadium, Olympic Village, and Main Media Center) from the 2002 Games should be available for a 2026 Games.

### **Olympic Stadium**

The Olympic Stadium (Rice Eccles) is scheduled for expansion from 45,000 to 55,000 seats, a project that is contemplated within the next 2-3 years. The permanent seating expansion would exceed the capacity of the 2002 Games which was 52,400 (46,000 permanent and 6,400 temporary). For a future Games it should be possible to again install temporary seating at the north end of the stadium and to achieve total capacity of close to 60,000 seats for Opening and Closing Ceremonies.

### **Olympic Village**

The Olympic Village for 2002 was new student housing built with room sizes and bath facilities to meet the Olympic Games requirements. The student housing available for the Games was located near the Fort Douglas area of the campus and consisted of the Chapel Glen, Gateway Heights, Benchmark Plaza and Sage Point housing complexes.

For 2002 there were approximately 3,500 athletes and officials, of which 3,150 were housed at the Village and 350 were in alternate housing outside the village. The athlete numbers have continued to grow. Vancouver had almost 2,600 athletes (vs 2,400 in Salt Lake) and with the addition of new events for Sochi 2014, future Games will have more athletes and officials. The lowest number of Village beds proposed by any Bid City for the 2018 Olympic Winter Games was 4,800.

The University of Utah has undertaken a study of the total bed count and while the number exceeds 4,800, many of the rooms are not of sizes required for the Olympics. Options to increase bed counts that meet Olympic size bedrooms and bathroom ratio requirements will need to be explored. A partnering agreement on cost and project development, similar to the one that provided housing upgrades for the 2002 Games would need to be developed. The cost of the Organizing Committee funding contribution to the Village expansion project would need to be included in the Games budget. The OCOG Games budget outlined in Section 08 of this report includes an allowance for the funding contribution.

### **Main Media Center**

The Salt Palace Convention Center was expanded from its 2002 footprint in 2006. The expansion was certified U.S. Green Building Council LEED Silver and has one of the nation's largest rooftop solar arrays (installed in May 2012).

At over 100,000 square meters (1,076,000 square feet) the Convention Center facility exceeds the Winter Games requirements of 60,000 square meters (645,600 square feet) for a combined International Broadcast Center and the Main Press Center. Car parking of 1000 cars also meets the Winter Games requirements. There is also exterior space available for a broadcast (satellite farm) compound and emergency generator staging.

No permanent works improvements are needed to host a future Games Main Media Center at the Salt Palace.

### **Olympic Family Hotel**

See Section 04 below.

## **04 Accommodation**

### **Olympic Winter Games Benchmark**

For the 2018 Olympic Winter Games Bid process the IOC benchmark was 23,300 rooms, predominantly in 3-5 star hotels or other types of accommodation of an equivalent level. In making its assessment the IOC reviews the number of hotels and hotel rooms of each star category within a 10 km radius and within a 50 km radius of a Bid City's Games Center. In evaluating accommodations in the Salt Lake region the UOEC assumed that the IOC benchmark and assessment criteria would stay constant between the 2018 and 2026 Bid processes.

The client groups to be accommodated in the 23,300 room requirement would include International Olympic Committee, International Federations, National Olympic Committees, Media (including working media and guests), and Sponsors. Beyond the 23,300 room requirements there are accommodation needs for the Organizing Committee, Sponsor workers and contractors, workforce, and spectators.

The room requirements include single occupancy, double occupancy, and suites. Media accommodation has specific requirements in terms of ratios of single and double rooms and ratios of bathrooms to bedrooms. For Salt Lake the media would be accommodated in hotels. There would not be a need for a Media Village.

In 2002 the Salt Lake Organizing Committee used approximately 19,100 rooms, which at the time represented 55% of the available market. In 2002 the breakdown of the rooms was approximately 32% deluxe, 32% moderate, and 36% standard. The groups accommodated in the rooms included all of the obligated client groups plus federal agencies, sponsor workers, some organizing committee workers, ticketing agents and others.

Since 2002 the accommodations in the Salt Lake region have continued to increase in room numbers and improve in quality. There has been a 15% increase in rooms since 2002. Room counts are expected to increase again in the next 1-2 years with new properties announced in Salt Lake County and other areas of the region.

As of January 2012 there are over 23,300 rooms within a 50 Km (31 mile) radius of the Games Center and over 42,500 rooms in what would be the Olympic region inclusive of Provo to the south, Ogden to the north, and Heber City to the east. The Winter Games benchmark of 23,300 represents 55% of the available rooms in the Olympic region which is similar to the percentage in 2002. The room counts in the Salt Lake region have increased to match the projected Games demand increase between

2002 and 2018. This would again allow rooms to be selected on the basis of location, number of rooms per property, transportation clusters and grouping and other important criteria.

In Park City, which would host multiple events at 3 to 4 key mountain venues, the room count has increased by 28% (880 rooms) since 2002 to almost 4,000 hotel rooms. This does not include bed & breakfast, and non-resort time shares or private condominiums. Openings of the St. Regis, Montage, and Waldorf Astoria since 2002 has added to the inventory of 4-5 star hotels that would be available for the 2022 Games.

Accommodations would be a strong element for a future Olympic Winter Games bid.

## **05 Transportation**

Transportation is at the core of any successful bid or any successful Olympic Games. It was a significant part of the overall success of the Salt Lake 2002 Olympic Winter Games. Salt Lake City is fortunate to have excellent Winter Games transportation infrastructure and Games experienced public agencies to run its transportation systems.

The infrastructure for 2002 was Games ready with the construction of the first 20 miles of TRAX Light Rail (completed in 1999), the TRAX University Line (completed in 2001), re-construction of I-15 (completed in 2001), re-surfacing of I-80 (completed in 1999) and the targeted construction/re-construction of ten (10) priority highways and roads projects (completed in 2000/2001). Additional projects included multiple park & ride lots, inter-modal hubs, and on-venue parking, loading and unloading zones.

Operations for the 2002 transportation systems went smoothly because of the teamwork of the Salt Lake Organizing Committee Transportation Department, UDOT, UTA, and the venue communities' transportation departments.

The leadership of UDOT and UTA, and the participation of the venue communities' transportation departments, in the planning and implementation of the spectator and public transportation systems would be important in a future bid or in the execution of a future Games. Much of that leadership is still in place and ready to pass on its knowledge to the next group of leaders for a future Games.

All of the infrastructure improvements for the 2002 Games were in alignment with the Salt Lake region's long term development planning. In addition the venue locations were selected with transportation access and

operational efficiencies in mind. With the exception of some temporary park and ride lots, all the transportation infrastructure from 2002 is in place, well maintained, and improvements to the transport networks connecting the venues continue.

Since 2002, the Salt Lake region has continued to invest wisely in its transportation infrastructure. Stakeholders throughout Utah have come together in a coordinated effort to create the Unified Transportation Plan. This plan provides a list of anticipated transportation needs, throughout the state, for the next 30 years.

Some of the completed and planned improvements are noted below:

### **Transit**

- By 2013 - TRAX will have grown from 32 km (20 miles) of light rail track in 2002 to 225 km (140 miles) of track for light rail and commuter rail operations. The Green Line LRT now provides service to the Maverik Center (Hockey 1 for 2002). Other parts of the system service 2002 venues such as the Olympic Stadium, Energy Solutions Arena (Figure Skating/Short Track), and the Main Media Center.
- By 2013 - Rail vehicles will have increased from 23 in 2002 to 200.
- Commuter rail north to Ogden was completed in 2008. Service south to Provo is expected to be in operation in 2013.
- Light rail is under construction from downtown Salt Lake City to Salt Lake International Airport and is scheduled for completion in 2012.
- Other projects included in Utah's Unified Transportation Plan for the years 2011-2020 include;
  - Park City Corridor Bus Operations – Downtown Salt Lake City to Park City (Park City venues and Utah Olympic Park)
  - 5600 West Downtown Salt Lake to Daybreak – Bus Rapid Transit (Utah Olympic Oval)
  - 5400 South Corridor - Murray Fronrunner to West Bench Bus Rapid Transit (Utah Olympic Oval)
- CNG: Utah Transit Authority is in the beginning stages of transitioning a significant portion of its bus fleet to CNG. This will be done in cooperation with local suppliers both at the wellhead and at the fueling station. CNG has significant environmental and economic benefits, and would be an important part of a low-carbon Games.
- Electric Bus: Utah Transit Authority is cooperating with the University of Utah and WAVE Inc., a Utah based company,

to create the nations first electric bus with a wireless recharge. An initial route will provide service from the South Campus TRAX location through campus in close proximity to the 2002 Olympic Athlete Village and Rice-Eccles Stadium.

- The Utah Transit Authority continues towards its goal of providing easy access to a transit station for all Wasatch area residents. By 2022, 90% of Utah’s residents will be within walking distance of a transit station. In addition, by 2022, 90% of hotels and lodging facilities will be within walking distance of a transit station with easy access to many of the venue locations.
- Mountain Transportation: Stakeholders throughout the state continue transportation planning for Utah’s Wasatch Canyons. A framework is being developed to protect the canyons from unsustainable impacts while creating a more efficient transportation system with better access between the Wasatch Front communities and Park City. Olympic participants, staff and visitors will have improved access from the airport and lodging facilities directly to ski resorts and Olympic venues.

### **Highway**

- Since 2002 UDOT has continued to implement priority highway projects throughout the region to facilitate regional mobility.
- Planned highway projects noted below and already included in Utah’s Unified Transportation Plan for the years 2011-2020 will continue to be important for the 2002 legacy venues:
  - I-80 Eastbound – increase from 3 lanes to 4 lanes from the mouth of Parleys to Mountain Dell (Park City venues and Utah Olympic Park)
  - I-80 Eastbound – increase from 3 lanes to 4 lanes from Mountain Dell to Summit (Park City venues and Utah Olympic Park)
  - I-80 Westbound – increase from 3 lanes to 4 lanes from Jeremy Ranch to Summit (Park City venues and Utah Olympic Park)
  - Upgrades to the I-80 Kimball Junction Interchange (Park City venues and Utah Olympic Park)
  - Widening of SR-248 from Park City to US-40 (Park City venues and Utah Olympic Park)
  - New Railroad Crossing at 5600 West 750 South (Utah Olympic Oval)

- Extension of the express lane network (126 lane miles (203 km) by the end of 2012 and 146 lane miles (235 km) by 2020. The express lane network is designed for 2+ car pools, buses, motorcycles and EPA identified clean vehicles. This network would provide the backbone of an Olympic Lane Network for a future Games.

### **Salt Lake City International Airport**

The airport is getting ready to start an 8 to 10 year Terminal Re-development program of projects aimed at “right sizing” the terminal and concourses, improving customer service, and accommodating future growth. Part of the re-development program will extend light rail to a new terminal building.

The passenger traffic is increasing slightly on a year to year basis with almost 21 million passengers in 2011, averaging between 1.5 mil and 2.0 mil per month with lower traffic in the winter months and peaks in the months of June through August. The existing airport performed well for the 2002 Games. The re-development project will provide even better services with new facilities, designed (rather than retrofit) security screening areas and new baggage handling systems and carousels.

Funding for the landside improvements (terminals, concourses, roadways, will come from airport generated revenues. Funding for airside improvements (aprons and taxiways) will come from federal grants.

The 8 to 10 year program of projects should be able to deliver the final stages of the re-development program well ahead of a 2026 Olympic Winter Games.

### **Benefits for a future Games**

The ongoing infrastructure improvements outlined above are important to the Salt Lake region and are of significant benefit to bidding for and hosting a future Olympic Winter Games. Hosting a “Low Carbon Games” will rely on state-of-the art, safe, convenient and environmentally conscious transportation systems. The transportation infrastructure in the Salt Lake region, as planned for 2020, would support these transportation objectives for 2026 or beyond.

The success of all Games time transport systems (athlete/official, technical officials, media and Olympic Family, sponsors) depends on general spectator system efficiency and the management of background traffic. Transportation demand management and roadway management

are critical. For 2002 the Salt Lake region had state-of-the-art intelligent transportation systems and sophisticated transportation operations centers. The systems and centers managed a 20%-40% reduction in background traffic and kept all of the various Games transportation systems running efficiently and on time. The systems and centers and personnel to operate them continue to expand and upgrade to stay state-of-the-art and would be a vital asset for a future Games.

Also significant for a future Games, the ongoing and planned infrastructure improvements, supplemented by a strong Games time spectator bus system for the mountain venues, would support the concept of all general spectators arriving at and departing from all of the competition and entertainment venues on public transportation systems.

The transportation infrastructure, existing and as planned between 2012 and 2020, and the networks, systems and personnel to operate it effectively would be a strong element for any future bid or future Games.

## 06 Security

The IOC, in its Bid City assessment, reviews several key issues related to Security. They include:

- a) Who has ultimate responsibility for security during the Olympic Winter Games?
- b) What security resources do you plan to provide for the Olympic Winter Games?
- c) Does legislation in your country permit an effective single management structure?
- d) Would your government be willing to implement new laws in order to achieve an efficient structure and a security operation that is appropriate to the special circumstances of the Olympic Winter Games?

In the United States, a **National Special Security Event (NSSE)** is an event of national or international significance deemed by the United States Department of Homeland Security (DHS) to be a potential target for terrorism or other criminal activity. The Salt Lake 2002 Olympic Winter Games was an NSSE. Any future Games in the U.S. would be an NSSE.

An NSSE puts a) the United States Secret Service in charge of physical security planning and implementation, as well as air interdiction, b) the Federal Bureau of Investigation in charge of intelligence, counter terrorism, hostage rescue and investigation of incidents of terrorism or other major criminal activities associated with the NSSE, and c) the Federal Emergency Management Agency in charge of recovery management in

the aftermath of terrorist or other major criminal incidents, natural disasters or other catastrophic events.

NSSE designation is not a funding mechanism, and each agency must bear its own costs. Currently there is no specific federal "pot of money" to be distributed to state and local governments within whose jurisdiction an NSSE takes place. For the 2002 Games the funding of state and local law enforcement/public safety incremental costs (those costs above and beyond normal operating levels) were not covered by federal funding, but rather were included in the Organizing Committee budget. The funds were allocated to the various state and local governments through services agreements between the Organizing Committee and the various government entities. It is anticipated that this would also be the case for a future Games. Allowances for these costs have been included in the OCOG budget referenced in Section 08 of the report.

For the 2002 Games the issue of a unified management structure for Security was addressed with the creation of Utah Olympic Public Safety Command (UOPSC) through specific legislation at the state level. In 1998, SB159 combined state and local public safety entities with federal law enforcement and public safety agencies, the U.S. Military and the Salt Lake Organizing Committee to coordinate all efforts under one security plan. Each agency was tasked to fulfill its statutorily mandated role.

UOPSC expired with the successful completion and final accounting of the 2002 Games. A future bid would require, at some point, if not in the national phase, most likely in the first phase of the international Bid, that state legislation again create, for the specific purpose of the Olympic Winter Games, an organization to coordinate all efforts, with the federal government and the future Organizing Committee, under one security plan.

Security for the 2002 Games was successfully integrated into the Games operations and all of the security objectives were achieved. With the appropriate security structure addressed, based on past experience, resources and implementation should not be defining issues for a future bid.

While it is a threshold requirement for any Bid City, security is not likely to be a significant differentiator in a future bid.

## **07 Environment and Meteorology**

### **Environment**

Care for the environment is a core value of the Olympic Movement. Integration of this core value into Games preparations and operations continues to get increased attention from Games to Games. Like security it is a threshold issue. In addition existing environmental conditions and a Bid City's proposed environmental objectives and programs can be significant from a competitive standpoint.

The IOC looks at several environmental assessment criteria including current general environmental conditions in the proposed Olympic region, proposed Games specific environmental actions, environmental impacts and legacies of an Olympic Winter Games, and standards for environmental impact studies, and sustainable design and construction.

### **Current General Environmental Conditions**

An assessment of current environmental conditions focuses on water and air quality in the region, and regulations and organizations in place to protect the natural environment and bio diversity. The IOC uses World Health Organization (WHO) guidelines to benchmark water and air quality.

The Salt Lake region has good water quality that meets World Health Organization (WHO) guidelines. Air quality in the mountain venues is good and meets WHO guidelines. There are approximately 18 days each year in the Salt Lake Valley, however, when air quality does not meet national EPA clean air standards, especially for PM 2.5. Due to topography and weather patterns air becomes trapped in the Salt Lake basin during periods of high heat or extreme cold. These "inversions" could affect air quality at the City venues during a Winter Games period.

In response to air quality issues in the Salt Lake Valley and throughout the state, the State has launched the Utah Clean Air Partnership (U-CAIR) initiative. U-CAIR is a pro-active campaign to change the public ethic on how Utah manages its air shed. It includes advocacy, education, and implementation elements including the Clean School Bus Project, Clean Air Challenge, Idle Free Utah, the PM 2.5 State Implementation Plan and Travelwise. One of the partners is the Salt Lake Chamber's Clean Air Champions program which highlights Utah businesses working to improve air quality.

A future bid, and a future Games, could provide opportunities to bring additional focus, partnerships, and resources to these initiatives with the objective of making significant and lasting improvements to air quality in the Salt Lake Valley and beyond.

Environmental regulations and organizations (both government and non-governmental organizations) exist in the state and region to protect the

natural environment and biodiversity. Challenges to the natural environment and biodiversity include population growth (expected to double in the next 30 years) and balancing environmental impacts with energy demands, commercial development, and industrial activity. External perception (as well as the reality) of how Utah manages this careful balance will influence how a future bid's environment theme is assessed.

### **Proposed environmental actions specific to the Games**

In preparation of its bid, a future Bid Committee would need to develop its environment program, outlining specific initiatives and actions during the Bid as well as those proposed for the future Organizing Committee's Games preparations and operations.

The Salt Lake 2002 Games provides a good model for development of an environment program including an Environmental Advisory Committee formed during the Bid period (1994) for the 2002 Games. The Environmental Advisory Committee included representatives from both government and non-governmental organizations (NGOs). It was instrumental in the development of environmental principles and the environmental platform for the Games. Those principles included minimizing environmental impacts and complimenting natural surroundings for venues and transportation projects, zero net emissions, zero waste to landfill and urban forestry projects among others.

### **Environmental impacts and legacies of an Olympic Winter Games**

A future Games should have minimal impact on the environment since most of the required venues and transportation facilities are already in place. Incremental improvements for a future Games would include primarily infill or re-furbishment projects, located in areas that are already developed.

The Utah Olympic Oval was one of the early projects in the state to achieve LEED certification. Since that time sustainable design has become a requirement for many public projects in the region and is becoming a key factor in private development. Any new venues projects would follow U.S. Green Building Council LEED sustainable design and construction guidelines.

Bidding for and hosting a future Games would provide the opportunity to bring additional focus, partners, and resources to ongoing environmental initiatives in the state and Games region. Strengthened programs and partnerships aligned with regional environmental goals and objectives would be the legacy of a future Games.

## **Meteorology**

The Venues Subcommittee has reviewed the potential impacts of climate change at the mountain venues for 2026 based on long range studies that have been carried out in efforts to assess climate change at intervals of the years 2030, 2050, and 2075.

Based on the long range trends, the mountain venues could anticipate later snow pack formation at the beginning of winter, earlier snowmelt at the end of the ski season and less precipitation (snow coverage) at all elevations, with the most significant impacts at the base areas of the ski resorts.

However, given the timing of the Olympic Winter Games (early to mid February) and the Paralympics (early to mid March) the snow and climate conditions for a 2026 Games should remain excellent for the Games period. In addition our resorts have superior snow making systems and operations and will be able to provide optimum competition and training conditions for Olympic athletes.

## **08 Finance**

The Finance Committee developed both Bid and Games budgets based on past Games experience (Salt Lake 2002 and other winter Games) and the budgets and financial records from the Salt Lake 2002 Games. For development of the Games budget, historical data was reviewed and adjusted, both in terms of cost and revenues, to reflect a proposed Games concept for 2026 or beyond.

The Bid and Games budgets are stated in 2012 U.S. dollars. If Salt Lake City is successful in advancing to the International Phases of a Bid process, the Games budget would need to be adjusted to a benchmark year established by the IOC.

### **Bid Budget**

The Bid budget is estimated to be from \$25-30 mil. This is based on recent Winter Games bid budgets that have been analyzed and adjusted downward to take into account Salt Lake City's advantages in venues, transportation, and operational planning from the hosting a prior Games. Other elements of the Bid, including international relations would be similar to other recent Winter Games bid efforts.

The anticipated allocation of the Bid budget is likely to be \$4.75 - \$5.7 mil for the domestic and international Applicant City efforts, and \$20.25- \$24.3 mil for the international Candidate City phase of a bid.

It is anticipated that the financing for the Bid, including both cash and Value-in-Kind, can be accomplished with private financing.

### **Games Budget**

An OCOG budget is anticipated to be approximately \$1.674 bil in 2012 U.S. dollars. The estimated budget is broken down as follows:

#### **Revenue:**

IOC Contribution	\$377,096,000
TOP Marketing Partners	\$170,500,000
National Marketing Partners	\$714,100,000
Ticketing	\$259,162,000
<u>Other</u>	<u>\$153,587,000</u>
<b>Total</b>	<b>\$1,674,455,000</b>

#### **Expense:**

Operations	\$1,053,382,000
Venues	\$285,932,000
Technology/Telecommunications	\$286,882,000
<u>Other</u>	<u>\$ 48,259,000</u>
<b>Total</b>	<b>\$1,674,455,000</b>

As noted above the expense estimates include a legacy endowment of \$75 mil for ongoing operations of the Olympic venues post 2026 and an allowance for repayment to the state of approximately \$85 mil for potential projects that may be implemented should Salt Lake City be selected as a Host City for 2026.

A non-OCOG budget was not developed as part of the UOEC tasks, however this would need to be developed as part of a Bid effort going forward.

### **Economic Benefits of a future Games**

As outlined in Section 01 of the report there were significant economic benefits from the 2002 Games including direct and indirect economic output of \$4.8 bil, 35,000 job years of employment, labor income of \$1.5 bil, and net revenue to State and Local government of \$76 mil. The magnitude of economic impact from a future Games (adjusted for inflation),

can be expected to be slightly less, due to minimal additional infrastructure development and fewer construction jobs related to the Games.

In addition, with re-endowment of the legacy venues Utah's economy would also benefit from the ongoing annual direct expenditures of approximately \$12-\$13 mil, almost all of which would stay in Utah, for a period of 15 -20 years after a future Games.

## **Members of the Utah Olympic Exploratory Committee**

**Greg Bell** **Lead Co-Chair**

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Greg Bell is the current Lt. Governor of the State of Utah. He previously served in the Utah State Senate and as mayor of Farmington. He is the past chairman of Envision Utah, the internationally acclaimed land use and planning organization.

**Ralph Becker** **Co-Chair**

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Ralph Becker is the current mayor of Salt Lake City. He previously served in the Utah State House of Representatives and as House Minority Leader for seven years. He is the founder of Bear West, an environmental and land use consulting firm.

**J. Steven Price** **Co-Chair**

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Steve Price is the founder and president of Price Realty Group. He is also the president of the Board of Trustees of the Utah Sports Commission

**Lane Beattie** **Member**

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Lane Beattie is the current president and CEO of the Salt Lake Chamber. He previously served in the Utah State Senate and as Senate President for four years. In 2000 he was named chief state Olympic officer by Governor Mike Leavitt and played a prominent role in the success of the 2002 Games.

**Spencer Eccles** **Member**

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Spencer Eccles is the executive director of the Governor's Office of Economic Development, which oversees business and tourism development in the state. In 1997, the Salt Lake Organizing Committee for the 2002 Olympic Winter Games tapped Eccles to manage the development of its Snow Basin venue and oversee the Olympic downhill event.

**Eric Heiden** **Member**

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Eric Heiden is considered one of the greatest speedskaters of all time. At the 1980 Winter Games, Heiden won gold medals in all five speedskating events. Also a professional cyclist, he won the 1985 US Cycling Championship and competed in the 1986 Tour de France. Heiden is now an orthopedic surgeon practicing sports medicine in Park City, Utah.

**Colin Hilton** **Member**

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Colin Hilton is the current President and CEO of the Utah Olympic Legacy Foundation which is dedicated to attracting and developing participants, especially Utah's youth, in Olympic winter sport. He also oversees the management and continued use of many of the 2002 Olympic venues.

**Brett Hopkins** **Member**

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Brett Hopkins is the current CEO of Ken Garff Auto Group. He previously served as the CFO for the Salt Lake 2002 Olympic Organizing Committee.

**Derek Miller** **Member**

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Derek Miller is the chief of staff of Utah Governor Gary Herbert. He previously served as the deputy director of the Governor’s Office of Economic Development and as director of the Utah Division of Real Estate.

**Catherine Raney Norman** **Member**

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Catherine is a four-time U.S. Olympic Team Member in Speedskating. She is the current head coach of the Park City Speed Skating Club. She is a member of the Athlete Advisory Council representing her peers to the U.S. Olympic Committee.

**Jeff Robbins** **Member**

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Jeff Robbins is president and CEO of the Utah Sports Commission. He also serves on the board of directors for Ski Utah, Olympic Parks of Utah, and the Economic Development Corporation of Utah. He previously served as the director of Olympic relations for the State of Utah.

**Jimmy Shea** **Member**

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Jimmy Shea is an Olympic Gold Medalist having won the Skeleton event at the 2002 Olympic Winter Games. His father and grandfather also competed in the 1964 and 1932 Olympic Winter Games respectively.

**Jenni Smith** **Member**

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Jenni Smith is the president and general manager of Park City Mountain Resort. She serves as chairperson of the Utah Ski and Snowboard Association, board member of the National Ski Areas Association, and is the past chairperson for the Park City Chamber and Visitors Bureau.

**Grant Thomas** **Member**

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Grant Thomas has over 30 years of experience in the design, construction, and operation of building and major infrastructure projects. He was the senior vice president for venues and transportation for the Salt Lake 2002 Olympic Games. He also served as an infrastructure advisor to the International Olympic Committee and as a member of the 2010 and 2018 IOC Candidature Acceptance Working Groups and Evaluation Committees.