



REPORT

Report Date: July 20, 2022
Contact: Karen Levitt
Contact No.: 604.873.7251
RTS No.: 14951
VanRIMS No.: 08-2000-20
Meeting Date: July 20, 2022
[Submit comments to Council](#)

TO: Standing Committee on Policy and Strategic Priorities

FROM: City Manager

SUBJECT: 2030 Winter Games Bid Update

RECOMMENDATIONS

- A. THAT Council receive this report for information, and instruct staff to report back to Council for a decision as to whether to advance the City of Vancouver's participation in the Indigenous-led bid for the 2030 Olympic and Paralympic Winter Games as a Host City:
- i. once the Host Nations Exploratory Assembly for the 2030 Olympic and Paralympic Winter Games Bid Consideration ("the Leadership Assembly") has publicly announced whether or not they recommend advancing the BC bid,
 - ii. once City staff have sufficient clarity from the Canadian Olympic Committee ("COC") concerning the financial, operating, indemnification and governance models of the proposed 2030 Winter Games to meaningfully inform a Council decision, and
 - iii. once the COC has confirmed that the City will be appropriately indemnified in its role as an Olympic Host City by the provincial government, federal government, and/or the International Olympic Committee.
- B. THAT the Mayor, representing Council, write letters to the provincial and federal governments requesting that they each clarify as soon as possible:
- i. whether, if a BC bid were to be awarded by the International Olympic Committee, and if the City of Vancouver were to take on the role of an Olympic Host City, they would be appropriately indemnifying the City, and/or ensuring that the IOC would be providing these indemnities, and

- ii. the extent of their financial support for the 2030 Winter Games, so as to allow the First Nations and municipalities involved in the 2030 BC bid to advise the COC of the extent to which they would be able to contribute capital and operating funding toward the 2030 Winter Games.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Initiate efforts toward a bid. On November 4, 2020, Council referred a motion entitled “*Beyond 2010: Consideration for the City of Vancouver to Participate in a Future Olympic Winter Games Bid*” to staff for a preliminary report back to Council in Q1-2021, also adding the resolution below. Appendix A contains the full text of the original motion as referred by Council.

THAT Council refer the motion “Beyond 2010: Consideration for the City of Vancouver to Participate in a Future Olympic Winter Games Bid” to staff, for consideration and a preliminarily report back to Council in Q1 2021, to provide Council with information, and enable members of the public to register to speak to Council, considering the procedural challenges that came with the cancellation of the April 1, 2020, meeting.

2010 Winter Games impact analysis. On March 31, 2021 Council passed the following resolution instructing staff to undertake an impact analysis of the 2010 Winter Games, to inform any future Olympic and Paralympic bid consideration.

THAT in the event of any future consideration for a 2030 bid, Council direct staff to prepare a critical cost-benefit analysis of the 2010 Olympics and specifically any evidenced or assumed impacts on housing, affordability, environment and climate;

FURTHER THAT this critical analysis be extrapolated to inform any future regional Olympic bid consideration and reporting.

Leadership Assembly MOU. On November 2, 2021, Council passed the following resolution endorsing the City of Vancouver’s participation in a multi-party MOU that established the Leadership Assembly to collectively explore a potential bid for the 2030 Winter Games, and eventually opt to either endorse or not endorse such a bid.

THAT Vancouver City Council support the Memorandum of Understanding (MOU) between the City of Vancouver and the Musqueam Nation, Squamish Nation, Tsleil-Waututh Nation, Lil’wat Nation and the Resort Community of Whistler, to form an Exploratory Assembly for the 2030 Olympic and Paralympic Winter Games Bid Consideration as outlined in the MOU circulated to Mayor and Council with the In Camera meeting agenda package of November 2, 2021;

FURTHER THAT this information be made public if and when all parties to the MOU have signed on.

CITY MANAGER'S COMMENTS

The City Manager supports the this report’s recommendations.

SUMMARY

This report lays out for Council's information the roadmap toward a decision concerning an Indigenous-led BC bid for the 2030 Olympic and Paralympic Winter Games (referred to as "the 2030 Winter Games" or "the Games" throughout this report), and provides Council the information available at the time of this report concerning this potential bid.

To date, the Mayor's Office has dedicated a substantial amount of time working with the Resort Municipality of Whistler and the Four Host First Nations as a member of the Leadership Assembly, and, staff have dedicated a substantial amount of time working with the Canadian Olympic Committee providing technical support for the development of a 2030 Winter Games Hosting Concept.

The primary financial benefits to the City associated with hosting the Games would be in the form of senior government and/or private investments in legacy infrastructure. The majority of direct financial benefits associated with the Games would accrue to the federal and provincial governments (in the form of incremental sales and income taxes) and to the private sector (in the form of incremental revenues), and not to the City of Vancouver.

At the time of this report, staff is not in a position to provide a definitive recommendation to Council that the City advance or decline participation in the BC bid for the 2030 Winter Games, for the following reasons.

- **Still awaiting the Leadership Assembly decision.** The Host Nations Exploratory Assembly for the 2030 Olympic and Paralympic Winter Games Bid Consideration ("the Leadership Assembly") has not yet publicly announced whether or not they recommend advancing this BC bid, and per agreed process, this was to be the first step in determining whether all parties would collectively advance a BC bid.
- **Financial, indemnification and governance models not yet known.** The proposed financial, indemnification and governance model for the Games is not yet known. The Province of BC has stated that the municipalities and First Nations should not assume that the Province will be responsible for the cost of services and/or risks incurred, and that their participation in a bid would be contingent upon a commitment to share the costs and risks of hosting the 2030 Winter Games by each of the municipal and First Nation bid participants, stated publicly by mid-August 2022.
- **No senior government indemnifications.** The federal government as a matter of policy does not indemnify international sporting events. The Province of BC has stated that the municipalities and First Nations involved in the bid should not assume that the Province will be responsible for indemnities. The absence of a clear senior government commitment to indemnify the event represents a material difference in context for Vancouver, relative to the 2010 Games. Given the magnitude of the potential liability, it would not be feasible for the City to sign on as Host City for the 2030 Winter Games without being appropriately indemnified.
- **Insufficient time to negotiate legal agreements.** The timeline for the COC to submit a BC bid with Vancouver as an official Host City is extremely compressed, and it is staff's view that there is insufficient time for the requisite work to be done by staff to evaluate the potential benefits, costs and risks to the City, and to negotiate the necessary legal agreements by the COC's deadline of December 2022.

For the reasons set out above, this report recommends:

- that Council receive this report for information, and that staff return to Council for a decision about whether or not to advance the City's participation in a BC bid, once the City has sufficient clarity from the COC to inform a Council decision, and
- that the Mayor write letters to the provincial and federal governments requesting clarity regarding their intention concerning the provision of funding and indemnifications concerning the 2030 Winter Games, and regarding the IOC's role in the provision of Games-related indemnifications.

As described in the body of this report, while a comprehensive cost-benefit/implications analysis of potentially hosting the 2030 Winter Games has not been undertaken by staff, it can be stated that at this point in time, there are substantial concerns about the City's staff capacity to actually take on a Host City role for the 2030 Winter Games, without significant investments in incremental staff resources.

REPORT

The decision at this point in time

The decision Council is faced with at this point in time is whether to advance the City of Vancouver's participation in a BC bid for the 2030 Winter Games.

While there are no legal commitments to be made by the City at this time, in order to meet extremely tight timelines, Council would have to instruct City staff to enter into negotiations of key terms of a number of substantial legal agreements, setting the City on a path to make significant legal and financial commitments by November/December 2022.

It is staff's view that in order for Council to provide such a negotiating mandate to staff, Council would need to have a clear understanding of the proposed funding, operating, indemnification and governance models for the proposed BC bid. None of these are currently in place.

There are three key questions for Council's consideration at this point in time, concerning Vancouver's participation in the 2030 Winter Games bid as an official Host City.

1. *Should Council commit Vancouver to hosting the 2030 Winter Games?*

- While Council is not being asked to make this decision at this point in time, there is work to be done over the coming months that would set the City on a clear path toward this decision, which would ideally be based on a thorough understanding of the City's proposed financial and operating commitments, clarity around who would be indemnifying the City as an official Host City, a comprehensive cost-benefit analysis from the perspective of the City of Vancouver, the proposed Games governance model, and, the appropriate public engagement findings. None of this information is available at the time of this report.

2. *Under what conditions would Council opt to commit Vancouver's participation in the 2030 Winter Games bid as an official Host City?*

- This report lays out for Council a recommended set of key conditions under which staff could recommend to Council that the City participate in advancing the bid for the 2030 Winter Games. As more information about the proposed bid evolves, it's likely that these conditions would be refined.

3. *Is the timeline to submit a bid for the 2030 Winter Games achievable?*

- This report lays out the timeline for a bid submission, which is driven by the International Olympic Committee and the Canadian Olympic Committee, and over which the City has no control. It is the view of staff that the proposed timeline to submit a bid as currently constituted is not achievable.

Potential benefits associated with hosting the 2030 Winter Games

While an in-depth analysis of the potential benefits of the 2030 Winter Games for Vancouver's residents and businesses has not yet been undertaken, the following lays out potential benefit themes for Vancouver.

- **Reconciliation.** The 2030 Winter Games could bring a unique approach to reconciliation, as these Indigenous-led Games would be the first in the history of the Olympic and Paralympic movement. These Games could be an opportunity for the City to strengthen intergovernmental relationships and work in partnership with other levels of government, and to partner with First Nation governments to further the City's reconciliation goals, demonstrate reconciliation on the world stage, and, explore reconciliation through the lens of sport.
- **Infrastructure and investment.** As was the case in 2010, it is expected that the 2030 Winter Games could bring the opportunity to attract senior government and other investment into the region, for new and upgraded infrastructure that could benefit Vancouver residents, businesses and visitors for generations, e.g., transportation, transit, affordable housing, venue upgrades.
- **Economy.** The Olympic and Paralympic Games are also generally associated with a boost to local economies and tourism/hospitality sectors, especially important in this post-pandemic era.
- **Community.** The Games can also serve to strengthen sense of community through sport and cultural events, programs and legacies, and foster inclusivity, civic engagement and pride.

Provincial conditions for participation in the 2030 Winter Games bid

On June 24, 2022, the BC Minister of Tourism, Arts, Culture and Sport sent a letter to the President of the COC,

- noting that the Province has not yet made a decision concerning financial support for the bid,
- stating that that COC should not assume that the Province will be responsible for funding or indemnifications, and

- articulating a set of required inclusions in the COC's proposal to be submitted to the Province by August 15, 2022 (comprised of both conditions and information requests), in order to inform the Province's decision regarding whether there would be provincial support for the COC/Leadership Assembly to move forward with the 2030 Winter Games bid.

This letter states that while the Province "... *has not yet made a decision with respect to potential financial support for the 2030 Games, the eight First Nations and local governments should not assume that the Province will be responsible for the costs of services and/or risks they might incur.*"

This letter is shown in full in Appendix E of this report, with the Province's stated conditions and information requests summarised below. All of these conditions and requests pertain to a proposal to be made by the COC to the Province by **August 15, 2022**.

A. Financial contributions

- **Demonstrate municipal and First Nation contributions.** COC proposal to the Province should demonstrate that all eight First Nations and local governments are willing to share in the benefits, legacies, costs and risks – via formal letters of support, minutes, and/or resolutions.
- **No provincial government subsidies.** The COC's proposal should demonstrate that the 2030 Winter Games will be fully funded and financed without the need for provincial government subsidy, saying that the "... *scope and scale of IOC- and COC/CPC-granted revenue flowing to the organizing committee and/or host city or cities, and the potential for the organizing committee to generate its own revenues, will need to be developed such that Games operations will be financed without the need for [provincial] government subsidy.*"
- **Contributions of IOC, COC and CPC.** The COC's proposal should include information about the financial contributions of each of the IOC, COC and CPC to the proposed 2030 Winter Games.
- **State assumptions.** The COC's proposal should state core assumptions underlying projected costs and revenues, as well as the basis for each key assumptions.
- **Federal government support.** The COC proposal should demonstrate support from the federal government, if available, noting that a bid for the 2030 Winter Games could not advance without substantial federal support.

B. Indemnification and risk assumption

- **Clear understanding of IOC's guarantee/indemnification expectations.** Province needs to clearly understand from the COC the IOC's risk-assumption expectations for all levels of government, the Organising Committee, and for the Host Cities, especially for risks associated with force majeure and other financial matters.
- **IOC to assume indemnifications.** The COC's proposal should demonstrate that the IOC will be sharing in risk assumption, particularly in light of current-day heightened geopolitical, weather-related and pandemic risks.

C. Public engagement

- **Community consultation.** COC submission to the Province would be strengthened if it can demonstrate that the concerns of the communities that would be impacted/involved in the 2030 Winter Games have been addressed (e.g., transportation, policing, security, etc.).

D. Bid governance and funding

- **Clarity re: bid governance.** The COC's proposal should include a description of the proposed governance structure for the remaining bid process – including when the bid entity would be formed, and how it would be owned and controlled.
- **Bid privately funded.** The Province is seeking confirmation from the COC that the 2030 BC bid will continue to be privately funded.

E. Games-related benefits

- **Sporting events prior to 2030.** COC proposal should demonstrate a commitment to facilitate more IOC-sanctioned international sporting events in BC leading up to 2030.
- **Provincial priorities.** The COC proposal should demonstrate how the 2030 Winter Games would provide benefits for people across all of BC, particularly in the Province's priority areas of affordability, inclusivity and reconciliation.
- **Independent social and economic benefits study.** The COC's proposal should include an independent social and economic benefits study showing how – leading up to, during and after the Games – the Games will provide benefits, for Canada, the Province, and for Indigenous and other communities, both within and outside of the Games footprint.

Vancouver as a Host City, key implications

Staging an Olympic and Paralympic event is a vast undertaking, and if Council were to opt to participate in a bid for the 2030 Winter Games as a Host City, this would entail an extensive set of legal, financial and operational commitments for the City over the next eight to ten years.

- **Multi-Party Agreement.** If the bid advances, the City would become a signatory to a Multi-Party Agreement among all key parties involved in staging the Games that would establish roles, responsibilities, who funds what, and who provides indemnities and financial guarantees. This is a critical document, as it is the mechanism through which the City commits to and limits its financial contributions and financial risk. The MPA must be in place prior to the City entering into the International Olympic Committee's Olympic Host Agreement and the Venue Agreements, and all of the key terms of the MPA must be in place prior to the COC submitting its bid to the IOC that would include Vancouver as an Olympic Host City.
- **Olympic Host Agreement and Venue Agreements.** Once the bid were awarded, the City would become a signatory to the International Olympic Committee's Olympic Host Agreement and Venue Agreements, which would establish all of the City's legal, financial and operational obligations associated with the 2030 Winter Games.
 - According to the COC, the Olympic Host Agreement is intended to replace what used to be termed the Host City Agreement. Whereas Vancouver was the single

signatory to the 2010 Winter Games Host City Agreement, it is contemplated that the City could be one of several signatories to the 2030 Olympic Host Agreement, among other host municipal and/or First Nations jurisdictions. As such, for 2030, Vancouver would be an official Host City, but not the only one.

- **Significant financial contributions.** The MPA, Olympic Host Agreement and Venue Agreements would likely have the City making very significant capital and operating contributions to the event. At the time of this report, staff is not able to provide Council an estimate of these financial contributions.
- **Potentially unlimited financial risk.** With no indemnities in place from senior governments and/or the IOC, if the City of Vancouver were to sign on as a Host City, the City could be exposed to unlimited financial risk (assuming the International Olympic Committee's Host City Agreement and Venue Agreements were on terms similar to those signed for the 2010 Winter Games).
- **Significant operational commitments.** The Olympic Host Agreement and Venue Agreements would obligate the City to a wide, varied and intense set of operational commitments leading up to, during and following the 2030 Winter Games.
- **Significant staff resource commitments.** The obligations that would come with a Host City role for the 2030 Winter Games would entail significant staff time and resources – starting in 2023 through to 2031 – working in close partnership with many other public, Indigenous, private and not-for-profit entities. While the specifics of the City's operational commitments have not yet been fully articulated, based upon the 2010 Winter Games experience, staff have some sense of what these obligations would entail, and the extent of staff resources that would be committed to these activities.

Interplay with delivering the 2026 FIFA World Cup, other events, and Council priorities

City staff is currently facing an unprecedented workload, and at the same time, is dealing with the same pandemic-related staff attraction and retention issues that are ubiquitous across North America and other parts of the world right now. It is staff's view that – without substantial incremental investments in staff resources – the City's organisation does not currently have the capacity to take on the planning and preparation for the 2030 Winter Games, for the following reasons.

2026 FIFA World Cup and other international sporting events

In June 2022, it was announced that Vancouver will be one of the two Canadian Host Cities for the 2026 FIFA World Cup. If the BC bid for the 2030 Winter Games proceeds, Vancouver would be in the unique position of concurrently planning for both the Olympic/Paralympic Games *and* the FIFA World Cup.

There are a number of other large international sporting events confirmed and/or being planned for Vancouver on the near horizon. At the time of this report, leading up to 2030, these include the 2023 Laver Cup (an international tennis event), the 2025 Invictus Games, potentially a Formula E event, and others.

Preparing for each of these large, international sporting events necessarily draws on a number of the same key staff in the City's Legal Services and Finance departments, the City Manager's Office, as well as operational departments such as the Vancouver Police Department, Vancouver Fire and Rescue Services, Engineering Services, Development, Buildings and Licensing, and the Board of Parks and Recreation.

Municipal election

There is substantial work to be done across many City departments to prepare for the October 2022 municipal election, to support the new Council's onboarding through the months following the election, and to develop the City's 2023 operating and capital budgets.

Council priorities and core services

In addition to delivering the City's core services and regular ongoing work, City staff is delivering on the approximately 270 member motions Council has passed since Q4-2018 (with approximately 180 completed to date), plus all the work that has been directed to staff via regular Council report resolutions.

This work includes many large and complex files, such as the Senakw Services Agreement, the Vancouver Plan, the Broadway Plan, permitting service delivery improvements, and planning for the UBCx Broadway Subway extension, housing, homelessness, mental health, and public safety – with many of these files drawing on the same relatively small number of subject matter experts that would also be involved in preparing the 2030 Winter Games bid.

Extraordinary emergencies and disaster response

The entire Vancouver City workforce has been working in "pandemic mode" since March 2020 – adjusting to new ways of working and working on many new things, without a real period of respite since the start of the pandemic. Alongside the pandemic, staff across many departments have had to respond to several other serious emergencies, including the summer 2021 heat dome, the recent tragic SRO fires, and supporting the other BC municipalities facing devastating fires and floods.

Talent attraction, retention and morale

As described above, Vancouver City staff is currently facing an unprecedented workload, and at the same time, is dealing with pandemic-related staff attraction and retention issues that are ubiquitous across North America and other parts of the world right now. These challenges – combined with the workload related to Council priorities, pandemic recovery, and extraordinary emerging issues – call into question the capacity of the City's organisation to take on the planning and preparation for an Olympic/Paralympic event that would take place less than eight years from now, without substantial incremental investments in staff resources.

Bid governance structure is evolving

The International Olympic Committee (IOC) is the entity responsible for awarding the Olympic and Paralympic Games to a Host City, and the Canadian Olympic Committee (COC) has been

servicing at the de facto bid committee for a potential 2030 Winter Games BC bid. While termed a “BC bid” that would have events taking place across a number of BC jurisdictions, Vancouver would be one of the official Host Cities for the Games.

The 2010 Winter Games bid process

The 2010 Winter Games bid was led by the Vancouver 2010 Bid Corporation (BidCorp), an incorporated non-profit entity comprised of a group of organisers, entrepreneurs, municipal and provincial government representatives, and the COC. The provincial government was part of the BidCorp from its inception.

BidCorp had a budget of \$34 million, with about half of these funds coming from government, and the other half from private companies and individuals. Work on the bid began in 1997 by the precursor to BidCorp (the Vancouver Whistler 2010 Bid Society), and the bid was awarded to Vancouver in July 2003, which means the development of the bid package took approximately six years. Archival information about the establishment and operation of BidCorp can be found [here](#).

The 2030 Winter Games bid process

The approach to developing a BC Bid for the 2030 Winter Games has differed greatly from the 2010 Winter Games experience, for four key reasons:

- **New IOC process.** The IOC recently established a new award process that is a substantial departure from the previous process, to one that is relatively unstructured, informed by a set of guidelines, and largely set up as a conversation, without very many set deadlines. This process is outlined in Appendix B.
- **Indigenous-led Games.** Vancouver City Council passed a motion in November 2021 supporting participation in a Memorandum of Understanding among the City of Vancouver, the Musqueam Nation, the Squamish Nation, the Tsleil-Waututh Nation, the Lil'wat Nation, and the Resort Community Municipality of Whistler, to form the Host Nations Exploratory Assembly for the 2030 Olympic and Paralympic Winter Games Bid Consideration (referred to as the “Leadership Assembly” throughout this report). This was the inception of the proposal for “the first-ever Indigenous-led Games.” The Leadership Assembly subsequently entered into a collaboration agreement with the COC and Canadian Paralympic Committee in January 2022, which committed each party to collectively working together on a 2030 Winter Games feasibility study.
- **No BidCorp.** For the 2030 Winter Games there is no bid corporation that is governed and driven by the key stakeholders. Rather, the COC has been serving as the de facto bid corporation – funding and advancing work to develop a bid, and convening the many stakeholders as the bid advances. As a result, the decision-making process concerning the 2030 bid has been significantly more diffused than it was for the 2010 Winter Games bid.
- **Compressed timelines.** The 2010 BidCorp spent approximately six years preparing a bid, whereas by comparison, the work on the 2030 bid is to be completed in less than two years: the COC hired consultants to develop a feasibility study for a 2030 BC bid in July 2021, with the bid to be submitted in January 2023.

While the COC has been driving the 2030 Winter Games bid, it appears that the provincial and federal governments have not been deeply engaged in the bid development to date.

The timeline for developing the current bid is significantly shorter than that for the 2010 Winter Games. And, working within the confines of the new IOC bid process and the Leadership Assembly's mandate, the City has not had the opportunity to engage the public in the bid development process to date.

Other bids for the 2030 Winter Games

At the time of this report, there are two other 2030 Winter Games bid explorations under discussion with the IOC: Salt Lake City, USA, and Sapporo, Japan.

Bid and Games Governance

At present, the governance structures for each of (a) the remaining term of the bid period, and (b) for the eventual Games, should Vancouver be awarded them, have not yet been established. There are a number of key decisions yet to be made that would inform the going-forward bid and Games governance structures, for example:

- For the bid governance:
 - Who is responsible for driving/controlling/making key decisions concerning the remainder of the bid?
 - Who is funding the remainder of the bid?
- For the Games governance:
 - Who would be responsible for driving/controlling/making key decisions of the eventual Organising Committee for the Olympic Games (OCOG) – the non-profit entity responsible for planning, organising and staging Games (e.g., VANOC in 2010)?
 - Who would be funding the Games?
 - Who would be assuming the financial risk of staging the Games, via provision of indemnifications and guarantees?

The Leadership Assembly's decision to recommend a bid

The November 2021 MOU that established the Leadership Assembly outlined the following mandate for this group.

- **Work with COC on bid feasibility.** Work directly with the COC to assess the feasibility of a 2030 Winter Games bid.
- **Seek funding from senior governments.** Pursue discussions with the Government of Canada and the Government of British Columbia to explore funding opportunities.

- **Recommend whether or not to support a bid.** Make a recommendation about whether or not to support moving forward with a 2030 Winter Games bid in accordance with the COC's bid timeline, with this recommendation not being in any way legally binding for any of the Leadership Assembly's participating entities.
- **Dissolve once recommendation is made.** It is understood that, per the terms of the original MOU, once this recommendation is made, the Assembly would be dissolved.

The Leadership Assembly is comprised of elected officials from each of its six member entities, and City staff do not attend Leadership Assembly meetings. There is an Operations Coordinating Committee comprised of technical staff members from the participating agencies (including the City) that has been supporting the work of the COC and the Leadership Assembly.

At the time of this report, the Leadership Assembly has not yet made a decision as to whether or not to recommend proceeding with the 2030 Winter Games bid, and, the timeline for this decision is not known.

Key stakeholders

Staging the Olympic and Paralympic Games is a massive undertaking, requiring coordination, collaboration and alignment among a great number of public, private, Indigenous and non-profit entities. Table 1 below shows at a high level the key stakeholders that are involved in the bid process.

TABLE 1. KEY STAKEHOLDERS, 2030 WINTER GAMES BID PROCESS

INDIGENOUS GOVERNMENTS	MUNICIPAL GOVERNMENTS	SENIOR GOVERNMENTS	OLYMPIC AND PARALYMPIC	PRIVATE SECTOR AND NON-PROFIT	GENERAL PUBLIC
<ul style="list-style-type: none"> • Musqueam Indian Band* • Lil'wat Nation* • Squamish Nation* • Tsleil-Waututh Nation* • Adams Lake Indian Band^ • Little Shuswap Lake Band^ • Neskonlith Indian Band 	<ul style="list-style-type: none"> • City of Vancouver • Resort Municipality of Whistler • City of Richmond • Sun Peaks Mountain Resort Municipality • City of Kamloops 	<ul style="list-style-type: none"> • Government of Canada • Province of BC • Public sector agencies providing supporting services, e.g., security, air space regulation 	<ul style="list-style-type: none"> • International Olympic Committee • International Paralympic Committee • Canadian Olympic Committee • Canadian Paralympic Committee • Organising Committee for the Olympic Games 	<ul style="list-style-type: none"> • Venue owners • Media • Sponsors • Non-profit entities • MST Development Corporation 	<ul style="list-style-type: none"> • Vancouver residents and businesses • Whistler residents and businesses • Residents and businesses of other jurisdictions directly involved • BC public

INDIGENOUS GOVERNMENTS	MUNICIPAL GOVERNMENTS	SENIOR GOVERNMENTS	OLYMPIC AND PARALYMPIC	PRIVATE SECTOR AND NON-PROFIT	GENERAL PUBLIC
· Tk'emlúps te Secwépemc					· Canadian public

NOTES TO TABLE

* Member of the Leadership Assembly

^ Original inhabitants of the unceded land now known as Sun Peaks

The COC's Games Hosting Concept

The COC has been developing a Games Hosting Concept, ultimately to be comprised of the components laid out in Table 2. While City staff has had input into the development of these components via the technical Operations Coordinating Committee, at the time of this report, only the Venue Master Plan has been received in full and reviewed in detail by City staff.

The public version of the COC's 2030 Winter Games Hosting Concept can be found [here](#). It is important to note that while this Concept has been developed by the COC with support from technical staff across several agencies, other than the Games Venue Concept, none of this work has yet been reviewed or endorsed by the City's senior executive and/or by City Council.

TABLE 2. COC'S GAMES HOSTING CONCEPT COMPONENTS AND STATUS

GAMES HOSTING CONCEPT COMPONENT	STATUS AT THE TIME OF THIS REPORT
A. Released to the public by the COC on June 14, 2022, full plan	
1. Venue Master Plan	→ City staff have been consulted and provided input
B. Released to the public by the COC on June 14, 2022, high-level plans	
2. Impact and Legacy Concept	→ City staff have been consulted and provided input
3. Climate Positive Concept	→ City staff have been consulted and provided input
4. Culture Concept	→ City staff have been consulted and provided input
C. Under development	
5. Operations Plan	→ COC's work to date has been shared with City staff, and staff have provided input
6. Essential Services Plan	→ A high-level overview has been shared with City staff, substantial further analysis required to validate City's staffing requirements and costs

GAMES HOSTING CONCEPT COMPONENT	STATUS AT THE TIME OF THIS REPORT
7. Security Plan	→ Work to date has been developed in consultation with Vancouver Police Department, the full plan not yet been shared with City staff
8. Games-Related Capital and Operating Costs	→ Anticipated to be shared by the COC with City staff in early July 2022; staff has not yet had the opportunity to review, evaluate and/or provide feedback

1. Venue Master Plan

The Venue Master Plan is essentially the Games' "footprint" – a list of which events are proposed to take place in which specified venues. City staff have had input into and reviewed the COC's proposed Venue Master Plan, which is contained in Appendix C.

The proposed Games footprint includes a number of venues that were used for the 2010 Winter Games, as shown in Table 3. While City staff are generally supportive of the proposed venues, at the time of this report neither the capital nor operating costs associated with using these venues for the 2030 Winter Games, nor a funding source for these costs, has been determined.

TABLE 3. COC's 2030 GAMES HOSTING CONCEPT, PROPOSED VANCOUVER VENUES

	HASTINGS PARK	NORTHEAST FALSE CREEK/DOWNTOWN	OTHER VANCOUVER NEIGHBOURHOODS
Was used as a 2010 Winter Games venue	<ul style="list-style-type: none"> • Pacific Coliseum 	<ul style="list-style-type: none"> • BC Place • Rogers Arena • Vancouver Convention Centre 	<ul style="list-style-type: none"> • UBC Thunderbird Arena
Was not used as a 2010 Winter Games venue	<ul style="list-style-type: none"> • PNE Amphitheatre • PNE Agrodome • Hastings Racecourse 		<ul style="list-style-type: none"> • Athletes' village on Indigenous-owned land in Vancouver, site tbd

Vancouver Olympic Athletes' Village

The Vancouver Olympic Athletes' Village would require a capacity of approximately 2,300 beds. It is proposed that the Musqueam, Squamish and Tsleil-Waututh development partnership, represented by MST Development Corporation (MSTDC), would develop the Athletes' Village on lands within the City of Vancouver owned by MSTDC.

The COC has established a multi-agency technical working group to determine the feasibility of various sites for a Vancouver Athletes' Village, with participants from the COC Feasibility Team, the MSTDC and the City of Vancouver. Through this work, the Heather Lands and Jericho Lands have been identified as potentially viable sites.

Regardless of the status of the 2030 Games, there is an existing, Council-approved comprehensive planning process underway for both the Heather and Jericho Lands in partnership with MSTDC and the Canada Lands Company.

- The Heather Lands rezoning was unanimously approved by Council in May 2022.
- The outcome of the Jericho Lands Planning process, including substantial previous and upcoming community engagement, will be reported to Council at a future date.

2. Impact and Legacy Concept

The COC's Impact and Legacy Concept lays out the proposed legacies that would be associated with the 2030 Winter Games, within the framework of the following benefit areas:

- economic prosperity,
- social inclusion and accessibility,
- climate action and stewardship,
- community resilience and affordability,
- sport development and participation, and
- cultural enrichment.

As an Indigenous-led Games, the concept of meaningful reconciliation would be embedded throughout the Games' legacies. Working with staff from each of the Leadership Assembly members, the COC has developed a set of nineteen high-level legacy objectives, shown in Appendix D. While City staff are generally supportive of these objectives, the specific investments to achieve these objectives, as well as the funding source for legacies, remains to be determined.

3. Climate Positive Concept

The Climate Positive Concept lays out the climate and GHG-mitigation objectives for the Games. A new IOC mandate directs each OCOG to achieve a net negative carbon footprint. The COC has publicly shared a set of principles and approach for the eventual Organising Committee to follow, which City staff reviewed and provided input.

The COC proposes a process that the local Organising Committee for the Olympic Games would begin in 2025 to develop a carbon footprint reduction plan.

4. Culture Concept

The Culture Concept lays out the thematic focus of the Games' cultural programming. As the first Indigenous-led Games, the intent would be to infuse Indigenous culture throughout all

elements of the Games. The Concept articulates at a very high level potential opportunities to do this, e.g., via the Games' ceremonies, a cultural village to showcase First Nations' cultures. It would be the responsibility of the OCOG to develop the detailed cultural programming.

5. Operations Plan

The COC's Operations Plan lays out how the OCOG would be structured, as well as the key work components and timelines to deliver the 2030 Winter Games. The COC anticipates planning would initiate in 2024, providing the OCOG six years to plan and deliver the event.

While it is proposed that an Operations Coordinating Committee comprised of technical staff from all levels of government, including the City of Vancouver, would support the work of the OCOG on an as-needed basis, the extent of City resources that would be committed to this process is not known at this time.

6. Essential Services Plan

The COC's Essential Services Plan is at this point a high-level overview of the services that municipal, provincial, federal and Indigenous governments would have to provide to support the delivery of the 2030 Winter Games.

While City staff have reviewed and provided feedback on the Essential Services Plan, substantial further work would be needed to develop reliable estimates of the City staff resources and associated costs involved.

In order to provide Council with a sense of the scope of required government services, Table 4 below lists the types of services that are generally required to support an Olympic/Paralympic Games event. In addition to the essential services that each government would be legally obligated to deliver, each government could opt to undertake supplemental Games-related initiatives, e.g., in the areas of economic development, tourism development, cultural programming and/or other special events.

**TABLE 4. GOVERNMENT SERVICES GENERALLY
REQUIRED TO SUPPORT AN OLYMPIC AND PARALYMPIC EVENT**

FIRST NATIONS	MUNICIPAL GOVERNMENTS	PROVINCIAL GOVERNMENT	FEDERAL GOVERNMENT
→ Village development	→ Bylaw enforcement	→ Policing and law enforcement	→ Security and intelligence
→ Environment sustainability	→ Emergency management	→ Health and safety	→ Health and safety
→ Torch relay	→ Permitting and inspections	→ Air transport screening	→ Protection of marks
→ Cultural programs and special events	→ Transportation and traffic management	→ Transport and wayfinding	→ Entry/exit of goods and people
→ Intergovernmental collaboration	→ Waste management	→ Labour and occupational health safety	→ Environment sustainability
→ Protocol	→ Snow removal		→ Telecom and IT

FIRST NATIONS	MUNICIPAL GOVERNMENTS	PROVINCIAL GOVERNMENT	FEDERAL GOVERNMENT
→ Communications and media relations	→ Intergovernmental collaboration → Protocol → Communications and media relations	→ Snow removal → Intergovernmental collaboration → Protocol → Communications and media relations	→ Tax and financial → Coin and banknote programs → Intergovernmental collaboration → Protocol → Communications and media relations

7. Security Plan

The COC's Security Plan lays out how the federal, provincial and municipal governments would work together to deliver public safety and emergency response services during the Games. Vancouver Police Department staff have been providing input into the COC's security plan for the Vancouver-based venues.

Consistent with other Winter Games, it is anticipated that security costs for 2030 would be the largest essential service cost to the City. City staff have not yet had the opportunity to review the COC's final Security Plan, and do not yet have a sense of the anticipated costs to the City.

8. Games-Related Capital and Operating Costs

There are a number of critical financial questions for Council to consider concerning the 2030 Winter Games.

- How much will the Games cost, both in terms of capital and operating costs?
- Who will fund the Games capital costs?
- Who will fund the Games operating costs?
- How much capital and operating funding will the City of Vancouver be expected to contribute?
- Who will assume the financial risks via the provision of indemnities and guarantees to the City of Vancouver, the Resort Municipality of Whistler, and to other Host Cities and venue providers?

At the time this report was written, the COC is in the process of developing a set of estimated Games-related capital and operating costs, which are anticipated to be provided to City staff in early July 2022. Staff have not yet had the opportunity to review, evaluate and/or provide feedback on these cost estimates.

Because the eventual funding and indemnification model has not yet been determined, staff cannot at the time of this report provide Council with even an order-of-magnitude estimate of the financial implications of hosting the 2030 Winter Games.

Cost to the City of Vancouver associated with the 2010 Winter Games

The costs for the 2010 Winter Games to the City of Vancouver are provided here as context. The City invested approximately \$554 million into the 2010 Winter Games (stated in C\$2010, equivalent to approximately C\$800 million, in current-day dollars):

- \$524 million in capital expenditures (excluding the City's expenditure on project financing related to Southeast False Creek Olympic Village development), and
- \$30 million in operating expenditures

The City of Vancouver's share of the total cost of the 2010 Winter Games was between 6% to 12%, depending upon the assumed total cost of the Games. The total cost of this event was \$4 billion to \$8 billion – the lesser of these two figures excludes the development of the Canada Line, the improvements to Highway 99 to Whistler, and a significant expansion to the Vancouver Convention Centre.

The City's capital expenditures included investments in several community centres (Hillcrest, Trout Lake, Killarney, Britannia), civic theatres (Queen Elizabeth Theatre and the Orpheum), and the Neighbourhood Energy Utility – all facilities which have had legacy value to the citizens and businesses of Vancouver long past 2010.

Funding the Games-related capital and operating costs

While the COC's proposed funding model is not yet known, it is reasonably likely that the City would be expected to fund some/most of the capital costs associated with City, Board of Parks and Recreation and possibly Hastings Park venues, and to fund the substantial incremental operating costs associated with delivering Games-related municipal services.

Games-related operating costs can be divided into two categories:

- the operating costs of the Organising Committee for the Olympic Games (OCOG), and
- the operating costs distinct to each of the jurisdictions supporting the Games (e.g., each municipality and Indigenous government involved in delivering the Games).

It is anticipated that the BC Treasury Board will consider the question of the provincial funding for the 2030 Winter Games in Q4-2022. In their June 24, 2022 letter to the COC discussed earlier in this report, the Province of BC has signalled that they would expect the municipalities and First Nations involved in hosting the Games to share in funding the financial costs associated with the 2030 Winter Games, and to publicly state their willingness to do so via letter of support or Council resolution, to be included in a proposal from the COC to the Province by August 15, 2022.

The federal government's *Federal Policy for Hosting International Sport Events* states that the Government of Canada will limit its contributions to a maximum of 35% of the total event costs and will not exceed 50% of the total public sector contribution to the event.

As staff do not at this time have an understanding of either the COC's proposed financial model nor the potential senior government capital and operating financial contributions, no clear analysis of the potential financial implications of hosting the 2030 Winter Games can be shared with Council at this time.

Indemnities and guarantees

In order for Vancouver to assume the Host City role for the 2030 Winter Games, it is critical that the City be appropriately indemnified by the provincial and/or federal government, the IOC, or by another entity that has a sufficiently robust financial wherewithal to do so. This indemnity would mean that the City's financial exposure would be limited to a known quantifiable amount.

In their June 24, 2022 letter to the COC discussed earlier in this report, the Province of BC has stated that it should not be assumed that the Province will be responsible for the costs of the Games and/or the risks they might incur. As a matter of policy, the federal government does not provide indemnities for international sporting events.

This means that if Vancouver were to become a Host City of the 2030 Winter Games, and neither the federal nor provincial government, the IOC, nor any other entity were to indemnify the City, the City would be exposed to unlimited financial risk associated with this undertaking.

Under these circumstances, staff could not recommend that the City enter into any legally binding commitments concerning the 2030 Winter Games, and recommends that Council direct staff to report back to Council for a decision concerning the City's role in a bid for the 2030 Winter Games, once the questions of indemnifications, financial contributions and governance have been sufficiently clarified.

Insufficient time to negotiate critical legal agreements

There are a number of legal agreements that would set out all parties' responsibilities and financial commitments associated with planning and delivering the 2030 Winter Games.

Future Host Questionnaire (formerly the Bid Book)

As laid out in Figure 1 below, according to the COC/IOC timelines, staff understand that the COC must submit a "Future Host Questionnaire" to the IOC no later than January/February 2023. This Future Host Questionnaire takes the place of what was formerly termed the Bid Book, and contains critical commitments by all parties to the bid – essentially, the key terms and conditions that would eventually be enshrined in the IOC Olympic Host Agreement (which would be signed by the City of Vancouver and potentially other jurisdictions, after the bid was awarded), and in the set of IOC Venue Agreements (which would eventually be signed by the City of Vancouver and all other jurisdictions in which proposed venues are sited, after the bid was awarded).

The commitments made by the City in the Future Host Questionnaire would be legally binding.

Multi-Party Agreement

Before the City could make the necessary commitments in the Future Host Questionnaire, the key terms and conditions of a Multi-Party Agreement (MPA) would have to be negotiated and executed. The eventual MPA would set out roles, responsibilities, funding commitments, indemnities, and guarantees associated with the 2030 Winter Games, and it is through this

Agreement that clarity would be provided concerning what the City would be committed to deliver, the extent of the City's financial obligations, and regarding who would be providing the City the appropriate required indemnifications and guarantees.

It would not be possible for the City to enter into the necessary commitments in the Future Host Questionnaire prior to the key terms and conditions of the Multi-Party Agreement being in place.

It is not at this point clear who would be a signatory to the MPA, but there would likely be a minimum of 12 separate parties, listed in Table 5, and there could be as high as 17.

TABLE 5. LIKELY MINIMUM NUMBER OF SIGNATORIES TO A MULTI-PARTY AGREEMENT FOR THE 2030 WINTER GAMES

SENIOR GOVERNMENTS	MUNICIPALITIES	FIRST NATIONS	OLYMPIC AND PARALYMPIC
1. Government of Canada	3. City of Vancouver	6. Musqueam Nation	10. Canadian Olympic Committee
2. Province of BC	4. Resort Community of Whistler	7. Squamish Nation	11. Canadian Paralympic Committee
	5. Sun Peaks Mountain Resort Municipality	8. Tsleil-Waututh Nation	12. Future Organising Committee for the Olympic Games (OCOG)
		9. Lil'wat Nation	

NOTES TO TABLE

1. This is a preliminary list; actual signatories to the Multi-Party Agreement is still to be determined.
2. The future OCOG would be anticipated to join the MPA once it was established, and would not be a party to the initial MPA negotiations.

IOC Olympic Host Agreement and Venue Agreements

Once the Games were awarded, the Olympic Host Agreement would be entered into by the City of Vancouver, the IOC, the COC, and potentially other jurisdictions.

Based on the City's experience with the 2010 Winter Games Host City Agreements, it is expected to be an extensive contract that lays out the Host City's (or Cities') obligations and rights concerning the Games. It is noted that in 2010, the Host City Agreement included clauses that expressly allow the IOC to add with no limit additional costs and obligations after the Agreement was signed.

In addition to the Olympic Host Agreement, a separate Venue Agreement would be entered into between the IOC/OCOG and the venue owner, for each venue that would be used during the Games.

Negotiating timeline

It is staff’s view that it would likely take six to nine months to negotiate the Multi-Party Agreement and the event-specific technical schedules to the Olympic Host Agreement and the Venue Agreements.

It is also staff’s view that, at the time of this report, there is not sufficient information about the proposed Games’ financial, indemnification, operational and governance models to allow Council to direct a staff mandate to enter into these negotiations. The City will not be in a position to enter into these negotiations until the COC has secured clarity concerning the financial contributions, indemnifications and guarantees to be provided by the federal government, the provincial government, and/or the IOC.

This timeline is further complicated by the municipal election, taking place in mid-October 2022, with the new Council to convene for the first time in late October.

FIGURE 1. CRITICAL LEGAL DOCUMENTS ASSOCIATED WITH A 2030 WINTER GAMES BID



Given the above, the City could enter MPA negotiations in November or December 2022 at the earliest. This would allow only one or two months to negotiate these critical terms and conditions, which would not be sufficient. Given the scale and complexity of the issues at hand, and the number of parties involved, staff do not believe this to be a sufficient period of time for these negotiations.

TABLE 6. STEPS AND TIMELINE TO NEGOTIATING KEY AGREEMENTS

KEY STEPS	TIMING	CURRENT STATUS
<p>Step 1. Proposed model</p> <ul style="list-style-type: none"> • COC formulates a clear understanding of the proposed legal, financial, indemnification, operating and governance models • Would be based upon COC's Games Hosting Concept, financial projections, and financial/risk mitigation commitments from senior governments, the IOC and the COC 	<ul style="list-style-type: none"> • tbd, not in place at July 2022 	<ul style="list-style-type: none"> • Leadership Assembly has not yet made a decision whether to recommend a bid • COC's Games Hosting Concept under development • Province has not yet made a decision with respect to potential financial support, and has stated that municipalities and First Nations should not assume that the Province will be responsible for the costs of services and/or risks they might incur • Province has established a set of conditions concerning their participation in a bid for the 2030 Winter Games, to include formal demonstration of financial contribution and risk assumption of each municipality and First Nation involved in the bid to be included in the COC's proposal, to be submitted to the Province by August 15, 2022 • Provincial decision re: funding is anticipated in Q4-2022 • Federal government limits contributions to international sporting event to 35% of total costs, not to exceed 50% of total public sector contribution, and has not made any public commitments to financially supporting the 2030 Winter Games • Federal government as a matter of policy does not indemnify international sporting events • IOC's, COC's and First Nations' potential contributions not known
<p>Step 2. Negotiating mandate from Council</p> <ul style="list-style-type: none"> • Vancouver City Council mandate to staff to negotiate the necessary Agreements within an established set of parameters 	<ul style="list-style-type: none"> • Earliest anticipated by November 2022 	<ul style="list-style-type: none"> • Due to the municipal election and the timing of a provincial decision re: funding the Games, early November is likely the earliest Council could give staff direction to negotiate the Agreements • Noting this would be at one of the first meetings of the newly-elected Vancouver City Council
<p>Step 3. Negotiations</p>	<ul style="list-style-type: none"> • 1-2 months allows insufficient time to 	

KEY STEPS	TIMING	CURRENT STATUS
<ul style="list-style-type: none"> Staff enters into negotiation of the Multi-Party Agreement, Olympic Host Agreement and Venue Agreements 	negotiate, anticipated will take 6-9 months	
Step 4. Council approval of Agreements	<ul style="list-style-type: none"> Required by December 2022, per COC timeline 	<ul style="list-style-type: none"> Vancouver City Council – as well as all other decision-making bodies of other eventual signatories to the relevant legal agreements – would have to approve the key terms to be included in the Future Host Questionnaire by December 2022 to meet COC/IOC deadlines
Step 5. Agreements executed and submitted to the IOC	<ul style="list-style-type: none"> February 2023, per COC, not negotiable 	

Public consultation

The COC is currently leading engagement on their 2030 Winter Games Hosting Concept. To date, the COC has hosted events with the four Host Nations communities, as well as in Whistler. As of June 30, 2022, the COC has not held any Vancouver-specific engagement events.

The emerging details regarding the Bid concept and the lack of specificity would present a substantive barrier to public consultation by the City regarding the implications of the Bid for Vancouver; those implications are not sufficiently quantified at this time to provide a basis for thorough consideration.

Roadmap to a decision

The table below lays out the key steps to an IOC award date of May 2023.

TABLE 7. ROADMAP TO A DECISION CONCERNING THE 2030 WINTER GAMES, COC TIMELINES

DATE	MILESTONE
tbd	<ul style="list-style-type: none"> Leadership Assembly decision. The Leadership Assembly makes a decision as to whether to recommend advancing a bid for the 2030 Winter Games
July/August 2022	<ul style="list-style-type: none"> Council decisions to advance participation. The Council of each jurisdiction involved in the bid to make a public decision as to whether to advance their participation in a bid for the 2030 Winter Games (City of Vancouver, Resort Municipality of Whistler, City of Kamloops, Sun Peaks Mountain Resort Municipality, Musqueam Nation, Squamish Nation, Tsleil-Waututh Nation, Lil'wat Nation)

DATE	MILESTONE
August to Dec 2022	<ul style="list-style-type: none"> • Key terms of legal agreements negotiated. The key terms and conditions of the Multi-Party Agreement, the Olympic Host Agreement and the Venue Agreements are negotiated and finalised (noting the City of Vancouver would not enter into these negotiations until November 2022 at the earliest)
Oct 2022 to Jan 2023	<ul style="list-style-type: none"> • COC/IOC “targeted dialogue.” COC enters into “targeted dialogue” phase with IOC, during which the Games Hosting Concept is refined and IOC contribution ascertained
December 2022	<ul style="list-style-type: none"> • Definitive decisions to participate via Future Host Questionnaire. Each jurisdiction/entity involved in the bid decides whether approve key terms and conditions of the Multi-Party Agreement, the Olympic Host Agreement and the Venue Agreements, to be enshrined in the Future Host Questionnaire, which would be a legally binding decision
Jan/Feb 2023	<ul style="list-style-type: none"> • COC submits Future Host Questionnaire to the IOC. COC delivers the Future Host Questionnaire to the IOC, containing all key financial, operational and risk-related commitments of each party to the bid
May/June 2023	<ul style="list-style-type: none"> • IOC award. IOC awards the 2030 Winter Games

Conditions under which staff could recommend advancing

As outlined in this report, it is staff’s view that as at July 2022, Council does not have sufficient information to provide staff direction to enter into negotiations of the key terms of a Multi-Party Agreement, the Olympic Host Agreement, and a set of Venue Agreements, which would be required for inclusion in the Future Host Questionnaire submitted by the COC to the IOC in January/February 2023.

In order to provide the City Manager with a meaningful negotiating mandate, Council at a minimum would require:

1. a clear understanding of the proposed operating, financial, indemnification and governance models for the 2030 Winter Games,
2. assured appropriate indemnifications from the provincial or federal governments, and/or from the IOC,
3. staff’s analysis of the cost, benefits and risks from the City’s perspective, and
4. sufficient time to negotiate the key terms and conditions of the necessary legal agreements (the Multi-Party Agreement, the Olympic Host Agreement and the Venue Agreements).

At the time of this report, none of these are available to Council. Further, it is not yet known if the Leadership Assembly is going to recommend advancing a BC bid for the 2030 Winter Games.

Given the above, it is staff's recommendation that Council receive this report for information, and direct staff to report back to Council once there is sufficient information in place to allow Council to make a reasonably informed decision concerning the City's participation in a BC bid, and if that decision is to advance, to provide staff with a clear negotiating mandate concerning the relevant legal agreements.

2010 Winter Games impact analysis

As directed by Council in March 2021, the Vancouver Economic Commission has undertaken an impact analysis of the 2010 Winter Games, contained in Appendix F of this report.

This analysis summarises the findings of several post hoc cost-benefit analyses, demonstrating that the 2010 Winter Games were effectively used to prompt senior government funding in a number of major infrastructure projects, and created a legacy of over 1,600 affordable and supportive housing units. The Games' impact on residential housing affordability, homelessness, business affordability are difficult to gauge, due to the inability to discern correlations from causations in such an analysis. While approximately one-third of the GHG emissions associated with the Games were offset, Vancouver's overall GHG emissions decreased between 2007 and 2020.

FINANCIAL IMPLICATIONS

The recommendations contained in this report do not have any significant financial impacts and can be managed within existing budget allocations.

Because the eventual funding and indemnification model for the 2030 Winter Games has not yet been determined, staff cannot at the time of this report provide Council with even an order-of-magnitude estimate of the financial implications of hosting the Games.

The provincial and federal governments have number of revenue and taxation authorities that municipalities do not, and these authorities can be used to capture a portion of the direct economic benefits from the 2030 Winter Games. As such, provincial and federal funding commitments and indemnifications are critical components of a 2030 Winter Games funding model.

LEGAL IMPLICATIONS

As this report is for information and a staff report back to Council, there are no legal implications at this juncture associated with the 2030 Winter Games.

CONCLUSION

This report provides Council with an overview of the steps to developing and ultimately submitting a bid for the 2030 Winter Games to the IOC by January/February 2023. While substantial work has been done by the COC and the Leadership Assembly to develop the Games Hosting Concept, there is insufficient information at the time of this report for Council to provide staff a clear set of parameters within which to advance negotiations concerning the

City's potential role in the 2030 Winter Games. Further, it is staff's view that there is insufficient time between now and January/February 2023 to negotiate all the key terms and conditions that would be required to form a formal bid to the IOC.

For these reasons, this report recommends that Council receive this report for information, and instruct staff to report back to Council for a decision as to whether to advance the City of Vancouver's participation in the BC bid for the 2030 Olympic and Paralympic Winter Games as a Host City once (a) the Leadership Assembly has publicly announced whether or not they recommend advancing the BC bid, and (b) City staff have sufficient clarity from the COC concerning the financial, operating, indemnification and governance models of the proposed 2030 Winter Games to meaningfully inform a Council decision.

* * * * *

**APPENDIX A
COUNCIL MOTION, BEYOND 2010: CONSIDERATION FOR THE
CITY OF VANCOUVER TO PARTICIPATE IN A FUTURE OLYMPIC WINTER GAMES BID,
REFERRED BACK TO STAFF ON NOVEMBER 4, 2021**

On November 4, 2021, Council referred this motion to staff for a preliminary report back to Council in Q1-2021.

WHEREAS

1. February 12 to 28, 2010, Vancouver was the host city for the Winter Olympic Games and the Paralympic Games from March 12 to March 21, 2010;
2. The Four Host First Nations Protocol Agreement was signed on November 24, 2004, BETWEEN LIL'WAT NATION, MUSQUEAM FIRST NATION, SQUAMISH NATION, TSLEIL-WAUTUTH NATION, this agreement formed the Four Host Nations Secretariat;
3. 2,566 athletes participated in 86 events at the Games;
4. 13 Competition Venues hosted the 2010 Olympic Winter Games; this included 6 purpose-built new sports competition venues for the 2010 Winter Games in municipalities including Vancouver, Whistler, Richmond and West Vancouver. The venues in the City of Vancouver included:
 - HILLCREST CENTRE: Built to host curling events at the Winter Olympic Games and Paralympic games, and has since served the community as a community centre with an aquatic centre, fitness centre, ice rink, gymnasium, indoor cycling, multi-purpose rooms, games room, dance studio, playgrounds, childcare centre and café, curling club with dedicated space and library;
 - ROGERS ARENA: Venue for Ice Hockey during the 2010 Winter Olympic Games; and
 - PACIFIC COLISEUM: Venue for Figure Skating, Short-Track at the 2010 Olympic Games;

5. Beyond sport venues, other Olympic legacies included contributions by the International Olympic Committee and senior levels of government to massive infrastructure projects that benefit the City of Vancouver and connect the city of Vancouver to other municipalities in the Lower Mainland. Including:
 - VANCOUVER CONVENTION CENTRE: A state of the art facility with a green roof. This operated at the main media centre during the 2010 Winter Games;
 - CREEKSIDE COMMUNITY CENTRE and OLYMPIC VILLAGE;
 - CAULDRON: Provided by FortisBC through a legacy investment and partnership with the Vancouver Olympic and Paralympic Organizing Committee, this is a permanent landmark at Jack Poole Plaza;
 - PUBLIC ART: Including "The Birds" in Olympic Village; and
 - INVESTMENT IN TRANSIT: The Canada Line and Sea-to-Sky Highway, linking essential transit in Vancouver and across the Lower Mainland;
6. The City of Vancouver and the region benefited from investment in the economy, including but not limited to:
 - 2,500 new full-time positions in the region;
 - 100 of the construction jobs in the Olympic Village were given to inner city residents. This was in addition to training;
 - Vancouver 2010 Fabrication (FAB) Shop, where indigenous people and local groups, including disadvantaged youth, single mothers and new immigrants were provided training and jobs; and
 - \$15 million to local Vancouver businesses during the games;
7. The City of Vancouver: Olympic Legacy Reserve Fund- Olympic Sustainability Initiative Projects Final Report 2010 stated that, "Vancouver's bid developed these unique commitments in order to ensure that the inner city communities of the Downtown Eastside, Downtown South and Mount Pleasant would realize gains from the Olympic experience. It was agreed that resources be invested to assist in achieving the well-being of those communities and to facilitate inclusion, investment in social sustainability and sharing of the 2010 Winter Games' benefits."¹;

¹ Olympic Legacy Reserve Fund- Olympic Sustainability Initiative Projects Final Report, August 2010,

City of Vancouver https://vancouver.ca/files/cov/Great-beginnings-OSSFfinal_Report.pdf

² International Olympic Committee, 2011. FACTSHEET: Vancouver Facts & Figures: Updated February 2011. s.l.: https://stillmed.olympic.org/media/Document%20Library/OlympicOrg/Games/Winter-Games/Games-Vancouver-2010-Winter-Olympic-Games/Facts-and-Figures/Facts-and-Figures-Vancouver-2010.pdf#_ga=2.233894941.241347544.1582269759-738561800.1582269759

8. According to a PricewaterhouseCoopers report looking at the impact prior to the games, "between 2003 and 2008, 20,780 jobs were produced in BC and another 1,750 jobs across Canada through interprovincial trade; more than 800 new business were created as a result of incremental economic growth stimulated by the Games; and the Games also generated between \$70.2 million and \$91.9 million in federal tax revenues and as much as \$1.05 billion in real GDP."²;
9. Employment in BC was given a bump up in February 2010 according to Statistics Canada, Employment and jobs increased in February 2010. "This amounted to 8,300 positions with average weekly earnings, including overtime, of \$843.91";
10. Former VANOC CEO, John Furlong, has made recent comments in the media, urging Vancouver to consider a bid as the host city on the 2030 Olympic Games;
11. Premier John Horgan is quoted by Global as saying "It needs to come from the community. It needs to come from Vancouver. This is not something we will be initiating; and
12. Mayor Stewart issued a statement saying, "the very first thing that would need to happen, however, is that residents of Vancouver get to express their support through a referendum much like the first bid".

THEREFORE BE IT RESOLVED

- A. THAT Council request the Mayor to send a letter on behalf of Council to the Canadian Olympic Committee (COC), and copy the Canadian Paralympic Committee (CPC), to request their input on the potential of Vancouver considering a bid as the host city for the Winter Olympic Games in the next 10 years.
- B. THAT Council request the Mayor to send a letter on behalf of Council to the Four Host First Nations of the 2010 Winter Olympic Games, including the Musqueam, Squamish and Tsleil-Waututh Nations and also the Lil'wat First Nation, and request their input on the potential of Vancouver considering a bid as the host city for the Winter Olympic Games in the next ten (10) years.
- C. THAT Council request the Mayor send letters to Prime Minister Trudeau and Premier Horgan, on behalf of Council, requesting they each provide a response addressing if the federal government and provincial government will contribute necessary funding for Vancouver to participate in a competitive Olympic Winter Games bid in 2030, including funding for potential infrastructure projects in the City of Vancouver and throughout the region.
- D. THAT, if both senior levels of government confirm consideration for funding, Council direct staff to engage with the Canadian Olympic Committee (COC), and other relevant partners, to explore and consider the impact a future Olympic bid may have on the City of Vancouver, including the impact on affordability for businesses and residents, and report back to Council with recommendations,

including considerations for a referendum to poll the support of Vancouver residents and property owners.

APPENDIX B
OVERVIEW OF THE INTERNATIONAL OLYMPIC COMMITTEE'S BID PROCESS

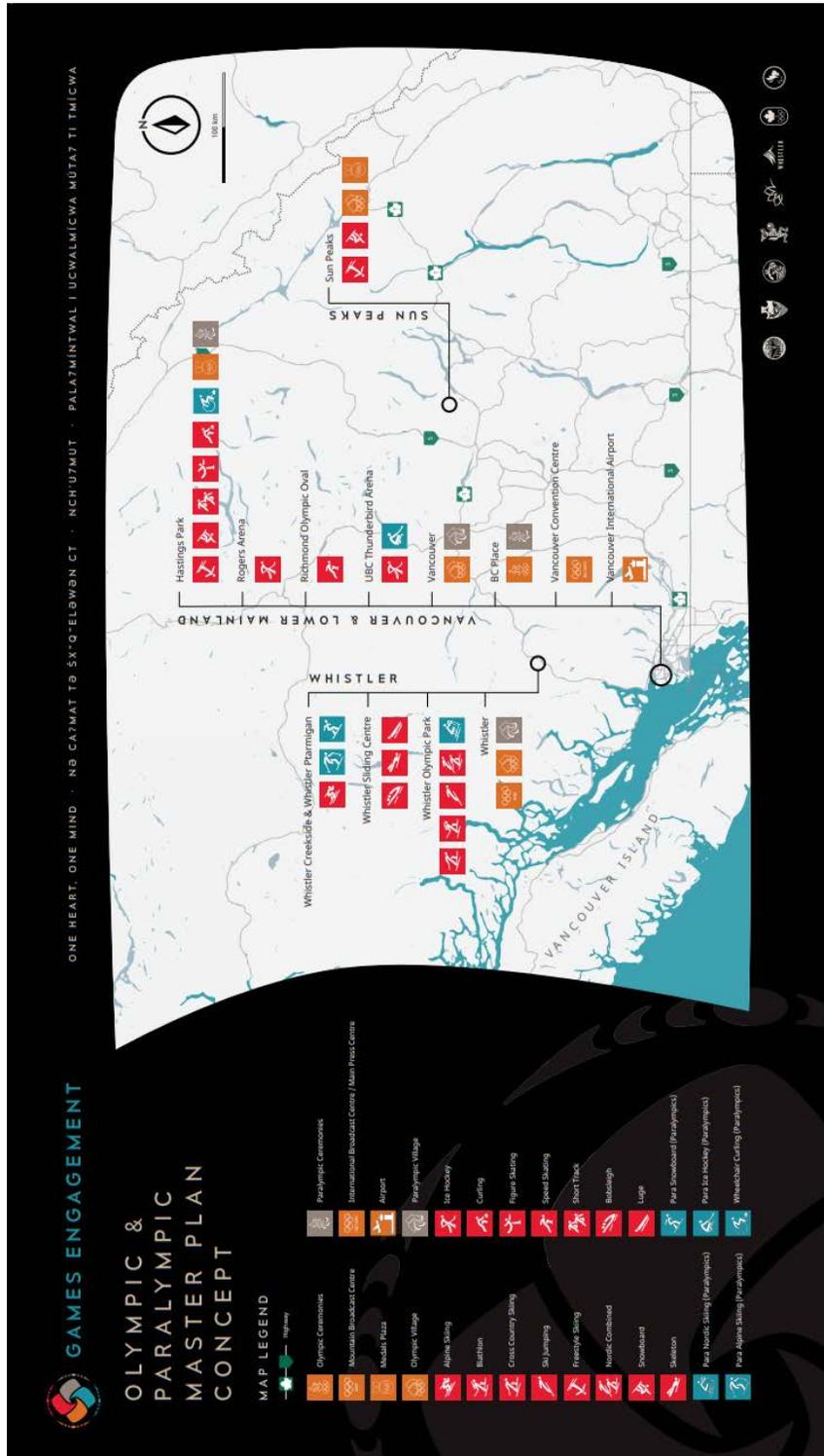
The IOC bid process is split into three phases:

1. Informal exchange – A National Olympic Committee (in the case of the BC 2030 bid, the COC) enters into exchanges with the IOC to explore interest in hosting an edition of the Olympic and Paralympic Games, without any obligation or committing any resources.
2. Continuous dialogue – A non-committal and non-edition specific stage where the IOC supports the interested party to develop a Hosting Concept and timeframe. The COC formally entered into the continuous dialogue phase with the IOC in February 2022.
3. Targeted dialogue – The IOC Executive Board invites one or more (usually at most two) preferred host(s) into exclusive negotiations and proposal refinement to host a specific edition of the Olympic and Paralympic Games. The COC expects to enter into targeted dialogue with the IOC in October 2023 in order to further refine the Hosting Concept and determine the extent of IOC financial contribution.

Upon determining the IOC's financial contribution, the COC would return to all parties involved in delivering the Games (First Nations, senior governments, municipalities) to seek approval to execute all legal agreements and proceed with a formal bid submission. The COC expects this to be completed by the end of 2022.

Following bid submission, the IOC and COC would continue to negotiate and refine the Games Hosting Concept. Upon completion of negotiations, the IOC would then subsequently announce the host city award at the IOC Session, which will take place in Mumbai, India in May-June 2023 (exact dates to be confirmed).

APPENDIX C
CANADIAN OLYMPIC COMMITTEE'S GAMES HOSTING CONCEPT, VENUE MASTER PLAN



APPENDIX D
CANADIAN OLYMPIC COMMITTEE'S IMPACT AND LEGACY CONCEPT, LEGACY OBJECTIVES

IMPACT & LEGACY BENEFIT AREAS AND OBJECTIVES					
MEANINGFUL RECONCILIATION – UNDRIP, DRIPA, TRC CALLS TO ACTION*					
Take meaningful steps towards reconciliation					
*Embedded through each benefit area and objective					
Social Inclusion and Accessibility	Economic Prosperity	Environmental Stewardship and Action	Community Resilience and Affordability	Sport Participation and Development	Cultural Enrichment
Reduce barriers and improve access to community facilities and programs	Use local businesses and expertise where possible to supply Games products and services	Invest in clean transportation and renewable energy solutions in delivering the Games	Create affordable, accessible housing legacies from Games accommodation	Get more Canadians moving and increase people's understanding about healthy living	Position Indigenous culture at the forefront of the Games
Increase understanding about reconciliation between Indigenous and non-Indigenous peoples in Canada	Strengthen tourism in BC, including Indigenous tourism	Enable the sport sector across Canada to take action on climate change	Align with community climate action plans in delivering the Games	Expand sport participation among people who face barriers in accessing sport	Celebrate Canada's rich culture throughout the Games
Work with community-based social agencies to provide inclusive Games experiences	Provide training, skills and experience for youth and under-employed people	Restore important natural areas to increase the environment's capacity to absorb carbon	Strengthen community food supply and security in providing Games catering services	Support Canada's more diverse Olympic and Paralympic teams to achieve best-ever medal total	Connect communities through cultural exchanges, including between Indigenous and non-Indigenous peoples
				Create sport legacies from upgraded Games facilities and equipment, and increased expertise and experience	

APPENDIX E
JUNE 24, 2022 LETTER FROM THE PROVINCE OF BC TO THE CANADIAN OLYMPIC COMMITTEE
STATING CONDITIONS FOR THE PROVINCE TO PARTICIPATE IN A 2030 WINTER GAMES BID



Ref: 46993

June 24, 2022

Tricia Smith
President
Canadian Olympic Committee
Email: tsmith@olympic.ca

Dear Tricia Smith:

I am aware that the Canadian Olympic Committee (COC) and the Canadian Paralympic Committee (CPC), along with four Host First Nations, the City of Vancouver (City), and Resort Municipality of Whistler (2030 Leadership Assembly) have come together formally to explore the possibility of bringing the Olympic and Paralympic Winter Games back to British Columbia in 2030 (2030 Games). Recently the COC/CPC and 2030 Leadership Assembly released a Hosting Concept for public input, and I appreciate the contributions of everyone involved in its development. Included in the proposed 2030 Games geographic region¹ (2030 Games Region), I also understand that the City of Richmond, the City of Kamloops, Sun Peaks Mountain Resort Municipality, and its local four First Nations, have also expressed interest in the 2030 Games.

British Columbia's world class hosting infrastructure, welcoming location, and strong hosting reputation have attracted significant interest from proponents and organizers of several major international sporting events. As the Province focuses on economic recovery from the global pandemic, we consider support for such events within the context of benefits to communities and the Province's priorities and financial and operational capacity.

I am pleased that British Columbia will be hosting the Invictus Games in 2025 and that Vancouver has been named a Host City for the 2026 FIFA World Cup. Our Government is looking forward to these opportunities, and recognizes the costs and resources required to execute global events of this scale successfully.

I understand that the International Olympic Committee (IOC) is planning to award the 2030 Games in May 2023. As such, the COC/CPC is aiming to confirm interest in a 2030 Games bid with all levels of government and the eight host First Nations by November 2022.

.../2

¹ As per initial draft of the Hosting Concept, the 2030 Games region includes: Musqueam Indian Band, Lelwax Nation, Squamish Nation, Tsleil-Waututh Nation, Adams Lake Indian Band, Little Shuswap Lake Band, Neakonlith Indian Band, Ts'emilups to Secwépemc, City of Vancouver, Resort Municipality of Whistler, City of Richmond, Sun Peaks Mountain Resort Municipality, City of Kamloops.

Tricia Smith
Page 2

Consideration of hosting major international sporting events requires significant time and resources by all parties. As experienced in preparing for the 2010 Games, the magnitude of an Olympic and Paralympic Winter Games is very large and complex and requires careful consideration by all levels of government and host First Nations. As you will appreciate, our environment has also changed since 2010, particularly in relation to the risks and challenges created by pandemics, evolving domestic and international security threats, and the effects of global climate change.

The purpose of this letter is to help ensure a clear understanding of the COC/CPC and other 2030 Leadership Assembly members regarding the information needed by the Province to consider supporting a 2030 Games bid. We are requesting this information to determine whether there is continued provincial support for the Leadership Assembly to move a formal bid to the IOC.

1) Support of First Nations and Local Governments

First Nations and other communities within the 2030 Games Region have an opportunity to enjoy economic benefits and lasting legacies that will come from hosting the Games. To help realize those benefits, it will be necessary for those communities to help contribute to the costs and risks of planning, staging, and hosting activities.

Support from local communities may include a range of contributions, from making available in-kind venues, support facilities, existing and additional local services, and volunteers, to direct financial contributions.

We appreciate that the financial and operational estimates and details of the 2030 Games opportunity are still being developed. A submission to the Province should demonstrate that all eight First Nations and local communities within the 2030 Games Region are willing to share in the benefits, legacies, costs, and risks related to the planning, staging, and hosting the 2030 Games. Letters of support and/or minutes or resolutions from Indigenous governing bodies and local government Councils would be acceptable, provided they reflect outcomes of local public engagement and are publicly available.

Because the Province has not yet made a decision with respect to potential financial support for the 2030 Games, the eight First Nations and local governments should not assume that the Province will be responsible for costs of services and/or risks that they might incur.

The Province recognizes that the views and concerns of communities surrounding the 2030 Games Region are also important. Consequently, a submission will be strengthened if it also demonstrates that concerns of communities surrounding the 2030 Games Region, such as the Sea to Sky corridor, have been included, considered, and addressed for matters such as transportation, policing, security, or other local government services impacted by a 2030 Games.

.../3

Tricia Smith
Page 3

2) Support of COC/CPC and IOC

The recent global pandemic, weather events such as the extreme floods and wildfires in 2021, and geo-political uncertainty in other parts of the world make it impractical for jurisdictions (including all levels government) to bear the full costs and risks of such external events, should they occur and have impacts on the planning, staging, and hosting of a 2030 Games. Understandably, hosting jurisdictions asked to support a bid may consider it necessary for the IOC to reconsider its requirements so that applicable benefits and risks are shared appropriately among all parties, including the sporting event owners (i.e., the IOC).

The Province requires further information regarding the IOC's expectations around guarantees from governments and sharing of risks, especially in relation to force majeure and other financial matters. This information should include guarantees required for any level of government, as well as any commitments required in respect of the organizing committee, host city or cities, and other parties. A description of how those guarantees will be reflected in the COC/CPC's planning and other agreements is needed to understand where the Province and local communities may have obligations.

Based on the experience of the 2010 Games, financial self-sustainability of Games operations will be a key principle and a critical aspect of assessing a proposal to support a 2030 Games. The scope and scale of IOC- and COC/CPC-granted revenue flowing to the organizing committee and/or host city or cities, and the potential for the organizing committee to generate its own revenues, will need to be developed such that Games operations will be financed without the need for government subsidy. Further, a submission needs to demonstrate, to the greatest extent possible, how the costs of planning, staging, and hosting a 2030 Games will form part of the Games operating budget to be self-financed solely by revenues of the organizing committee and COC/CPC and/or the IOC.

A 2030 Games proposal should demonstrate a commitment to facilitate more IOC-sanctioned international sporting events in British Columbia leading up to 2030, in order for benefits to be realized early. In addition, as provincial priorities include affordability, inclusivity, and reconciliation, the Province expects that a proposal will address how the 2030 Games will be affordable and provide benefits to all British Columbians across the province (e.g., communities outside of the Games Region).

The Province would also benefit from understanding all the core assumptions that the COC/CPC are making as part of 2030 Games planning (e.g., security, local and provincial supporting services, inflation, etc.) as well as what those assumptions are based upon (e.g., research, comparison to other Olympic Games and major events, etc.).

We also understand that the COC/CPC are proposing the creation of a bid entity by November 2022, to assume responsibilities for developing and submitting a 2030 Games bid. We further understand that decisions have not yet been made as to the final governance structure. We require information as to when the bid entity will be formed, and how it will be owned and controlled. We also seek confirmation that, regardless of the possible governance structure, the work towards advancing the bid through an award of the 2030 Games, and the establishment of an organizing committee, will continue to be privately funded.

.../4

Tricia Smith
Page 4

3) Benefits Analysis

We expect that a 2030 Games will provide social and economical benefits, and lasting legacies, for Canada, the Province and for Indigenous and other communities within and outside the 2030 Games Region.

The Province requires the COC/CPC and Leadership Assembly to provide an independent social and economic benefits study that demonstrates realistic opportunities associated with planning, staging, and hosting the 2030 Games. Based on the initial Hosting Concept, the study should focus on national, provincial, regional, and community impacts and benefits and should cover the period leading up to, during and after the 2030 Games.

Hosting an event like the Olympic and Paralympic Games requires firm and clear commitments from all parties. We hope that the information outlined in this letter will be used as a guide by the COC/CPC and Leadership Assembly in further planning for a potential 2030 Games bid. In addition to the information requested, the Province will also work with the Federal Government to better understand its level of commitment and support for this project. It is important to note that a bid for the 2030 Games cannot advance without clear support from the Federal Government. If the COC/CPC has any information to demonstrate Federal Government support, we would ask that you provide this to the Province.

Our aim is to better inform your work ahead as we all recognize the timelines required for this bid are ambitious. We remain engaged in this process and look forward to receiving the information outlined above so the Province can further assess a 2030 Games proposal that is in the best interest of British Columbians. Noting your timeline of November 2022 to confirm interest, we ask that you provide a submission to the Province responding to the requests in this letter by August 15, 2022. This will allow us the time necessary to analyze the proposal and determine support.

Sincerely,



Melanie Mark
Hli Haykwhl Wü Xsgaak
Minister of Tourism, Arts, Culture and Sport

Tricia Smith
Page 5

pc: Honourable John Horgan
Premier

Their Worship Mayor Kennedy Stewart
City of Vancouver

Their Worship Mayor Jack Crompton
Resort Municipality of Whistler

Chief Dean Nelson
Lilwat Nation

Chief Wayne Sparrow
Musqueam Indian Band

Chairperson Khelsilem
Squamish Nation

Chief Jen Thomas
Tsleil-Waututh Nation

Gail Hamamoto
Vice President
Canadian Paralympic Committee

APPENDIX F
COST-BENEFIT ANALYSIS OF THE 2010 WINTER GAMES,
PREPARED BY THE VANCOUVER ECONOMIC COMMISSION

Purpose

The purpose of this memo to Mayor and Council is to respond to the following motion provided by Council on March 31, 2021:

“THAT in the event of any future consideration for a 2030 bid, Council direct staff to prepare a critical cost-benefit analysis of the 2010 Olympics and specifically any evidenced or assumed impacts on housing, affordability, environment and climate; FURTHER THAT this critical analysis be extrapolated to inform any future regional Olympic bid consideration and reporting.”

To do this, this memo will summarize available data and research on the historical economic and environmental impact of the Vancouver 2010 Olympic and Paralympic Winter Games (referred to as the 2010 Winter Games¹). This excludes, unless stated, any cost-benefit analysis of investments made outside of the city of Vancouver such as in other Metro Vancouver municipalities or Whistler.

This memo has examined the following documentation to conduct this critical cost-benefit analysis:

- Official economic impact reports
- Non-official/civic society economic impact reports
- Available and relevant literature specific to the impacts of Olympic bids specifically on affordability for business and residents, as well as the environment and climate

Summary of Economic Impact Reports

VANOC Official Report

VANOC – the organizing committee for the 2010 Winter Games formally ceased all operations in 2014. In their final report of June 17, 2014, an independent auditor recorded that the total budget for the Games was \$1.9B, and that the VANOC as an entity broke even (with contributions from the provincial & federal government and the International Olympic Committee, and revenues from sponsorship & ticket sales). This total of \$1.9B does not include all costs associated with delivering the Games – such as upgrading the Sea to Sky Highway, the Canada Line and other infrastructure.

¹ https://library.olympics.com/Default/doc/SYRACUSE/186596/the-writer-s-playbook-vancouver-2010-vancouver-organizing-committee-for-the-2010-olympic-and-paralym?_lg=en-GB

Estimates for the total cost of the 2010 Winter Games including infrastructure vary depending on what is and is not included, but most estimates settle around \$4B-\$8B²³⁴.

Table 1 - Economic Impact Analysis by PwC (2011)

The official economic impact analysis of the 2010 Winter Games was commissioned by the Province of B.C. & the Government of Canada and conducted by PwC⁵. A summary of the main economic impacts is below.

Item #	Name of economic impact	Type	Economic benefit (\$M) 2003 - 2010
(C) INTANGIBLE IMPACT			
1	GDP increase due to the Games	GDP	\$ 2,300.00
2	Tourism increase in dollars	Tourism	\$ 228.00
3	Employment increase by the Games	Employment	45020 persons ⁶
4	Provincial tax revenue increased	Tax	\$ 57.00
5	Investment increased by MVC 2010 Business program	FDI	\$ 168.80
6	Indigenous businesses earning increase by Olympic-related procurement contracts	Sales	\$ 59.00
7	Jobs generated for Indigenous communities	Employment	2,000 persons
8	68% of \$1.1B in VANOC contracts won by BC-based firms went to Metro Vancouver-based firms	Sales	\$ 748.00

This is provided as an illustration of the economic impacts that B.C. and Vancouver benefited from as a result of hosting the 2010 Winter Games, although these impacts were province wide and thus not solely occurring in the city of Vancouver.

OGI Study for the 2010 Winter Games

The 2010 Winter Games were the first edition of the Olympic Games to be contractually obliged to complete a OGI (Olympic Games Impact) study. This study assessed 75 metrics in

² <https://cfss.sites.olt.ubc.ca/files/2011/10/OGI-UBC-Post-Games-Report-2013-10-23.pdf>

³ <https://www.theglobeandmail.com/news/british-columbia/vancouver-olympics-worth-the-7-billion-price-tag-study-says/article15036916/>

⁴ <https://www.policynote.ca/looking-back-on-the-vancouver-whistler-winter-games/>

⁵ https://library.olympics.com/Default/doc/SYRACUSE/184948/the-games-effect-pricewaterhousecoopers-llp?_lg=en-GB

⁶ Midpoint between 38,530 and 51,510 jobs

relation to economic, environmental, and social impacts of the 2010 Winter Games over 12 years (from 2 years before the hosting decision was made, to 3 years post-games).

This study suggests 38,530 to 51,510 jobs, and 1,500 new businesses were created or supported by the 2010 Winter Games from 2003 to 2010. There was deemed a negligible impact on tourism in terms of increased visitor numbers and spend as a result of the games, although the study did not evaluate any impacts on visitor perception or Vancouver's global brand as a result of the increased global exposure due to the 2010 Winter Games.

City of Vancouver Cost-Benefit Analysis

The City of Vancouver spent a total of \$554.3M⁷ on the Games, not including project financing related to the Southeast False Creek Olympic Village Development, which was repaid by the end of 2014⁸. This \$554.3M expenditure was both capital expenditure (such as infrastructure) and operational (dedicated staff wages). An additional \$174.9M of provincial & federal funding was spent within the city on the projects as outlined in Table 2 (at no cost to the City of Vancouver and occurring due to Vancouver hosting the 2010 Winter Games).

Table 2 – City of Vancouver 2010 Winter Games Expenditures (\$millions)

Winter Olympic Expenditures	Legacy Reserve	Other City Funding	Total City Funding	External Recoveries	% External Recoveries	Total Costs
CAPITAL EXPENDITURES						
Olympic Venues	-	73.8	73.8	65.6	47.0%	139.4
Non-Competition Infrastructure	-	120.9	120.9	39.0	24.4%	160.0
Civic Facilities Preparation for Olympic Games	-	3.2	3.2	0.8	20.0%	4.0
South East False Creek - Civic Infrastructure ¹	-	299.8	299.8	30.0	9.1%	329.8
Neighbourhood Energy Utility	-	26.2	26.2	8.8	25.1%	35.0
Total Capital Expenditures	-	524.0	524.0	144.2	21.6%	668.2
OPERATIONAL EXPENDITURES						
Dedicated Olympic Operations	-	5.9	5.9	1.0	14.5%	6.9
Olympic Legacy Reserve Initiatives	20.0	2.5	22.5	14.1	38.5%	36.6
Olympic Support - Games Time Incremental Resources	-	1.9	1.9	15.7	89.3%	17.6
Total Operational Expenditures	20.0	10.3	30.3	30.8	50.4%	61.0
TOTAL EXPENDITURES	20.0	534.3	554.3	174.9	24.0%	729.2

⁷ <https://council.vancouver.ca/20100420/documents/rr1.pdf>

⁸ <https://vancouver.ca/docs/sefc/olympic-village-fact-sheet.pdf>

City of Vancouver Benefits

It can be reasonably surmised that hosting the 2010 Winter Games served as a catalyst for funding the aforementioned City of Vancouver expenditures. The following is a summary table of the key benefits that the City of Vancouver and its residents gained from hosting the 2010 Winter Games. Note table is not exhaustive and illustrates only the most significant projects.

Table 3 – Major Infrastructure Benefits

Major Benefit	Type	Total Cost	Cost to City
Hillcrest Community Centre	Civic Infrastructure	\$47.4M	\$47.4M ⁹
Trout Lake Rink replacement	Civic Infrastructure	\$13.7M	\$13.7M ¹⁰
Killarney Rink replacement	Civic Infrastructure	\$12.8M	\$12.8M ¹¹
252 Social Housing units (Olympic Village)	Housing	\$110.1M	\$80.1M ¹²
Canada Line	Transit infrastructure	\$2.05B ¹³ (paid by Gov of Canada, Province of B.C., TransLink, VIAA, InTransit BC)	\$30M ¹⁴
Vancouver Convention Centre	Civic infrastructure	\$883M ¹⁵ (paid by Province of B.C.)	\$0
Sea-to-Sky Highway upgrade	Road infrastructure	\$600M ¹⁶ (paid by Province of B.C.)	\$0

This table does not include any follow-on economic benefits of these investments such as any value the city generates from access to rapid transit from the Canada Line, or any direct spend generated, such as the \$2.4B in direct spend generated by the Vancouver Convention Centre post 2010¹⁷, or any increase in global brand value for Vancouver as a result of hosting

⁹ <https://council.vancouver.ca/20100420/documents/rr1.pdf> (Appendix 1)

¹⁰ Ibid

¹¹ Ibid

¹² Ibid

¹³ <https://www.canada.ca/en/news/archive/2007/12/canada-line-unveils-first-train-richmond.html>

¹⁴ Ibid

¹⁵ <https://vancouver.sun.com/news/local-news/vancouver-convention-centre-expansion-racks-up-2-4-billion-in-impact-versus-883-million-start>

¹⁶ <https://www.infrastructurebc.com/projects/operational-complete/sea-sky-highway/>

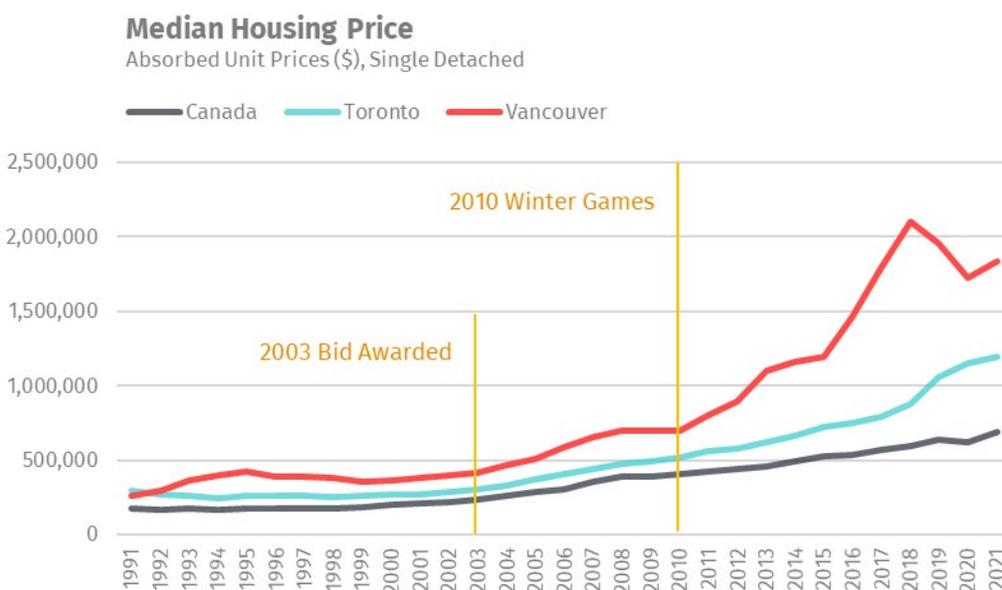
¹⁷ <https://www.vancouverconventioncentre.com/news/vancouver-convention-centre-celebrates-10th-anniversary>

the 2010 Winter Games. It also does not include any additional economic or societal benefits of the new community sports infrastructure built in Vancouver, which have been found to be considerable according to other studies¹⁸.

Impacts of the 2010 Winter Games on Residential Affordability

Due to the difficulty of eliminating all variables it is challenging, if not impossible, to definitively assess the impact of the 2010 Winter Games on residential affordability. Many variables have an impact on home prices; such as interest rates, housing supply, governmental policy (especially taxes), foreign investment, interprovincial and international immigration.

Residential prices, particularly detached homes, have risen significantly since the turn of the century, and increases can be seen post 2003 (when Vancouver was awarded the 2010 Winter Games) and post 2010 (when Vancouver hosted the 2010 Winter Games), which some reports have argued are evidence of a detrimental effect on affordability¹⁹²⁰²¹.



Source(s): CMHC

However, over the same time period, house prices and growth rates across Canada and for example Toronto, have also experienced significant gains without hosting the Olympics, so to

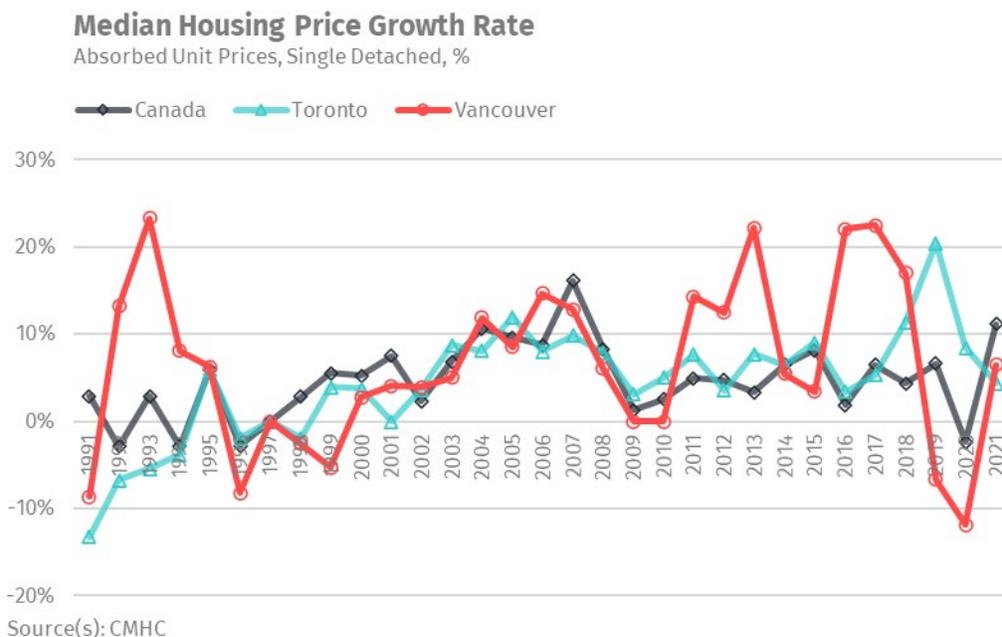
¹⁸ <https://assets.kpmg/content/dam/kpmg/au/pdf/2018/value-community-sport-infrastructure-australia.pdf>

¹⁹ <https://www.policyalternatives.ca/publications/commentary/olympics-housing-and-homelessness-vancouver>

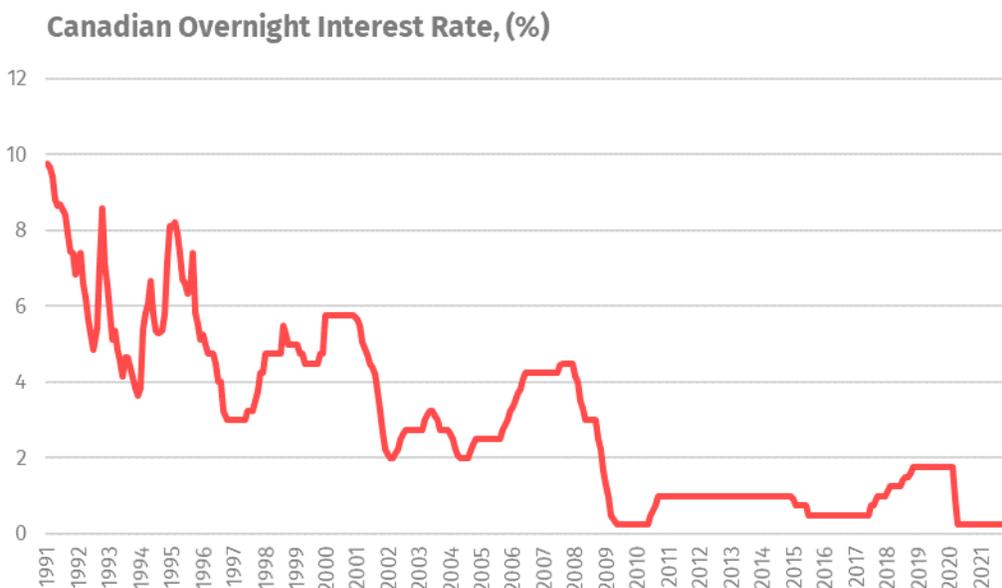
²⁰ <https://cmns324.wordpress.com/2018/04/09/housing-costs-following-the-2010-winter-games-was-the-party-worth-it/>

²¹ <https://bc.ctvnews.ca/did-the-2010-olympics-contribute-to-vancouver-s-housing-crisis-1.4809537>

strongly attribute Vancouver’s house price gains to the 2010 Winter Games is problematic. House price growth rates in Vancouver did rise significantly post 2010, but only back to the same levels that were experienced before the global financial crisis of 2008, and to levels that have been exceeded before (in 1993 and 2016-2017).



Correlation does not imply causation. Interest rates have also decreased significantly over the same time period and are likely to have had a more significant impact upon Vancouver house prices, especially given the reduction to 0.25% in 2009. It is likely that no consensus will ever be found on the definitive impact of the 2010 Winter Games on Vancouver’s housing affordability.



Source(s): Bank of Canada

Legacy of affordable housing

252 housing units were built by the City of Vancouver as part of the development of Olympic Village, towards an intended legacy of affordable housing of the Games for Vancouver. These 252 housing units have been retained and are operated by housing co-operatives under long-term lease agreements.

A further 1,400 supportive housing units were built within the city – on sites donated by the City of Vancouver - as part of this legacy, funded by the provincial government. Additional housing measures by the province such as the acquisition of SROs, and additional shelter beds were connected to the 2010 Winter Games but are difficult to separate into specific Games legacy versus expected 'business-as-usual' provincial funding initiatives for housing²².

Legacy on homelessness

As proposed by Vancouver Council/Inner City Inclusive Housing Table, one of the suggested legacies of the Games was “the elimination of homelessness”²³. Unfortunately, hosting the 2010 Winter Games appears to have had minimal impact on homelessness as over 2,000 people still remain homeless in Metro Vancouver, a number that has remained consistent over recent years post-2010. Some reports have argued that the 2010 Winter Games exacerbated the issue²⁴.

²² https://archive.news.gov.bc.ca/releases/news_releases_2009-2013/2009hls0034-000582.htm

²³ <https://council.vancouver.ca/20070417/documents/motionb3.pdf>

²⁴ <https://www.cbc.ca/news/canada/british-columbia/homeless-youth-pushed-out-for-2010-games-1.1015418>

2005 - 2019 Homeless Trends in Vancouver



Source(s): City of Vancouver

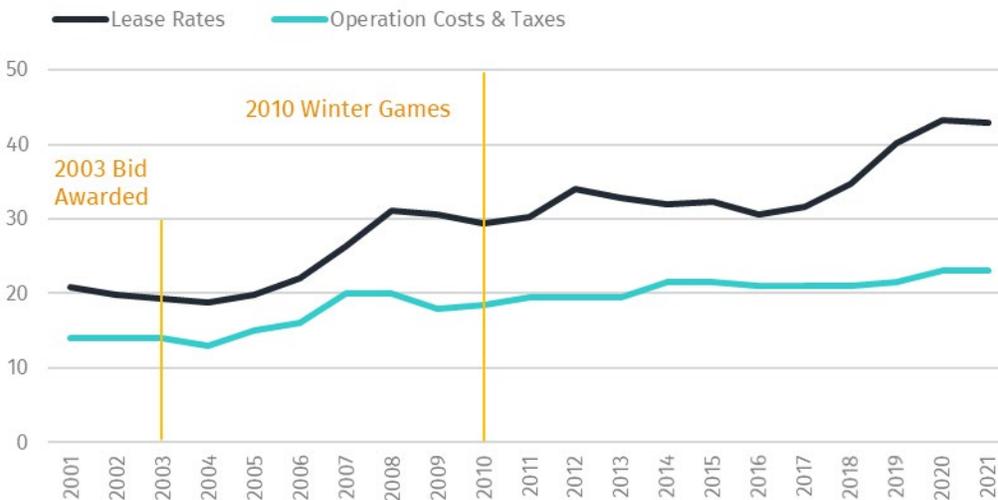
Additional commitments to protect rental housing, provide alternative forms of temporary accommodation are considered outside the scope of this memo.

Impacts of the 2010 Winter Games on Business Affordability

No one metric can be used to measure business affordability, but using downtown office lease and operating costs as a proxy, it can be seen that there was an increase post 2003, but no significant increase in rates or costs post-hosting the 2010 Winter Games.

Downtown Vancouver Lease Rates and Operation Costs

Average Annual, Class A, \$ per sq. ft.



Source(s): CBRE Research and Avison Young, custom data for the VEC

Summary of Environmental Impacts of the Games

VANOC committed to hosting the world's first "sustainable" games and a number of reports attempted to assess the environmental impact of the 2010 Winter Games^{25,26}. In terms of hosting, it was estimated that an additional 300,000 tonnes of greenhouse gas emissions (GHGs) arose from the 2010 Winter Games (direct and indirect emissions). Of these, 110,000 of these were offset, however it should be noted that this total does not include all 'scope 3' emissions such as GHGs from visitors flying to Vancouver for the event. It was estimated that Vancouver achieved a 15–18% reduction in VANOC's carbon emissions over pre-existing performance benchmarks.

Greenhouse gas emissions in the city of Vancouver declined over the period of 2007 to 2020²⁷ so it can be determined that the 2010 Winter Games did not have any significant long-term impact on Vancouver's GHG emissions.

A total of 4,077 metric tonnes of waste was generated by the 2010 Winter Games, of this 77% was diverted from landfill, and 63% composted or recycled²⁸.

Likely the most important environmental benefit of the 2010 Winter Games is the Canada Line, which since opening has reduced transportation related GHG emissions (in terms of reduced car trips) by an unknown but considerable factor.

Conclusion

To conduct a definitive critical cost benefit analysis of the 2010 Winter Games was outside of the scope of this memo, given that it would take the commissioning of new analysis larger in scope than even the original economic impact analysis conducted by the Province of B.C. post 2010 or the official Olympic Games Impact (OGI) Study. This memo instead has attempted to summarize & analyze the available and most relevant data and literature on the impact of the 2010 Winter Games.

Definitive conclusions on economic and other impacts such as housing costs are incredibly challenging to make – even estimated direct impacts such as the cost of hosting the 2010 Winter Games range by several billion dollars depending on what is and is not included; indirect impacts are even more challenging and will forever remain subject to debate.

What can be stated is that Vancouver used the 2010 Winter Games effectively to leverage major infrastructure funding that it continues to benefit from today and that would not have been in place by 2010 otherwise. According to the authors of the OGI Study, "for every \$12 spent by Ottawa and B.C. on the three big projects (Sea-to-Sky Highway, Canada Line and the

²⁵ https://stillmed.olympic.org/Documents/Games_Vancouver_2010/VANOC_Sustainability_Report-EN.pdf

²⁶ <https://cfss.sites.olt.ubc.ca/files/2011/10/OGI-UBC-Post-Games-Report-2013-10-23.pdf>

²⁷ <https://vancouver.ca/files/cov/2021-greenest-city-action-plan-final-update-presentation.pdf>

²⁸ https://stillmed.olympic.org/Documents/Games_Vancouver_2010/VANOC_Sustainability_Report-EN.pdf

Vancouver Convention Centre) local taxpayers contributed only \$1²⁹. This infrastructure, alongside the community centres, are now all vital components of the city's fabric, and were delivered with a high cost-benefit return to Vancouver taxpayers.

²⁹ <https://www.theglobeandmail.com/news/british-columbia/vancouver-olympics-worth-the-7-billion-price-tag-study-says/article15036916/>