

Understanding a Boston 2024 Olympics



A Report of the Special Commission Relative to the Feasibility of Hosting the Summer Olympics in the Commonwealth

February 27, 2014

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EXECUTIVE SUMMARY

Purpose of the Legislative Commission

The Special Commission Relative to the Feasibility of Hosting the Summer Olympics in the Commonwealth (“Commission”) was established by Legislative Resolve and approved by Governor Patrick on October 31, 2013. The mission of the bipartisan Commission was to investigate and study the “feasibility of hosting the summer Olympics [in Massachusetts] in 2024.” The Commission was directed to review “all aspects of a prospective summer Olympics in the Commonwealth.”

Process

Acknowledging the broad range and diversity of issues and variables surrounding any potential Olympic bid, the Commission established subcommittees to provide the opportunity for further analyses and the development of recommendations as to feasibility in the following areas:

- Economic Development and Infrastructure;
- Tourism, Outreach, and Marketing the Legacy; and
- Safety and Security.

Subcommittees were chaired by members with experience in each area and were joined by professionals with specific knowledge and expertise in the areas being examined.

The Commission established two core principles to be used in determining feasibility: (1) any potential investment in an effort to host the Olympic Games could only occur if it was aligned with the long-term economic development and infrastructure needs of the Commonwealth, and (2) any potential investment would offer clear, long-lasting, and significant legacy benefits to the Commonwealth after the Games had come and gone.

Findings of the Special Commission

The Commission was very clear from the outset that no Olympics would be deemed feasible unless the resources necessary to host the Games logically fit into the long-term planning needs of Massachusetts. The initial assessment suggests that there are congruencies that exist between the Olympic requirements and the long-term needs of the Commonwealth:

Economic Development, Venues, and Infrastructure

The Commonwealth is an avid sports hub, and has many venues suitable for various Olympic events. In addition, the Greater Boston area already exceeds the International Olympic Committee’s requirements for hotel accommodations.

However, there are four main venues that cannot be accommodated with current facilities (Olympic Stadium, Velodrome, Aquatics Center, and Olympic Village). If new facilities need to be constructed, the Commission recommends that this is accomplished only with a clear legacy benefit defined. For instance, the Olympic Village could be repurposed to provide desperately needed workforce housing. Temporary or modular structures that can be reduced, removed, or re-purposed after the Games are concluded.

Massachusetts has a leading public transportation system, international airport, and city road networks, and infrastructure projects are already planned to increase capacity and reliability, with or without the future possibility of hosting an Olympics Games. The transportation issues that would impact the hosting of an Olympics overlap significantly with issues that currently impede growth and connectivity across the Commonwealth. Consequently, many planned projects would improve the ability of existing infrastructure to satisfy the Games requirements, and therefore decrease the amount of new investment that may be needed. The goal of hosting an Olympics also could serve as a catalyst to address these critical infrastructure needs on an expedited timeline.

Marketing and Public Outreach

Massachusetts has proven to be an excellent host for national and international events in the past. As tourism is the third largest industry in Massachusetts, the Convention and Visitors Bureaus, the Massachusetts Office of Travel and Tourism, and the Regional Tourism Councils (“RTC”) are all currently marketing the area both domestically and internationally and could continue to do so for the Olympics. The Olympics has the potential to not only bring in more revenue from tourists, but also raise the profile of Boston, the Commonwealth, and the region. Hosting the Olympics would offer an opportunity to market Massachusetts globally as a premier location for tourism, education, business, and innovation. Boston would be able to showcase the achievements of its students, promote our internationalism and cultural diversity, and highlight our proud heritage and culture to the world.

Safety and Security

Within the United States, regardless of the host city, the Olympics are considered to be a National Special Security Event (“NSSE”). Security for the Olympics would require city, state and federal officials to all work together to offer the best protection possible. The designation of the Games as a NSSE would automatically result in the US Secret Service acting as the lead security agency. Massachusetts is distinctively qualified to support large-scale coordinated events like the Olympics because, in addition to its many resources, it has formed Law Enforcement Councils (“LECs”) that have a tradition of working collaboratively, and could provide security for large events that would not be supportable in isolation. Overall, Massachusetts has excellent public safety and security forces and a strong ability to coordinate on a local, state, and national level.

Budgeting and Financing Strategy

The Commission agrees that creating a workable budget could be feasible, although the Commission cautions – based on past Olympics experiences where actual costs have greatly exceeded initial assessments – that an accurate estimate into the future can be difficult. A precise cost-benefit analysis or specific recommendations as to budget are beyond the scope of this Commission. The Commission does, however, favor the idea that, if a bid were to be developed and put forward, a responsible Olympics budgeting plan for a Boston 2024 Olympics would need to vigilantly safeguard public dollars and consider strategic public-private partnerships.

Legacy

The Commonwealth is at a critical juncture today and there is a unique and timely alignment of the Commonwealth's economic development strategy and the principle infrastructure requirements of the modern Olympics, including but not limited to housing, transportation, and connecting people and things through technology and innovation. More specifically, over the next decade, independent of any Olympic bid, Boston and the Commonwealth intend to confront and address matters relating to affordable and workforce housing, transportation improvements, and connecting all neighborhoods of Boston, as well as all corners of the Commonwealth. Accordingly, interpreting broadly the charge of feasibility to include the issue of legacy beyond the singular event of the Games, this unique alignment of existing master planning, targeted public-private partnerships, and public-policy initiatives, advances the strong likelihood that an Olympic Games would have a lasting positive and meaningful impact on Boston and the Commonwealth.

Conclusion

The Commission finds that it would be feasible for Massachusetts to host the 2024 Summer Olympic Games based upon its initial assessment that suggests that the Commonwealth fares comparatively well against many of the IOC criteria. But the Commission does recognize that pursuing a bid would be an enormous task, and that infrastructure and venue requirements would need to be addressed. The Commission does not, however, see the prior two points as prohibitive, rather, the Commission views these challenges as an opportunity to leverage an Olympics to catalyze and accelerate the economic development and infrastructure improvements necessary to ensure that Massachusetts can compete globally now and into the future.

I. HISTORY AND STRUCTURE OF THE COMMISSION

For the past two years, there has been a slow but steady interest growing across the Commonwealth to entertain a discussion around the feasibility of hosting the Olympic and Paralympic Games in 2024. The modern Olympic Games began in 1896 and were held in Athens, Greece. Since 1988, the Paralympic Games have been held directly after the Olympics, in the same city, and oftentimes using the same venues. In London, the Olympics saw 10,500 athletes from 88 countries compete in 302 events in 26 sports across 34 venues. Following the London Olympics, the Paralympic Games competition spanned a ten-day period, featuring over 4,200 athletes from 164 countries competing in 503 events in 20 sports. The number of athletes and nations participating in the Paralympic Games has steadily increased over the past 20 years, as has the audience that watches them.

Under the leadership of Senator Eileen Donoghue, a Legislative Resolve was filed in January of 2013, to create the Special Commission Relative to the Feasibility of Hosting the Summer Olympics in the Commonwealth in 2024 (referred to as the “Commission”). In February of 2013, the United States Olympic Committee (referred to as the “USOC”) reached out to 35 cities across the United States, to invite each city to explore the opportunity to potentially make a bid for the 2024 Summer Olympic and Paralympic Games (referred to as the “Olympics”),¹ thus making the need for the Commission more critical. On October 31, 2013, the Legislative Resolve was signed by Governor Deval Patrick to become Chapter 1 of the Resolves of 2013.

The mission of the bipartisan Commission was to investigate and study the “feasibility of hosting the summer Olympics [in Massachusetts] in 2024.” The Commission was directed to review “all aspects of a prospective summer Olympics in the Commonwealth” with a focus on requirements and impacts in the areas of: (1) Infrastructure; (2) Transportation; (3) Tourism; (4) Lodging; (5) Location for Events (Venues); (6) Costs; and (7) Benefits.² The eleven Commission members were appointed by the Governor, Senate and House leaders, and the Mayor of Boston, and included members from the public and private sector:

APPOINTING AUTHORITY	APPOINTEE
<i>Gubernatorial Appointees</i>	• Mr. John F. Fish (Chair), <i>Chairman and CEO, Suffolk Construction</i>
	• Mr. Stephen Freyer, <i>President, Freyer Management Associates</i>
	• The Honorable Steven Tompkins, <i>Sheriff, Suffolk County</i>
<i>Senate President Appointees</i>	• The Honorable Eileen Donoghue, <i>State Senator and Senate Chair, Joint Committee on Community Development and Small Business</i>
	• Mr. Ralph Cox, <i>Principal, Redgate Real Estate Advisors</i>
<i>Speaker of the House Appointees</i>	• The Honorable Cory Atkins, <i>State Representative and House Chair, Joint Committee on Tourism, Arts, and Cultural Development</i>
	• Mr. Daniel O’Connell, <i>President and CEO, Massachusetts Competitive Partnership</i>
<i>Senate Minority Leader Appointee</i>	• Mr. Jonah Beckley, <i>General Counsel, Office of Senate Minority Leader</i>
<i>House Minority Leader Appointee</i>	• Ms. Andrea Crupi, <i>Legislative Aide, Office of House Minority Leader</i>
<i>Mayor of the City of Boston Appointees</i>	• Ms. Cindy Brown, <i>President & CEO, Boston Duck Tours and Frost Ice Bar</i>
	• Mr. Christopher Cook, <i>Director of Arts, Tourism, and Special Events, Office of Mayor Martin J. Walsh</i>

¹ Chapter 1 of the Resolves of 2013.

² Id.

Given the single purpose structures associated with holding the Olympics and the required lead time of nearly a decade from bid to the opening ceremonies, the Resolve called for the Commission to hold its first meeting by November 15, 2013 and to complete its report by March 1, 2014. In response to this rapid timeline, the Commission (convened initially under the leadership of Senator Eileen Donoghue, and then under the leadership of John F. Fish, who was elected Chairman of the Commission) immediately scheduled meetings and established three subcommittees to study, investigate, and respond to the issues identified in the Resolve:

Economic Development and Infrastructure Subcommittee:

Members: The Honorable Eileen Donoghue, Mr. John Fish, Mr. Dan O'Connell, and Mr. Ralph Cox.

The Economic Development and Infrastructure subcommittee was charged with determining the following:

- (1) Whether feasible options exist to support the major programmatic needs of the Olympics (either through existing facilities or the construction of new facilities);
- (2) Whether there is alignment between new construction needs and the Commonwealth's forward-looking economic development strategy; and
- (3) Whether the Commonwealth's infrastructure (existing or planned) can feasibly support the mobility needs of the mission of Olympic visitors and athletes.

Tourism, Outreach and Marketing the Legacy Subcommittee:

Members: The Honorable Cory Atkins, Mr. Stephen Freyer, Ms. Cindy Brown, and Mr. Christopher Cook.

The Tourism, Outreach and Marketing the Legacy subcommittee was charged with determining the following:

- (1) Whether feasible options exist to support the hospitality requirements and the potential for positive legacy impacts;
- (2) The feasibility of executive local, domestic, and global marketing campaigns to promote the Games; and
- (3) The feasibility of obtaining positive public and political support.

Safety and Security Subcommittee:

Members: Sheriff Steven Tompkins, Mr. Jonah Beckley, and Ms. Andrea Crupi.

The Safety and Security subcommittee was charged with determining the following:

- (1) Whether there are adequate security force resources to feasibly meet the safety and security requirements of the United States Olympic Committee and the International Olympic Committee;
- (2) Whether security forces have the experience to feasibly support the needs of the Games, without compromising the ongoing needs and operations of the city; and
- (3) Whether the potential venue options are able to meet logistical and coordination requirements to deliver a safe Games.

The Commission held seven meetings³ over the course of the feasibility investigation. All Commission meetings were publicly noticed and open to the public as required under the Open Meeting Law.

As part of its review, the Commission also sought input from organizations and individuals with substantive expertise and knowledge in the areas being examined, and several of the meetings received detailed presentations and testimony that informed and supplemented the work of the subcommittees and the Commission as a whole.⁴

II. HOSTING AN OLYMPICS: THE UNITED STATES OLYMPIC COMMITTEE AND THE INTERNATIONAL OLYMPIC COMMITTEE TECHNICAL REQUIREMENTS AND PROCESS⁵

The United States Olympic Committee (“USOC”) is the entity that determines the timeline, process, and bid requirements for a United States Olympics bid. The USOC requirements are aligned to the International Olympic Committee’s (“IOC”) timeline and selection criteria for a host city. While accommodating an Olympics Games would be regional in scale and involve the entire Commonwealth, the IOC requires the naming of a “host city.” Thus, any effort to bring the Games to the area is referred to as the Boston 2024 Olympics (with the understanding that the Olympics would not be limited to Boston).

Timeline

The USOC is the entity that will choose which US host city to put forward to bid on the 2024 Olympics, if any, by 2015. In February 2013, the USOC sent a letter to the mayors of 35 cities⁶ to gauge each city’s potential interest in hosting the 2024 Summer Olympics. The USOC is in the process of reviewing each city’s level of interest, and capabilities to host the event. The USOC is not obligated to put forth an Olympic bid, and could choose to not propose if they do not find a feasible partner for 2024.

Should the USOC decide to put forward a US bid for the 2024 Olympics, the IOC will have roughly two years to review the various applications submitted. Other potential 2024 bids could come from Paris, Madrid, Rome and South Africa. According to Associated Press, the IOC would like to see a US bid.⁷ IOC President Thomas Bach has stated: “I think it’s time for the United States to present a strong bid ... [a]nd I’m happy to hear that the USOC is undertaking everything to prepare such a bid.”⁸ As the associated chart illustrates,⁹ the IOC will award the 2024 Summer Olympics to a host city in 2017.

³ The Commission meetings were held on the following dates at the Massachusetts State House: November 14, 2013; December 3, 2013; December 18, 2013; January 6, 2014; January 21, 2014; February 11, 2014; and February 27, 2014.

⁴ For a complete list of presenters, please See Appendix A.

⁵ Please see Appendix B for a complete breakdown of the IOC’s technical requirements when reviewing bid city applications.

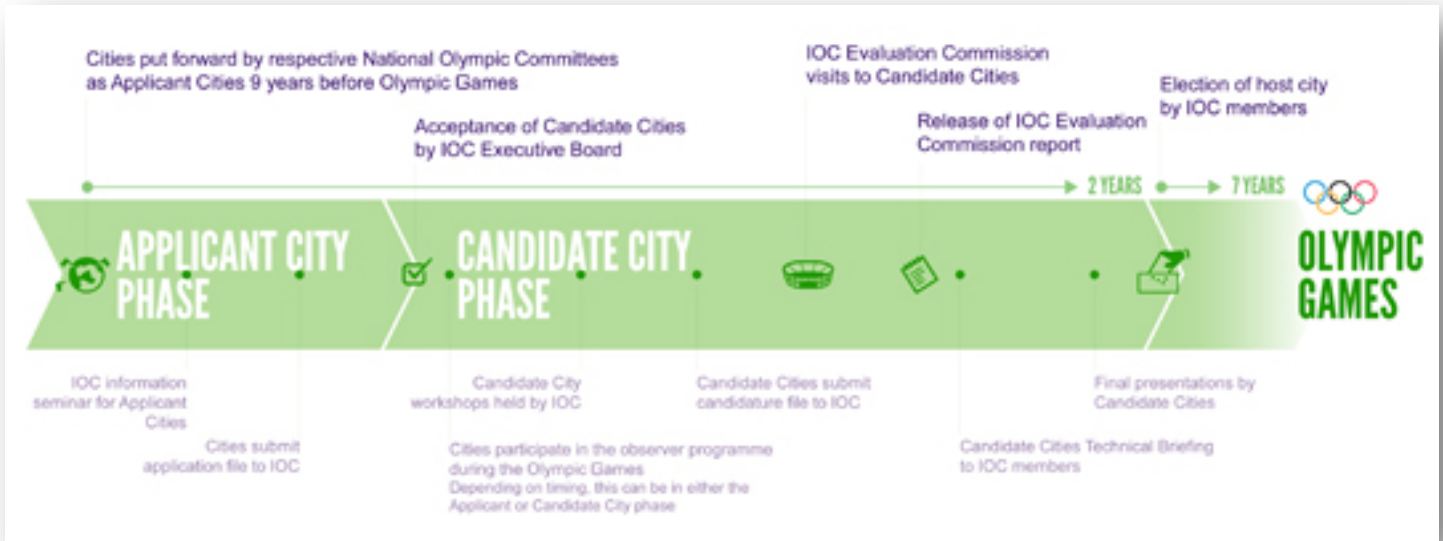
⁷ The cities that received the letter were Phoenix; San Jose, Calif.; Los Angeles; Sacramento; San Diego; San Francisco; Denver; Washington; Jacksonville, Fla.; Orlando, Fla.; Miami; Atlanta; Chicago; Indianapolis; Baltimore; Detroit; Minneapolis; St. Louis; Las Vegas; New York; Boston; Rochester; Charlotte, N.C.; Columbus, Ohio; Tulsa, Okla.; Portland, Ore.; Philadelphia; Pittsburgh; Memphis; Nashville and Davidson County; Austin, Tex.; Dallas; Houston; San Antonio; and Seattle.

⁸ The United States has not hosted an Olympics since the 2002 Winter Games in Salt Lake City and has not hosted a summer Olympics since 1996 in Atlanta.

⁹ Zaccardi, Nick. "IOC President Thomas Bach: Time for Strong U.S. Olympic Bid." *NBCSports.com*. 26 Nov. 2013.

<<http://olympictalk.nbcsports.com/2013/11/26/thomas-bach-united-states-bid-2024-olympics/>>.

⁹ <http://www.olympic.org/content/the-ioc/bidding-for-the-games/all-about-the-bid-process/>.



USOC Selection Criteria

The general USOC criteria for a city to host the Olympics will include:

- 45,000 hotel rooms;
- An Olympic Village that sleeps 16,500 and has a 5000-person dining hall;
- Operations space for over 15,000 media and broadcasters;
- An international airport that can handle thousands of international travelers per day;
- Public transportation service to venues, roadway closures to allow exclusive use for Games-related transportation; and
- A workforce of up to 200,000.¹⁰

IOC Selection Themes

In addition to understanding the USOC’s foundational criteria, the IOC has its own requirements or “themes” that it also examines when deciding what city should host the Olympics. While there are a number of factors that the IOC considers when reviewing and grading bid city applications, the below list highlights the most important considerations, or “themes,” that the IOC evaluates during its stringent selection process:

Vision and Legacy	Games Concept and Competition Venues	Olympic Village(s)
International Broadcast Centre (IBC) / Main Press Centre (MPC)	Sports Experience	Environment and Meteorology
Accommodation	Transport	Medical Services and Doping Control
Safety and Security	Telecommunications	Energy
Legal Requirements	Government Support	Finance and Marketing

¹⁰ February 2013 letter from USOC to 35 US cities.

The USOC and IOC timeline and criteria provided the foundational framework that the Commission used to evaluate the feasibility of the Commonwealth hosting the 2024 Olympics.

III. EVALUATING FEASIBILITY

The Commission established two core principles to be used in determining feasibility: (1) any potential investment in an effort to host the Olympic Games could only occur if it was aligned with the long-term economic development and infrastructure needs of the Commonwealth, and (2) any potential investment would offer clear, long-lasting, and significant legacy benefits to the Commonwealth after the Games had come and gone.

In addition to following the two core principles, the Commission's members agreed that it was important to be open and willing to have this conversation on behalf of the Commonwealth. By undertaking a close examination of the Olympics and its potential legacy impacts, the Commission saw a worthwhile exercise that could help the Commonwealth define a clearer vision for growth in the future, regardless of the final outcome of an Olympic bid process.

IV. ALIGNMENT BETWEEN ECONOMIC DEVELOPMENT, INFRASTRUCTURE, AND OLYMPIC REQUIREMENTS

Economic Development Plans

The Commonwealth

In 2010, the Commonwealth of Massachusetts passed comprehensive economic development legislation that required all gubernatorial administrations to develop and publish an economic development policy and strategic plan for the Commonwealth.¹¹ In response, the Patrick Administration convened an economic development planning council of 34 public and private sector representatives to develop a strategy and plan for the Commonwealth. The result was the creation and release of an extensive and forward-looking economic development strategy for the Commonwealth titled *Choosing to Compete in the 21st Century* (the "Plan").

The Plan outlined 55 action steps organized under five broad categories:

- (1) Advancing Education and Workforce Development for Middle-Skill Jobs through Coordination of Economic Development, Workforce Development, and Education Programs;
- (2) Supporting Innovation and Entrepreneurship;
- (3) Supporting Regional Developments through Infrastructure Investments and Local Empowerment;
- (4) Increasing the Ease of Doing Business; and

¹¹ *Choosing to Compete in the 21st Century*, An Economic Development Policy and Strategic Plan for the Commonwealth of Massachusetts: Prepared by the Economic Development Planning Council pursuant to Chapter 240 of the Acts of 2010 of the Massachusetts Legislature (December 2011); Testimony of Anne Struthers, Director of Strategic Initiatives, Executive Office of Housing and Economic Development, Commonwealth of Massachusetts (December 18, 2013).

(5) Addressing Our Cost Competitiveness.¹²

Sections of the Plan relative to expanding the workforce, promoting regional development through infrastructure investments, and expanding housing were all of particular significance to the Commission. According to the Plan, the Commonwealth is “home to a diversity of new and established industries, institutions, and amenities that expand the state’s competitive advantage as an end-to-end location for innovation, production and services... [but the] state’s potential will only be fully tapped when the appropriate infrastructure and an economic partnership...is in place.”¹³

The Plan specifically calls for public infrastructure investments that support regional growth opportunities through the use of existing and innovative infrastructure financing techniques to make continuing investments in public infrastructure upgrades, including transportation, in support of growth opportunities in every region of the Commonwealth. Constructing bridges, building or upgrading roads, power, broadband, and making other improvements are all critical elements of a sustainable infrastructure policy to bring long-term economic benefits to all regions of the state.

Boston

As the state’s capital and economic hub, Boston continues to be a thriving city with healthy commerce, business growth, job growth, and population growth. Within the past decade, Boston has experienced significant economic expansion, including but not limited to the rapid development of areas such as the Seaport Innovation District, the Rose Kennedy Greenway, the Boston Convention and Exhibition Center, and expansions at Logan International Airport. However, as is presently being experienced in areas such as the Seaport, Boston is susceptible to being a victim of its own success.

In order for Boston to continue to grow its economy, it must be able to support population growth. Boston is currently experiencing constraints in terms of shortfalls in affordable and workforce housing, and the city’s transportation infrastructure places constraints upon mobility in several of Boston’s neighborhoods.¹⁴ Some initiatives have been promoted to combat these constraints, such as former Mayor Menino’s initiative to create 30,000 additional units of housing by 2020, as well as the current State Transportation Planning task force that is exploring critical infrastructure needs to alleviate the severe traffic congestion present in the Seaport District.¹⁵

Venue, Hospitality, and Transportation Requirements for the Olympics

The IOC’s venues assessment for a bid city is based upon a host of factors, including but not limited to:

- (1) The use and adequacy of existing venues, including plans for venue upgrade;
- (2) Planned and additional venues – either new venues currently under construction or planned to be constructed, irrespective of the Olympic Games or new venues required to be built specifically for the Olympic Games and the use of temporary venues where no legacy is identified; and

¹² Id.

¹³ Id.

¹⁴ <http://www.abettercity.org/landdev/southboston.html>

¹⁵ Id.; Ross, Casey. "Menino Pushes Plan to Boost Housing." *The Boston Globe* 09 Sept. 2013. <<http://www.bostonglobe.com/business/2013/09/08/mayor-thomas-menino-pushes-plan-boost-boston-housing-production/8TJliJO3PcWL1S4FOTNbUI/story.html>>.

(3) The overall sports concept, with a priority given to the quality of the Olympic experience for the athletes, the use of the fewest venues possible, the rational clustering of venues in close proximity to the Olympic Village(s), and the legacy value of new venues.¹⁶

There are a number of technical requirements for Olympic venues. The IOC requires host cities to provide 30-35 venues for 28 sports (competition and training facilities), an Olympics Stadium, as well as an Olympics Village and media facilities. The Olympic Stadium must have a minimum of 80,000 seats, and requires approximately 100 acres of space. The Olympic Village also requires approximately 100 acres of space, and needs to hold 16,500 beds, a polyclinic, a dining facility for at least 5,000, and fitness and training facilities. Media facility criteria are also quite impressive as the International Broadcast Center requires at least 675,000 sq. ft., and the Main Press Center needs to be at least 360,000 sq. ft. In addition, the IOC hospitality requirements include 45,000 hotel rooms (3-star or better) within a 30 mile radius of the host city.¹⁷

According to the IOC, a transportation assessment for a bid city is based upon a host of factors including, but not limited to:

- (1) The existing transportation infrastructure as well as planned and additional general transport infrastructure;
- (2) Current and projected capacities (both passengers and cargo) of a city's airport, as well as road and rail links to the city; and
- (3) Distances, travel times, and traffic management strategies.¹⁸

In practice, the transportation infrastructure and assets must be able to: (1) efficiently transport athletes between the Olympic Village, practice fields, and sports venues; (2) efficiently transport IOC personnel between venues; (3) provide effective transport to and from venues for spectators; and (4) provide effective transport for media, security personnel from hotel venues to sports venues and the International Media Center.¹⁹ All of this must be met while maintaining the regular operations of the host city and region.

Areas of Alignment and Potential Legacy Benefits to the Region

Ability to Meet the Venue and Hospitality Needs of the Olympics

Today, the Commonwealth is already uniquely positioned to feasibly meet many of the sporting venue and hospitality requirements of the Olympics. Due to the abundance of large colleges and universities, as well as professional sports teams, and indoor arenas, there are a multitude of athletic facilities across the state that could host Olympic sporting events.

When accounting for the sporting assets that exist within the entire Commonwealth, there are 14 major soccer stadiums, 10 major sports stadiums/arenas, 9 major baseball venues, 2 horse racing venues, 5 major basketball venues, 20 premier track and field venues, over 235 miles of cycling paths and trails, and 5 major aquatic centers.²⁰ By region, Eastern Massachusetts has 29 major sport venues, Central

¹⁶ Games of the XXXII Olympiad 2020 Working Group Report, International Olympic Committee (April 2012).

¹⁷ Id.

¹⁸ Id.

¹⁹ Please see Appendix B for a complete breakdown of the IOC's technical requirements when reviewing bid city applications.

²⁰ Preliminary Findings of the Subcommittee on Economic Development, and Infrastructure: Hearing Before the Special Commission Relative to the Feasibility of Hosting the Summer Olympics in the Commonwealth, (January 6, 2014).

Massachusetts: Home to World Class Sporting Events

Massachusetts has been home to over 100 sporting events since 1996 including:

- Major League Baseball All-Star Game and Fanfest
- National Hockey League All-Star Game
- U.S. Olympic Gymnastics Trials
- U.S. Figure Skating Championships
- NCAA Women's Basketball Final Four
- NCAA Division I Men's Ice Hockey "Frozen Four"



International sporting events hosted in Massachusetts include:

- 1999 Women's World Cup
- 2006 Men's World Curling Championship
- 2009 World Skateboard Championships/Dew Tour
- 2012 Fed Cup Tennis Tournament
- 2016 ISU World Figure Skating Championship



SOURCE: Massachusetts Office of Travel and Tourism

Massachusetts has 8 major sports venues, and Western Massachusetts has 6 major sports venues.²¹ Some of the existing venues would suite Olympic events well, although some upgrades may be needed to meet Olympic standards.

Massachusetts also has a wealth of natural resources. According to Mary Kay Wydra, President of the Greater Springfield Convention and Visitors Bureau, the Olympics now require man-made, artificial courses at White Water Parks. These multi-use facilities are generally located near a natural water supply, but allow the organizers to control water volume and levels for fair competition. If a facility of this nature needs to be constructed for the Games, Western Massachusetts would be an ideal setting.²² Western Massachusetts has several rivers, such as the Connecticut River and the Deerfield River that could be used for sporting events. After the games, such a facility could be used by the local colleges and the existing ones are highly utilized.²³ Existing convention center locations could also be repurposed for Olympic needs. For example, the Boston Convention and Exhibition Center²⁴ has 2.1 million square feet of flexible space and could potentially serve as the Media Center.²⁵

²¹ Id.

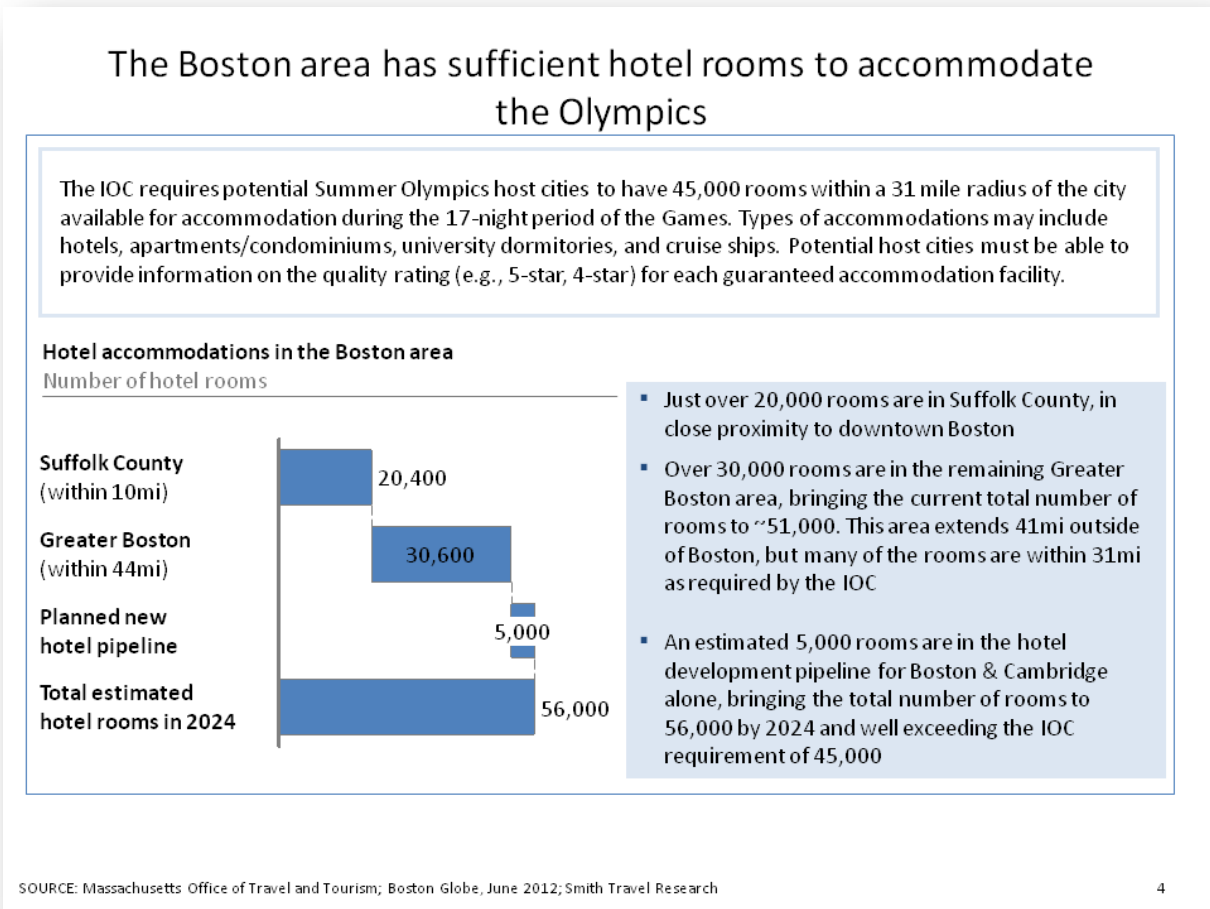
²² Testimony of Mary Kay Wydra, President of the Greater Springfield Convention and Visitors Bureau (January 21, 2014).

²³ <http://www.s2odesign.com/getting-started/whitewater-parks-explained/>

²⁴ Which, along with the John B. Hynes Veterans Memorial Convention Center, were the 4th and 5th convention centers in North America and 12th and 13th worldwide to receive this top "Gold Standard" certification level from the International Association of Congress Centers.

²⁵ <http://massconvention.com/planners/bcec/facility-info>; "Convention Centers Earn 'Gold' Designations from International Assoc." *LoganTimes.com*. 15 Mar. 2011. <<http://logantimes.com/2011/03/15/convention-centers-earn-%E2%80%98gold%E2%80%99-designations-from-international-assoc>>.

As to hospitality accommodations, currently there are 51,000 rooms in the Greater Boston Area, which includes the area just inside Route 495. Of these 51,000 rooms, approximately 20,400 rooms are located in Suffolk County.²⁶ An additional 70,000 hotel rooms are located within 2.5 hours of Boston, outside of the 30 mile radius. While further from the Olympic stadium, these rooms might be ideal for visitors who are interested in attending events that are held elsewhere in the state. Many of these rooms are within access of the MBTA Commuter Rail thereby providing access to events in the Boston area. Additionally, an estimated 5,000 rooms are in the hotel development pipeline for Boston and Cambridge alone, bringing the total number of rooms to 56,000 by 2024 and well exceeding the IOC requirement of 45,000.²⁷



Based upon the existing and planned number of hotel rooms within the Greater Boston area, it is possible today to feasibly meet the Olympics hospitality requirements. It will be important to make sure that there are options in a variety of price points for visitors, and that hotels will be able to handle the increased numbers of tourists. Furthermore, given that the Games occur during the summer (when over 100 colleges and universities are out of session), the region could rent out college dorms as extra accommodations (there are over 30,000 in Boston and Cambridge alone). Likewise, cruise ships docked in the Boston Harbor would also be acceptable options, per the IOC, that could provide additional rooms for visitors.

²⁶ Id.

²⁷ Massachusetts Office of Travel and Tourism; Boston Globe, June 2012; Smith Travel Research.

Fulfilling Unmet Venue Requirements, While Conferring Legacy Benefits

There are four venue requirements that the Commonwealth does not currently satisfy: (1) the 80,000-seat Olympic Stadium; (2) an Olympic Village; (3) an Olympic-scale Velodrome; and (4) an Olympic-scale Aquatics Center.

The IOC prefers that the Stadium and Village be close to the city center. The density and degree of development in downtown Boston make securing 80-100-acre sites for the Stadium and Village a major challenge (although any major US city would likely face the same challenge). With enough support for the Olympics and collaboration among residents, businesses, local governments, universities, and real estate owners, Boston could likely find a few locations that could accommodate the Stadium and the Village.

If the development of these facilities is done thoughtfully and strategically, it could have a lasting positive benefit to the Commonwealth. Construction methods continue to evolve, and there are opportunities for these venues to be temporary structures, modular structures (such as the London 2012 Olympics Stadium), or they could be repurposed after the Games. For example, with modular construction methods, the Olympic Stadium and Aquatics Center could be reduced to a usable and sustainable size after the Olympics, making them attractive for university or professional sport facilities.

Another example for consideration is the velodrome. There have been multiple New England bicycling organizations that have started grassroots fundraising campaigns to build a velodrome park in the Boston area. A permanent Velodrome & Cycling Park could help to promote the sport in the region, and offer athletes a long-hoped-for facility. However, if there is no private organization that would be the legacy benefactor, then the facility could be built as temporary or be used for another purpose after the Games.

Although the Commonwealth currently lacks the housing facilities to be used as an Olympic Village (equivalent of roughly 8,000 units of housing), housing units could be built as modular units that could be leased to the Olympics for the Games, and then re-deployed to other areas of Boston to be converted into affordable, workforce, and/or graduate student housing. The addition of workforce housing satisfies a core development strategy of the Commonwealth to attract and retain talented employees in Massachusetts. In November of 2012, Governor Patrick announced the “Housing that Works” initiative, which outlines the Commonwealth’s goal of creating 10,000 multi-family housing units per year through 2020.²⁸ The Metropolitan Area Planning Council also recently put out a report that calls for Greater Boston to create 435,000 new housing units by the year 2040 in order to accommodate the retiring baby boomer generation, as well as a needed influx of younger workers.²⁹

Addressing Transportation Requirements and Using the Olympics as a Catalyst to Improve Access and Mobility Across Regions

Olympics transportation logistics are complicated, requiring a higher level of safety coordination, and expedited transport times. The region has a demonstrated history of supporting transport during increases in population for individual events. Every year, approximately 25,000 runners compete and 500,000 spectators line the route of the Boston Marathon and finishing area to watch.³⁰ The 2004

²⁸ *A Guide to The Massachusetts Statewide Housing Production Goal*. Department of Housing and Community Development, Nov. 2012. Web. <<http://www.mass.gov/hed/economic/initiatives/housingthatworks/a-guide-to-the-massachusetts-statewide-housing-production-goal.pdf>>.

²⁹ Andersen, D.J. “435,000 added housing units needed in Boston area, report says.” *The Boston Globe*. 16 Jan 2014. <<http://www.bostonglobe.com/opinion/2014/01/21/metropolitan-area-planning-council-report-offers-four-hard-truths-about-housing/kTkooV301fcAm2gVleUXGL/story.html>>.

³⁰ Boston Athletic Association <<http://www.baa.org/>>

Democratic National Convention drew approximately 35,000 attendees, including major US political figures, requiring transportation and security coordination with the US Secret Service, FBI, and Massachusetts state officials.³¹ And in 2004, the Red Sox World Series victory parade drew 3.2 million into the city.³² An Olympic transportation strategy plan must be designed to handle imminent congestion issues – including the prioritization of road and/or rail access for athletes and officials.

The region has a mature, multi-modal transportation infrastructure, with an elaborate network of roadways and rail, a world-class international airport, and busing systems. However, in order to satisfy an Olympic bid, system capacity would need to be expanded, requiring additional and significant infrastructure investments to handle the capacity that an Olympics would bring to Boston and the region.

Massachusetts' Logan International Airport boasts the size, efficiency, and accessibility required to feasibly support an Olympic bid.³³ At only 3.5 miles from the center of Boston and already connected to the city's public transportation network, Logan is significantly more accessible than peer airports. Logan Airport currently serves 30 million passengers per year and has direct service to a number of U.S. and dozens of international destinations, including new direct service to Tokyo, Latin America, the Middle East, and India. Logan is increasing its international presence and, according to MassPort's CEO and Executive Director Tom Glynn, has suitable capacity to handle the Olympics.³⁴

The Commonwealth is privileged to have multiple, nationally ranked, modal systems of ground transportation. A US News analysis of Federal Transit Administration and American Public Transportation Association ("APTA") data ranks Boston as the 4th best city in the United States for its public transportation investment, ridership, and safety.³⁵ A recent Walk Score Blog ranked Boston as the 3rd best US city for public transportation (behind New York and San Francisco) and the 2nd best Northeast city for public transportation (behind New York).³⁶ The MBTA, Boston's public transportation system, ranks as the nation's 5th largest mass transit system, serving a population of over 4.8 million citizens in 176 cities and towns with an area of 3,249 square miles.³⁷

The MBTA moves an average of 1.3 million riders every week day across its integrated multi-modes.³⁸ Four rapid metro lines with over 120 stations and 1,000 buses covering over 150 routes serve the city.³⁹ The commuter rail system provides easy transportation to major population centers 45 miles into Massachusetts and Rhode Island and Boston also boasts water ferry passenger services, a para-transit service, and several inter-city bus lines. Amtrak Northeast Corridor service provides high-speed rail links

³¹ Primack, Phil. "Breaking with Convention." Boston Magazine, July 2003. <<http://www.bostonmagazine.com/2006/05/breaking-with-convention/>>; Webb, Cynthia L. "Democrats Get Wired in Boston" Washington Post, 26 July 2004. <<http://www.washingtonpost.com/wp-dyn/articles/A15054-2004Jul26.html>>; Democratic National Committee, July 2004.

³² Krupa, Charles. "Millions Turn out for Red Sox Victory Parade." *USATODAY.com*. 01 Nov. 2004. <http://usatoday30.usatoday.com/sports/baseball/al/redsox/2004-10-30-city-parade_x.htm>.

³³ Other regional airports in Providence, Rhode Island, Manchester, New Hampshire, and Worcester could also assist in bringing people to and from the Olympics.

³⁴ Testimony of Tom Glynn, Chief Executive Officer and Executive Director, MassPort (January, 6 2014).

³⁵ Kurtzleben, Danielle. "10 Best Cities for Public Transportation." *US News*. U.S. News & World Report, 8 Feb. 2011.<<http://www.usnews.com/news/articles/2011/02/08/10-best-cities-for-public-transportation>>.

³⁶ Lerner, Matt. "New Ranking of Best U.S. Cities for Public Transit — Walk Score Blog." *Walk Score Blog RSS*. 28 Jan. 2014. <<http://blog.walkscore.com/2014/01/new-ranking-of-best-u-s-cities-for-public-transit/>>.

³⁷ http://www.mbta.com/about_the_mbta/history/default.asp?id=970

³⁸ Id.

³⁹ Id.

to New York City, Philadelphia, and Washington DC, as well as smaller satellite cities. In total, the corridor serves nearly 50 million people.

Massachusetts' road network has benefitted immensely from major investments in the past two decades that transformed the road system, improved the environment, air quality, and noise in the city and significantly decreased journey times and increased capacity. Boston is well-served by major road arteries connecting it to the north, south, and west, and two circumferential expressways (I-495 and Route 128) offering efficient travel times in and around the city.

The Commonwealth has already allocated funds to complete a number of planned infrastructure projects - all of which will move forward regardless of a Boston Olympics bid. The Massachusetts Department of Transportation's 10-year capital infrastructure plan addresses infrastructure maintenance, preservation and modernization of the transportation system, and targeted expansion investments – all of which fall under a strategic and coordinated effort to complement and leverage economic development opportunities across the Commonwealth.⁴⁰ Indeed, many of these projects would improve the ability of existing infrastructure to satisfy the Games requirements, and therefore decrease the amount of new investment that may be needed. The plan's expansion projects include:

- The South Coast Rail to Fall River and New Bedford;
- Extending the Green Line on the T to Medford;
- Improving the I-93/I-95 interchanges in Woburn and Canton;
- Expanding South Station with seven additional track landings;
- Extending the Silver Line through East Boston to Chelsea to link with the North Shore;
- Adding rail service between Springfield and Boston, Boston and Hyannis, and Pittsfield and New York City;
- Running diesel multiple unit (DMU) trains that would allow subway-like service on existing commuter rail tracks, thereby increasing rapid transit capacity from the west and between the Boston Convention and Exhibition Center in the Seaport/Innovation District, the Back Bay, the Hynes Convention Center, Allston/Brighton and beyond;
- Implementing Intelligent Transportation Systems (ITS) on all major road routes within the next 10 years and expecting the toll system to be completely electronic well before 2024, with old toll booths removed and traffic flow on several major arteries improved; and
- Realignment of the Massachusetts Turnpike at the Allston-Brighton tolls.⁴¹

Additional transportation options and rail service throughout the state (which would connect venues located outside of Boston to the epicenter of the Games) would support the Commonwealth's goal to "make public infrastructure investments that support regional growth opportunities."⁴² Additionally, infrastructure investments have been shown to economically benefit the middle-class through the

⁴⁰ The Way Forward: A 21st-Century Transportation Plan. Released by MassDOT on January 14, 2014; Testimony of Frank DePaola, Highway Division Administrator, Massachusetts Department of Transportation (MassDOT), Commonwealth of Massachusetts (December 18, 2013).

⁴¹ Id.

⁴² Id.

creation of jobs and the lowering of transportation costs.⁴³ The Olympics could also serve as a powerful catalyst to accelerate the creation of other critical and necessary infrastructure connections.

The unique alignment between the Commonwealth's forward-looking economic development and infrastructure plans and the threshold requirements necessary to host an Olympics proved to be one of the most impactful areas of review and examination for the Commission. The Commission was very clear from the outset that an Olympics bid would not be deemed feasible unless the resources necessary to host the Games logically fit into the long-term planning needs of Massachusetts. That being said, given the state's current transportation infrastructure and plans, and with enough advanced design, development, and adequate investment, Massachusetts could feasibly meet the requirements for the Olympics while also fulfilling elements the Commonwealth's long term economic development and mobility needs.

v. MARKETING AND PUBLIC OUTREACH

Capability to Market and Attract People to the Region

It is necessary to have strong domestic and international marketing capabilities in order to satisfy IOC requirements. Any potential bid process (from 2015 – 2017) would require an active, global campaign, promoting the bid city as the prime candidate. The Commonwealth has a strong group of seasoned tourism professionals that market Boston and Massachusetts both domestically and globally. The Convention and Visitors Bureaus and the Massachusetts Office of Travel and Tourism, as well as Regional Tourism Councils ("RTC") are all currently marketing the area both domestically and internationally and could continue to do so for the Olympics.⁴⁴

Massachusetts and New England are already desirable, familiar tourist destinations for people from all over the globe. Attracting visitors from around the world will be beneficial. Of equal importance is the fact that Boston is within easy driving distance for more than 50 million people in the US plus the eastern half of Canada. Therefore, the expense of getting to the Olympics would not be prohibitive.

Tourism is the third largest employer in Massachusetts with 128,000 jobs and \$16.9 billion in direct spending.⁴⁵ In 2012 alone, over 22 million domestic and international tourists injected \$17.7 billion into the Commonwealth's economy.⁴⁶ Of the international visitors to the Commonwealth, 80% come for leisure and engage in the following activities: 85% in shopping, 75% on dining, 75% on sightseeing, and 54% visiting locations of historical significance.⁴⁷ Two significant international sports attractions can be found in Western Massachusetts' Hampden County; the Naismith Memorial Basketball Hall of Fame and the Volleyball Hall of Fame. These shrines pay tribute to these two popular Summer Olympic sports with an abundance of interactive exhibits and artifacts.⁴⁸ The potential for increased tourism could have

⁴³ American Public Transportation Association, *Transit Savings Report*, July 14, 2011; and Treasury staff estimates based on 2010 BEA and Bureau of Labor Statistics input-output tables as cited in A New Economic Analysis of Infrastructure Investment, A Report Prepared by the Department of the Treasury with the Council of Economic Advisors (March 23, 2012).

⁴⁴ Testimony of Mary Kay Wydra, President of the Greater Springfield Convention and Visitors Bureau (January 21, 2014).

⁴⁵ *Overview of the Commonwealth's Economic Development Policy and Forward-looking Strategic Plan*, presented by Ann Struthers, Director of Strategic Initiatives, Executive Office of Housing and Economic Development, Commonwealth of Massachusetts (December 18, 2013).

⁴⁶ Testimony of Betsy Wall, Executive Director, Massachusetts Office of Travel and Tourism (January 21, 2014).

⁴⁷ *Id.*

⁴⁸ Testimony of Mary Kay Wydra, President of the Greater Springfield Convention and Visitors Bureau (January 21, 2014).

lasting economic benefits for the Commonwealth. The influx of domestic and international visitors for the Games would likely boost business for the state’s airports, hotels, restaurants, and civic attractions. In addition, Boston has proven to be an excellent host city in the past. Boston has hosted 119 world-class events with an economic impact of \$318 million.⁴⁹ Further, Massachusetts has been home to over 100 sporting events since 1996, and hosted a number of international sporting events including the 1999 Women’s World Cup, the 2006 Men’s World Curling Championship, the 2009 World Skateboard Championships/Dew Tour, and the 2012 Fed Cup Tennis Tournament. Looking forward, Massachusetts was selected to host the 2016 ISU World Figure Skating Championship.⁵⁰

The Olympics has the potential to not only bring in more revenue from tourists, but also raise the profile of Boston, the Commonwealth, and the region. Hosting the Olympics would offer an opportunity to market Massachusetts globally as a premier location for tourism, education, business, and innovation. Boston would be able to showcase the achievements of its students, promote our internationalism and cultural diversity, and highlight our proud heritage and culture to the world.

Obtaining Positive Public and Political Support

New Englanders have a well-earned reputation for being slow to embrace new ideas; but once they have done so, they are committed and resolute. There is a high level of interest regarding the potential to host the 2024 Olympics thus far. The tourism industry has been mostly positive in terms of the ability to have a successful Olympics, as well as the lasting public relations image for Boston, the region, and the state. The biggest concern is related to the actual costs associated with hosting – from where funding comes from to how it would be allocated.

The USOC requires a high level of public support for a bid city to be considered. The Commission has not specifically undertaken an investigation regarding current levels of public support. However, public support would need to be gauged in the event of a potential bid, and thoughtful strategies around communication and outreach would need to be developed and executed.

VI. SAFETY AND SECURITY

Olympic Security Requirements

According to the IOC, the Olympic security operation assessment is based upon the potential performance of the security agencies proposed by the applicant cities, for both the planning and operations periods of the Olympic Games. The IOC takes the following criteria into consideration:

- (1) Recorded crime levels and other public safety issues including the incidence and likelihood of terrorism;⁵¹

⁴⁹ Massachusetts Sports Marketing Capabilities, handout as part of testimony by Shannah McArdle, Director, The Massachusetts Sports Marketing Office (January 21, 2014).

⁵⁰ Testimony of Betsy Wall, Executive Director, Massachusetts Office of Travel and Tourism (January 21, 2014).

⁵¹ The IOC report notes that “in carrying out an assessment of the risk of terrorism in the Applicant Cities, the Working Group concluded that any city in the world can be subject to a terrorist attack either by local or international terrorist groups...however, some Applicant Cities were considered to be more at risk due to the current uncertain security situation and the threat levels in neighboring countries in the region which could impact the Olympic Games...”

(2) The experience of the security forces in managing security operations for large scale sports and other events;

(3) Investments in security and related technology; and

(4) The complexity of the proposed “theatre of operations” (the entire Olympic Games geographic area of activities and all of the villages, venues, facilities, transportation systems and public places used to support the Olympic Games).

There are four distinct phases during public safety planning for an Olympics: (1) initial planning phase, (2) transition or operational training phase, (3) operations, and (4) recovery. Planning will occur over many years while the transition phase starts about 18 months before the Olympics begin.⁵² Operations last about 60-90 days immediately before Opening, during the events, and beyond the Olympics, followed by recovery.⁵³

Capabilities of Existing Safety and Security Forces for Major Events

The United States federal government classifies the Olympics as a National Special Security Event (“NSSE”). Under this designation, the security for the Olympics would require city, state and federal officials to all work together to offer the best protection possible.⁵⁴ The designation of the Games as a NSSE would also require the US Secret Service to act as the lead security agency.⁵⁵ The Secret Service would establish an integrated command center, coordinating procedures and making final security decisions with representatives of local, state, and federal public safety agencies. The Commonwealth is already uniquely positioned to accommodate such a requirement, in that it has two fusion centers which “serve as focal points within the state and local environment for the receipt, analysis, gathering, and sharing of threat-related information between the federal government and state, local, tribal, territorial and private sector partners.”⁵⁶ Massachusetts also has hosted many major events in the past, including one former NSSE (the 2004 Democratic National Convention), so the city has experience working with the Secret Service on high-security events.⁵⁷

Massachusetts is further qualified to support large-scale coordinated events like the Olympics due to the presence of Law Enforcement Councils (“LECs”) that have a tradition of working together collaboratively, and that could provide security for large events that would not be supportable in isolation. In addition LECs regularly practice and drill on a variety of scenarios. If the Olympics occurred, the LECs would likely work under the Secret Service and in collaboration with a number of other law enforcement agencies to plan, test, and execute security protocols.

Massachusetts has excellent public safety and security forces and a strong ability to coordinate on a local and national level. In order to host an Olympics, it is critical for all public safety agencies to plan together, train together, and work through all test events together. In addition, it has been suggested that an Olympics security effort should consider hiring security consultants who have previous experience with events of the same magnitude, plan early to ensure preparation, and work with key

⁵² Points of Consideration for Hosting the 2024 Olympic Games, created by Sheriff Steve Tompkins and based on excerpts from a series of articles written by TJ Kennedy / Urgent Communications, July 2012.

⁵³ Id.

⁵⁴ Excerpt from a series of articles written by T.J. Kennedy in the July 2012 edition of *Urgent Communications* and submitted to the Commission by Suffolk County Sheriff Steve Tompkins, December 2013.

⁵⁵ <http://www.secretservice.gov/nsse.shtml>; Testimony of Ed Davis, former Commissioner of the Boston Police Department and 2014 Fellow at the John F. Kennedy School of Government’s Institute of Politics at Harvard University (January 21, 2014).

⁵⁶ <http://www.dhs.gov/state-and-major-urban-area-fusion-centers>

⁵⁷ Id.

agencies and constituents on potential transportation and traffic issues.⁵⁸ The Commission also noted that particular attention would need to be paid to so-called “soft zones” outside the explicit boundaries of the Olympic parks, as those locations could be more likely targets of attempts at disturbing the peace.

As former Boston Police Commissioner Ed Davis explained: Massachusetts is likely the best qualified in the United States to provide Olympics-level coordination of safety and security. “We have been able to exercise plans of the sort that would be necessary to provide security around the venues in an Olympic situation,” he said, “so we are probably better suited than any other place in the country.”

The Commonwealth – acting in coordination with regional and national resources – has more than adequate resources to provide safety and security before, during, and after an Olympics Games, including assets from local police, state police, National Guard, Secret Service, FBI, and others. Given adequate lead time, the Commission believes that security and public safety forces would be more than adequate to support the Games. Based upon the preliminary findings and discussions, there were no unique security challenges that were identified for Boston or the region. As a leading US city that has hosted a number of major events, Boston has demonstrated its ability to manage security and respond to serious events when they do occur.

VII. OLYMPICS BUDGETING AND FINANCE STRATEGY

The Commission recognizes that budgeting for the Olympics is a nuanced and complicated issue. There are commonly four stages of the Olympics event cycle planning: (1) laying the groundwork (bid preparation), (2) gearing up for the Games (planning and preparation), (3) execution (Games-time management), and (4) creating a lasting legacy (post-Games).⁵⁹ This Commission’s mission and its feasibility investigation precedes these four stages and is more similar to a pre-stage that occurs before stage (1) with its budget computations and bidding process.

Although the notion of cost is important to answer in the event of any future Boston bid for the Olympics, there is a genuine difference between examining feasibility of an Olympics and proceeding forward with a substantive bid, budget, and plan. The Commission agrees that creating a workable budget could be feasible, although the Commission cautions – based on past Olympics experiences where actual costs have greatly exceeded initial assessments – that an accurate estimate into the future can be difficult. However, any cost-benefit analysis or specific recommendations as to budget are beyond the scope of this Commission.

Should a Boston bid be developed and put forward, the Commission recommends that it may be prudent to employ two groups to work on funding considerations: (1) an organizing committee that would focus on matters such as sponsorships, broadcast rights, merchandise, licensing, and tickets and (2) an infrastructure committee that would look at venues, transport and social infrastructure, and new and existing facilities.⁶⁰

The Commission also suggests that a comprehensive budgeting plan for a Boston 2024 Olympics must vigilantly safeguard public dollars and be driven by strategic public-private partnerships. For example,

⁵⁸ Testimony of Ed Davis, former Commissioner of the Boston Police Department and 2014 Fellow at the John F. Kennedy School of Government’s Institute of Politics at Harvard University (January 21, 2014)

⁵⁹ PricewaterhouseCoopers Global Sports Mega-Events Centre of Excellence presentation to the Commission (February 11, 2014).

⁶⁰ Id.

leveraging public-private partnerships for forward-looking construction technologies like modular and prefabrication units (where a private company would own the units and lease them to an Olympics endeavor) could be a thoughtful way to make the Games both financially viable and fiscally responsible.

VIII. LEGACY

The legacy benefits of hosting the Olympics have oft been contested and there is no debate that there is a disparity among the legacy benefits for certain Games. For host cities that make large investments for the sole purpose of supporting the Olympics and promoting national pride (Beijing, Athens, and potentially Sochi), the Games tend to struggle financially, and the remaining structures generally fail to provide appropriate legacy benefits and continued usage. In Greece, the Athens Olympic facilities today remain unused and undeveloped, and the costs associated with those facilities are thought to be a contributing factor to Greece's current financial woes.

The Commission is cognizant, however, of examples where host cities have used the Olympics as a catalyst to accelerate the implementation of economic development plans (e.g., London, Vancouver, Salt Lake City, and Barcelona), were able to produce successful Games, and most importantly, achieve positive legacy outcomes in the form of growth – and the capacity to handle such growth, as well as increased tourism and international investment.

“Crucially the Games seemed to change the way people thought of Barcelona. Between 1990 and 2001 the country went from being the 11th “best city” in Europe to the 6th, according to one ranking. The IOC says that 20 years after the Games Barcelona is now the 12th most popular city destination for tourists in the world, and the 5th in Europe.”⁶¹

The “Gold” Standard – Best Practices and Legacy of the 2012 London Summer Games

The British Consul General to Boston, Susie Kitchens, gave a comprehensive presentation to the Commission on London's experience hosting the 2012 Summer Games. Through her presentation, Consul General Kitchens highlighted the positive impact that the Olympics legacy has had in London and the region. According to Kitchens, when London made their bid, the slogan was “Choose London. We will provide a great legacy for our city and the World.” London's motto for their master planning efforts was “No White Elephants”, meaning no large structures or investments that would not have a direct legacy benefit and use beyond the Games. London was the first Games whereby the 8 major sporting facilities had a legacy plan for continued use beyond the Olympics.⁶²

London used the Olympics as an opportunity to catalyze development and revitalize a large brownfields area in East London. By locating the Olympic Village, Stadium, and other major sporting venues in East London, the city was able to accelerate development plans by way of infrastructure improvements (road and rail), and greenway improvements (Queen Elizabeth Olympic Park). The London Games also employed a regional strategy, with practice facilities dedicated for the use of different countries located across the United Kingdom. This enabled multiple regions to benefit, as opposed to the city alone.

⁶¹ Taylor, Adam. "How The Olympic Games Changed Barcelona Forever." *Business Insider*. Business Insider, Inc, 26 July 2012. <<http://www.businessinsider.com/how-the-olympic-games-changed-barcelona-forever-2012-7>>.

⁶² "London: One Year On from the London 2012 Olympic & Paralympic Games." *YouTube*. 25 July 2013. <<http://www.youtube.com/watch?v=b5fDCU4HU9I>>.

The London Games were not only leveraged to transform the landscape and unlock the economic potential of new regions, but they were used to change the culture of the region. For example, London organizers used the Olympics as an opportunity to educate youth on the benefits of sport and healthy living and encourage youth to engage in local sporting activity. The British Consul General remarked at the February 11, 2014 Commission meeting: “this is beyond a sporting occasion – this is life-changing for people in London and around the world.”

In addition to the above-mentioned legacy benefits, London boasts many other notable achievements associated with hosting the Games. Among those achievements, London utilized technology and media to produce the most technologically advanced and digital Games to date and achieved the most televised Games to date, including the largest telecast of the Paralympics. Sustainability was a focus for the London Games as well and they can lay claim to hosting the “Cleanest Games,” with a successful environmental clean-up strategy that included soil washing of brownfields sites. The London Games were a safe Games and the transportation infrastructure was able to accommodate tens of thousands of additional trips per day. And most critically, the Games came in on budget.

Since the Olympics have come and gone for London, the legacy benefits of hosting the Olympics include, but are not limited to:

- The U.K. developing a massive mobilization of volunteerism, with 70,000 unpaid volunteers participating in the Games (out of 250,000 applicants);
- London creating an additional 800 affordable housing units;
- The U.K. improving transportation infrastructure;
- London was ranked as the #1 vacation destination for 2013;
- London holds at least one major sporting event each week;
- London believes that within the first year following the hosting of the Games, they had recouped all invested costs of the Games (through expansion of business and increases in travel and tourism);
- London has already achieved their four-year return on investment goals within the first year following the Games;
- The Olympics were a great catalyst for investment in new business start-ups. London began a “new business club” to establish new opportunities and partners around the Olympic Games;
- London also opened a business embassy, which was active for 17 days during the Olympics and Paralympic Games. There has been \$5 Billion of new business investment since the Games, that was largely a result of relationships built during the Games;
- 30,000 jobs have been created since the Games, and are resulting predominantly from expansion of business due to new investment; and
- London has also developed a “host the host” program, where they share their expertise with other cities hosting major events. They have engaged with Rio de Janeiro, Brazil and Sochi, Russia.

The Opportunity for the Commonwealth's Legacy

There is a unique and timely alignment of the Commonwealth's forward-looking economic development strategy and the principle infrastructure requirements of the modern Olympics. This includes alignment around the need for increased housing stock, additional transportation infrastructure investments, and connecting people and things through technology and innovation.⁶³ Regardless of whether or not Boston bids for the 2024 Summer Games, over the next decade Boston and the Commonwealth must and will address the demands that a growing economy and population place on cities and states – affordable housing and an increased housing stock, transportation enhancements and investments, and ensuring that all corners of the Commonwealth and neighborhoods of Boston are connected. Interpreting broadly the charge of feasibility to include an examination of legacy benefits beyond the singular event of the Games, the unique alignment of existing public policy initiatives and economic development plans for the region, state, and city, and the opportunity for public-private partnerships, all advance the likelihood that an Olympic Games could have a lasting positive and meaningful impact on Boston and the Commonwealth.

IX. CONCLUSION

Based upon the explorations included and articulated herein, the Commission's individual subcommittees and the Commission collectively conclude that Massachusetts as a whole fares comparatively well against many of the USOC and IOC criteria. Therefore, it would be feasible to host the 2024 Summer Olympic Games. However, should the region move forward with a bid, it must be noted that it is a monumental task that is not to be taken lightly. Boston and the region face some challenges related to venue locations for the Olympic Stadium and Village, given limited space available in and near the city. Road and subway congestion issues must also be addressed. The Commission does not, however, view the latter two points as prohibitive, rather, the Commission views these challenges as an opportunity to leverage an Olympics to catalyze and accelerate the economic development and infrastructure improvements necessary to ensure that Massachusetts can operate and compete globally now and in the decades to come.

Recommendations

In determining whether to move forward with an Olympic bid, it will be important to further explore the impact – both positive and negative – that hosting an Olympics would have on Boston, the entire Commonwealth of Massachusetts, and the region, in the long-term.

This report is not intended to recommend whether or not to proceed with a bid, or to guide any further detailed analysis or planning. If Boston decides to move forward with a formal bid, a deeper assessment will be necessary.

To this end, the Commission encourages a continued discussion on hosting the Olympics.⁶⁴ The Commission recommends that those in the public, private, and academic sectors invested in continuing

⁶³ The Commonwealth could see far-reaching economic, business, and social benefits from hosting the Games, in line with the best historical examples – Barcelona and London. Both Barcelona in 1992 and London in 2012 reaped huge non-financial returns – for Barcelona, a permanently raised international profile and an economic and tourism boom; for London, a revitalized Stratford City in East London and increased tourism and business investment.

⁶⁴ As a potential host city, Boston would also have the unique opportunity to realize the vision of the International Paralympic Committee (IPC) “to enable Paralympic athletes to achieve sporting excellence and inspire and excite the world.” A bid from the

to explore feasibility at a deeper level establish a 501(c)(3) non-profit entity to engage in a more comprehensive impact study and work with the USOC to develop an appropriate strategy for a potential bid as the US host city applicant and potentially the international host city applicant for the 2024 Summer Olympic Games.

Commonwealth should showcase the achievements of the world's elite athletes with a disability, raise the awareness of people with disabilities and maximize the media attention and exposure of their competition globally.

APPENDICES

APPENDIX A – PRESENTERS

Individual	Title	Presentation/Testimony	Meeting Date
Frank DePaola	Highway Division Administrator, Massachusetts Department of Transportation (MassDOT), Commonwealth of Massachusetts	The Commonwealth's Transportation Strategy Overview	Dec. 18, 2013
Anne Struthers	Director of Strategic Initiatives, Executive Office of Housing and Economic Development, Commonwealth of Massachusetts	Overview of the Commonwealth's Economic Development Policy and Forward-looking Strategic Plan	Dec. 18, 2013
Rick Dimino	President and CEO, A Better City	The Commonwealth's Future Infrastructure and Transportation Needs	Jan. 6, 2014
Thomas P. Glynn	Chief Executive Officer and Executive Director, Massport	Massport Overview, Capacity, and Future Expansion Plans	Jan. 6, 2014
James Rooney	Executive Director, Massachusetts Convention Center Authority	Massachusetts Convention Center Authority Overview and Future Expansion Plans	Jan. 6, 2014
Ed Davis	Former Boston Police Commissioner; Current Fellow at John F. Kennedy Institute of Politics at Harvard University	Security and Public Safety in Massachusetts Overview	Jan. 21, 2014
J. Adam Filson	General Counsel, Jiminy Peak Family of Companies	Western Massachusetts Capacity, Tourism, and Hospitality Overview	Jan. 21, 2014
Shannah McArdle	Director	Massachusetts Sports Marketing Capabilities	Jan. 21, 2014
Betsy Wall	Executive Director, Massachusetts Office of Travel and Tourism	Commonwealth Capacity, Tourism, and Hospitality Overview	Jan. 21, 2014
Mary Kay Wydra	President of the Greater Springfield Convention and Visitors Bureau	Western Massachusetts Capacity, Tourism, and Hospitality Overview	Jan. 21, 2014
Susie Kitchens	British Consul General to Boston, New England	Olympic Legacies: The London Case Study	Feb. 11, 2014
Barry Nearhos	Northeast Managing Partner, PricewaterhouseCoopers	Budgetary and Finance Considerations Overview	Feb. 11, 2014
Kirsten Chambers	Aide to British Consul General to Boston, New England	Olympic Legacies: The London Case Study	Feb. 11, 2014

APPENDIX B – IOC SELECTION CRITERIA

Below is a brief outline of the main points which were taken into consideration in each theme of the 2020 Working Group's Report for the Games of the XXXII Olympiad:

1. Vision and Legacy

This section of the report introduces each city's aims, aspirations and legacy plans. No grades are assigned to this theme - an assessment of the Working Group's opinion on the overall concept of each city's project is provided at the end of each report.

2. Games Concept and Competition Venues

The Working Group assessed the sports venues and sports concept taking into account the following criteria:

a) Existing venues

The use and adequacy of existing venues, including plans for venue upgrading.

b) Planned and additional venues

Planned – new venues currently under construction or planned to be constructed, irrespective of the Olympic Games.

Additional – new venues required to be built specifically for the Olympic Games and the use of temporary venues where no legacy is identified.

The feasibility of the planned and additional venues, based on the potential of completing the project in terms of time, cost and quality to meet Olympic Games requirements and post-Games legacy, was also taken into consideration.

c) Olympic Games sports concept/legacy

The overall sports concept, with a priority given to the quality of the Olympic experience for the athletes. The use of the fewest venues possible, the rational clustering of venues in close proximity to the Olympic Village(s), and the legacy value of new venues, including the use of temporary facilities where no legacy needs exist, were considered important.

Note: Venue counting principles

The following venue counting principles were applied by the Working Group:

- A venue hosting two or more sports, not simultaneously, should be counted as one venue (e.g. canoe sprint racing/rowing).
- A venue providing multiple halls for different indoor sports/disciplines should be counted separately by each hall/sport.
- Certain sports (modern pentathlon, tennis, equestrian and shooting) may have more than one field of play in the same perimeter, but should be counted as one venue.

- Venues for road events (road cycling, marathon, triathlon, etc.) should be considered as temporary venues, except where the finish area is in an existing venue.

3. Olympic Village(s)

The Olympic Village is one of the most important venues and is the heart of the Games for the athletes. The opportunity for athletes to live together with their peers from different countries, cultures and sports is what sets the Olympic Games apart from any other sports event. The location of the village vis-à-vis the competition venues is of the utmost importance. At this stage of the bid process, general information is required. In phase two, Candidate Cities will need to demonstrate their understanding of the very complex issues with regard to the scope and scale of such a project, from the perspective of both Games operations and legacy.

The Working Group assessed the cities on the basis of the following criteria:

- a) Location
 - Travel distances to competition venues
- b) Concept
 - Number of villages
 - Additional athlete accommodation
 - Type of accommodation
 - Area of land available
 - Surrounding environment
 - Temporary versus permanent

The feasibility of the village concept, based on the likelihood of the proposed projects being completed, was also taken into consideration.

- c) Legacy
 - Post-Games use
 - Financing

4. International Broadcast Centre (IBC) / Main Press Centre (MPC)

The assessment takes into consideration the location and construction status of the IBC and MPC in relation to transport, media accommodation, the Olympic Village and competition venues; post Games use and legacy; feasibility; and financing plans.

5. Sports Experience

The Working Group assessed each Applicant City's experience of hosting sports events during the last ten years with consideration given to the organizational capacity of the country and the quality of the technical expertise available. In addition to the information submitted by the Applicant Cities, significant information provided by the Summer Olympic International Federations was taken into consideration with respect to overall event experience and support from national, regional and local government, as

well as from the private sector (sponsorship). Spectator attendance at major International Federation (IF) events was also considered, together with the availability and quality of technical officials/workforce, and access to, and sports knowledge and experience of volunteers.

The assessment was therefore based on the following two criteria:

- a) Number of major international events organized (with an emphasis on World Championships in Olympic sports and major multi-sports events)
- b) Quality of the events (with an emphasis on the IF experience and spectator attendance)

6. Environment and Meteorology

The environmental assessment reflects each city's current general environmental conditions and the impact hosting the Olympic Games would have on each city. The Working Group assessed the cities on the basis of the following criteria:

- a) Meteorological conditions
The 2020 Applicant Cities were informed that the IOC's preferred period for the Olympic Games is between 15 July and 31 August. Meteorological conditions during the period proposed by each Applicant City have been considered and comments made where the Working Group felt that measures would need to be taken to mitigate potential negative effects.
- b) Current environmental conditions
- c) Environmental impact
The impact of hosting the Olympic Games can be adverse (e.g. degrading natural areas) or positive (e.g. rehabilitation of degraded areas or improvements in standards and policies). As such, the overall assessment of environmental impact is based on weighing up any adverse impact against positive impact and policies to mitigate potentially adverse effects such as the use of existing or temporary venues.

7. Accommodation

The accommodation assessment is based on Olympic Games requirements contained in the IOC Technical Manual on Accommodation (provided to the Applicant Cities).

The benchmark for the Olympic Summer Games is 40,000 rooms predominantly in 3–5 star hotels or other types of accommodation of an equivalent standard.

The Working Group assessed the cities on the basis of the following criteria:

- a) Number of rooms
 - existing 3–5 star hotel rooms within a radius of 50km of the Games center, as defined by the Applicant Cities
 - planned and additional 3-5 star hotel rooms within a radius of 50 km of the Games center, as defined by the Applicant Cities
 - planned or existing media villages, if proposed
 - other types of accommodation, if proposed (e.g. apartments or cruise ships)

The remaining rooms, including all lower category hotel rooms, are expected to cover the needs of the OCOG and spectators.

b) Accommodation concept

The assessment took into consideration:

- the type of rooms (hotels, villages, cruise ships, etc.)
- the number of rooms within a 10 km radius of the Games center, as defined by the Applicant Cities
- 3-5 star average convention rates as provided by each city

The feasibility of the accommodation concept, based on the likelihood of the proposed projects being completed, was also taken into consideration.

8. Transport

The assessment is based upon the potential performance of the proposed transport system at Games-time. This is evaluated from an operational point of view, taking into account previous Olympic Games experience. The following criteria were used:

a) Transport concept and infrastructure

Existing transport infrastructure – magnitude and performance. Planned and additional general transport infrastructure. The feasibility of the transport concept, based on the likelihood of the proposed projects being completed, was also taken into consideration.

b) Airport

Current and projected capacities (passengers and cargo) of a city's airport(s) to cope with specific Games-time demands, as well as road and rail links to the city.

c) Distances, travel time and traffic management

Transport requirements for the various constituent groups and Olympic logistics are highly dependent on distances and average bus travel times between key Olympic competition and non-competition venues. This criterion reflects the quality of the cities' answers to the questionnaire, map legibility and the reliability of urban travel times between major traffic generators.

Football venues outside of the host city and sailing, when the venue is not in the Host City, have not been included in this calculation.

Assuming that all planned and additional transport infrastructure will be built, this criterion evaluates the coherence of the proposed traffic and transport concept against Games-time mobility requirements of the main Olympic client groups.

d) Feasibility and legacy

9. Medical Services and Doping Control

The assessment is based on the Applicant Cities' ability to provide a health care system adapted to the needs of the Olympic Games whilst ensuring that the normal healthcare operations of the city are not affected. Comments have also been made about the doping control measures proposed by the Applicant Cities, although no grade has been attributed to this aspect.

10. Safety and Security

The Olympic security operation assessment is based upon the potential performance of the security agencies proposed by the Applicant Cities, for both the planning and operations periods of the Olympic Games. It is based upon information provided in the Application Files, as well as background security reports.

The following criteria were taken into consideration:

- a) Recorded crime levels and other public safety issues. The incidence and likelihood of terrorism;
- b) The experience of the security forces in managing security operations for large scale sports and other events, as well as their overall technical and professional competencies;
- c) Investments in security and related technology;
- d) The complexity of the proposed Olympic Games "theatre of operations" (the entire Olympic Games geographic area of activities and all of the villages, venues, facilities, transportation systems and public places used to support the Olympic Games).

The amount of resources, logistic and technical support, adequately trained personnel and their deployment are all affected by the complexity of the overall proposals, including the geographical spread of venues and facilities, the terrain and the transport network. Thus the overall complexity of a security planning and operational response for the proposed Olympic Games theatre of operations is given due consideration in the assessment.

In carrying out an assessment of the risk of terrorism in the Applicant Cities, the Working Group concluded that any city in the world can be subject to a terrorist attack either by local or international terrorist groups. However, some Applicant Cities were considered to be more at risk due to the current uncertain security situation and the threat levels in neighboring countries in the region which could impact the Olympic Games. The ability of cities to deal with and manage this risk was taken into account. Nevertheless, the Working Group was sensitive to the difficulty of trying to assess the security situation eight years before the 2020 Olympic Games. The risk to Candidate Cities will need to be continuously monitored to take into account changing world circumstances.

11. Telecommunications

In addition to the information provided by the Applicant Cities, the IOC commissioned the Audiovisual and Telecommunications Institute (IDATE) to provide a background report on the telecommunications situation at present and from a forward-looking perspective in each of the countries of the Applicant Cities. The report with matters such as regulation, fixed and mobile telephony, data network and Internet, international telecom and TV network.

12. Energy

In addition to the information provided by the Applicant Cities, the IOC has commissioned a group of independent experts to present a background report on the level of energy infrastructure development and services offered in each of the countries of the Applicant Cities. The report deals with matters such as industry profile, regulation, generation, transmission, distribution and service level. Energy efficiency and sustainability have been covered under Environment.

13. Legal aspects and customs and immigration formalities

An assessment has been made of the quality and depth of the guarantees provided. Please refer to the annexes for a full list of the guarantees requested by the IOC. It is noted that all cities are required to comply with the IOC Code of Ethics from the beginning of the bid process through to the organization of the Olympic Games. An assessment was also made of the legal framework in each Applicant City's country in relation to sport and to any legal obstacles that might give rise to difficulties in organizing the 2020 Olympic Games. The Applicant Cities were asked to identify the laws or other means in place in their respective countries to combat doping in sport, and whether the relevant authorities in their countries were in compliance with the World Anti-Doping Code. An assessment was also made of the country's customs and immigration formalities and how they relate to the staging of the Olympic Games for:

- Accredited persons
- Non-accredited persons
- Work permits
- Goods and services
- Products and equipment
- Animals (horses and guide dogs for the blind)

14. Government and public support

Cities were required to provide covenants and guarantees showing support from the appropriate levels of government for their respective bids and their governments' commitment to respect the Olympic Charter.

In addition, cities were required to provide information regarding the intended involvement of government and non-government agencies in the bid committee during the candidature phase.

The Working Group considered the results of the polls commissioned by the Applicant Cities, as well as an independent poll commissioned by the IOC and conducted in each city by IFM Sports Marketing Surveys.

15. Finance and Marketing

The aim of this theme is to provide an overall assessment of whether an Applicant City's intention to provide government funding, together with private sector commercial revenues, will provide the financial support required to organize the 2020 Olympic Games.

The financing of the major infrastructure required for the Olympic Games as contemplated under the themes Games Concept and Competition Venues, IBC/MPC and Olympic Village(s) is considered in this evaluation along with the government's contribution to the OCOG budget, the feasibility of commercial revenue projections and the ability of the government to deliver on financial commitments.

The capacity of these governments to fulfill their covenant and guarantees was also considered based on the size of investment compared to the country's annual GDP and Coface rating (as of April 2012).

Coface Country Risk Rating

The Coface Country Risk Rating reflects the average level of short-term non-payment risk associated with companies in a particular country. It reflects the extent to which a country's economic, financial and political outlook influences companies' financial commitments. Coface ranks country ratings on seven risk levels (A1, A2, A3, A4, B, C and D) in the order of increasing risk. Seven categories of risk are combined in order to determine an overall rating for each of the countries:

- Growth vulnerability
- Foreign currency liquidity crisis
- External over-indebtedness
- Sovereign financial vulnerability
- Banking sector's fragilities
- Geopolitical and governance vulnerabilities
- Companies' payment behavior.

APPENDIX C – SUBCOMMITTEE REPORTS

Safety and Security Subcommittee Report

The operation, organizing, and infrastructure necessary to host an Olympic Games is years in the making, difficult to quantify, and just as challenging to pull off. When done right, however, the results can be nothing less than spectacular. Regardless, however, of the majesty of the games, the grandeur of the competition, or the regeneration of infrastructure and capital, a Boston Olympics that cannot minimize security risks and maximize the safety of visitors, athletes, and residents is an Olympics that is not feasible. We strongly believe, however, that the city of Boston, in conjunction with regional and state security forces and our Federal Government, would be capable of hosting an Olympics second to none in terms of safety and security.

The Olympics bring together the world's most famous athletes, political leaders, and celebrities. As such, the media attention is unrivaled, and it is an unfortunate opportunity for those who wish to make a statement by doing evil to do so. Although the public's attention to such evil has been galvanized since the tragic events of September 11, 2001, a quick review of past Olympics reveals the threat of violence has long been present and game organizers have long been aware and working to reduce such risk.⁶⁵

Indeed, prior to the 1996 Atlanta Olympics, the last summer Olympic Games in the United States and a game that is unfortunately marred by a bombing that killed 1 person and injured many others, security was certainly not an afterthought. The state had appropriated \$26 Million for public safety, creating the State Olympic Law Enforcement Command (SOLEC), which centrally commanded 29 state agencies, 23 sheriffs' offices and police departments, 15 state colleges and universities, and 11 federal agencies. Additionally, the Federal Government spent \$101 Million on safety and security efforts. This led to a security force of roughly 30,000 police, military, and private security guards. Moreover, International Olympic Committee president Juan Antonio Samaranch was well aware of the potential for disruption, observing prior to the games that "[t]he main concern is security. Today the risk of terrorism is higher than before. Today you have some people ready to die for religious or political ideas. It makes the fight against terrorism much more difficult."

Although the Atlanta security force was by no means small in nature, the lessons learned from the violence at the games and the tragedy of September 11th has largely transformed the security operations of Olympic Games. Our Federal Government contributed \$74M for security for the 1984 Los Angeles Summer Olympics and \$101M for the 1996 Atlanta Summer Games.⁶⁶ In response to the Atlanta Centennial Park Bombing, however, President Bill Clinton directed the federal government to take the lead for events of national significance, a directive which was later enacted into law by Congress. Under its new lead role in the Games, the Federal Government had already appropriated \$185M for safety and security for the 2002 Salt Lake City Olympic Games even before the terrorist attacks on September 11, 2001. After the attack, estimates have the number over \$300M. This investment is especially high when compared to prior Winter Olympics in the United States (\$23 For the Lake Placid 1980 Winter Olympics) or when considered with the fact that Winter Olympics are

⁶⁵ In the 1972 Munich Olympics, PLO terrorists took Israeli athletes hostages in an attempt to obtain freedom for Arab prisoners—11 athletes were ultimately killed.

⁶⁶ The money referenced in this paragraph is in 2001 dollars.

significantly smaller in scope than Summer Games (Atlanta consisted of over 10,000 athletes participating at 29 venues while Salt Lake City required 3,500 athletes and 10 venues).⁶⁷

In its lead role for events of national significance--of which the Summer Olympics are--the Federal Government assumes the ultimate operational and financial responsibility for securing the games. Deemed a National Special Security Event (NSSE), the U.S. Secret Service is the lead agency for the design and implementation of the operational security plan. The FBI and FEMA also act as lead agencies in their given specialties. Salt Lake City marked the first time in United States Olympic history (Salt Lake City was the 8th Olympic Games hosted by the United States since 1904) that all federal law agencies and military commanders participated as part of the unified security command.

The prominent role played by the Federal Government by no means diminishes the commitment necessary from local security forces. Indeed, when New York City bid for the 2012 Summer Olympics, it pledged to devote 12,000 New York City Police Officers—a third of its total at the time—to working the game. Similarly, in Chicago's bid for the 2016 Summer Olympics, the Superintendent of the Chicago Police Department would have acted as the lead for their Chicago Olympic Public Safety Command. Accordingly, the first specific task this subcommittee looked at was determining whether adequate security force resources exist to feasibility meet the safety and security requirements of an Olympic Games.

The security demands of an event the size of the Olympics cannot feasibility be met by any one department or agency. Rather, local, state, regional, federal, and private security resources would need to convene to consist of the 24,000 (London 2012), 30,000 (Atlanta 1996), to 50,000 (Tokyo's commitment to securing the 2020 Games) security officials. To reach this number, a 2024 Boston Olympics would likely rely on members of its in state law enforcement and security personnel that consists of 4,000-5,000 City of Boston and State of Massachusetts licensed police officers, roughly 4,000 Correction Officers at the Massachusetts Department of Corrections, 8,200 Soldiers and Airmen in the Massachusetts National Guard, police officers from surrounding communities, officers from the Massachusetts Law Enforcement Councils, and private security personnel, many of whom are currently licensed by police departments and doing security work at universities and other institutions. Additionally, it would be expected that security personnel from state and local jurisdictions outside Massachusetts would be involved in the security operation.

The ability of Atlanta to gather a security force of 30,000 and Salt Lake City to convene over 10,000 security force personnel suggest that Boston, in combination with the federal government, is adequately prepared to bring the resources necessary to host a summer Olympics.

Likely more important than sheer numbers, however, is the knowledge and experience necessary to ensure that personnel is working together and cognizant of potential risks and prepared to act when called upon. We believe that the experiences of our security forces compare favorably to other potential Olympic host cities and will be an asset if indeed Boston were to secure a summer Olympics.

Notably, the Boston gained invaluable experience in hosting the 2004 Democratic National Convention. Indeed, as highlighted by the United States Department of Justice's Office of Community Oriented Policing Services, the 2004 Boston DNC provided our security forces with experience drafting complex inter-agencies agreements for mutual aid, developing a clear mission statement for its

⁶⁷ Since the Olympics were last in the United States, security costs have not abated. Indeed, estimates have the last three Summer Games, held in London, Beijing, and Athens, and the last completed winter games held in Vancouver, each at an estimated security cost in excess of \$1 Billion.

operational plan, preparing and carrying out long term security preparations, altering transportation plans to eliminate vulnerabilities—Interstate 93 and North Station were both closed down when the DNC was active—and operating an incident command center, which for the DNC included local, state and federal law enforcement, county and federal prosecutors, Coast Guard, National Guard, transit authorities, and medical agencies.

Moreover, eastern Massachusetts has extensive experience dealing with security at sporting events. The Boston Celtics, Boston Bruins, and Boston Red Sox play professional sports in the city, and just outside the city Foxboro is host to the New England Patriots and New England Revolution. The PGA tour makes an annual stop in Norton, national collegiate championship events are regularly held in Boston, and Olympic gymnastics and marathon team trial events have all been held locally. Since the turn of the century, our four major professional sports have contributed a combined 8 national championships, all of which have provided an opportunity for security to plan for large crowds and to learn from mistakes.

Finally, Boston has been in the unfortunate situation of being forced to respond to tragedy when terrorists struck the 2013 Boston Marathon. Kurt Schwartz, who graciously volunteered his time to meet with this subcommittee and who serves as Governor Patrick's Undersecretary for Homeland Security and the Director of the Massachusetts Emergency Management Agency, testified before Congress that "[t]he speed with which Boston, supported by the Massachusetts State Police, the National Guard, the Transit Police and dozens of local, regional, state and federal law enforcement agencies and other first responders, evacuated the wounded to hospitals, took control of the crime scene, established a large security perimeter, and established communication with the public, is a testament to homeland security spending and investments in preparedness, training and exercises, effective mutual aid systems, coordinated response systems, and outstanding leadership." Similarly, Boston Police Commissioner at the time of the attack, Edward Davis, who also graciously volunteered his time to meet both with this subcommittee and later the full commission, testified before Congress that "[b]oth terrorists were captured within 102 hours from the time of the initial explosions. This success was the direct result of dedicated training, relationships already in place, an engaged and informed public, and an unprecedented level of coordination, cooperation and information sharing on the line by local, state and federal agencies. Throughout th[e] event Boston showed the Nation how to conduct a complicated investigation involving over 120 Federal, State and local law enforcement and partner agencies with multiple crime scenes over an extended period of time." We believe the experience gained from the Marathon response would prove very useful in preparing to maximize the safety and security of a Boston 2024 Summer Olympics.

The last task this subcommittee was asked to determine is if the potential venues are feasibility able to meet the logistical and coordination requirements to deliver a safe games. Without specific venues identified, however, it is not entirely possible for us to affirmatively answer this question. We can say, however, amongst the public safety experts we met with, the belief was that the location of the venue was less important than ensuring that proper time was allowed to set up a security plan and test that plan to expose vulnerabilities.

It has been famously observed that "prediction is very difficult, especially about the future".⁶⁸ The ability to identify the security threats facing an Olympic games 10 years in the future is beyond the collective know-how of this subcommittee. We do believe, however, that Boston, in connection with a true partnership and commitment from the Federal Government, would be as well prepared as any other host to minimize the security risk and maximize the potential for a safe Games. Although we believe hosting an Olympic Games brings an increased concern for public safety, we correspondingly

⁶⁸ Danish physicist and Nobel Prize laureate Niels Bohr.

believe that Boston is well positioned to mitigate those risks. Accordingly, we believe the question is not whether Boston can feasibly meet the safety and security requirements of the games—we believe it can—but whether the citizens of Boston and the surrounding communities are willing to accept the safety and security risks that naturally accompany a mega-event like the summer Olympics.

Tourism, Outreach, and Marketing the Legacy Subcommittee Report

1 – Determine if feasible options exist to support the hospitality requirements (with existing and/or planned), and if there are positive legacy impacts.

Yes, based upon the current hotel inventory, as well as planned construction, there should be enough hotel rooms. The “Greater Boston Area”, which includes Rte. 495, has 51,000 hotel rooms, more than the 41,000 required.

2 – Determine the feasibility of executing local, domestic, and global marketing campaigns to promote the games.

Yes, we have a strong group of seasoned tourism professionals that market Boston and Massachusetts. The Greater Boston Convention and Visitors Bureau and the Massachusetts Office of Travel and Tourism, as well as Regional Tourism Councils (RTC) are all currently marketing the area both domestically and internationally and would continue to do so for the Olympics.

Boston and New England are already desirable, familiar tourist destinations for people from all over the globe. Attracting visitors from around the world will be beneficial. Of equal importance is the fact that Boston is within easy driving distance for more than 50 million people in the US plus the eastern half of Canada. So the expense of getting here and staying for a couple of days is not overwhelming, especially for families. Boston Logan also has an impressive list of direct flights from around the world with that list growing each year.

3 – Determine the feasibility of obtaining positive public and political support – are their positive legacy impacts that can be marketed?

Yes, thus far, support from the tourism industry has been mostly positive in terms of the ability to pull it off, as well as the lasting public relations image for our City and State. Boston and Massachusetts have many incredible sites and regions to share with visitors. The biggest concern is the cost associated with hosting – from where is the money coming and how would it be allocated?

New Englanders have a well-earned reputation for being slow to embrace new ideas; but once they have done so, they are committed and resolute. We can expect that an effort to bring the Olympics to Boston will be met with raised eyebrows and the Organizing Committee will need to focus great attention on the effort to educate the public on the short and long-term benefits the region will reap.

We must also recognize that it will be crucial to prove that the expenditures of any public dollars on infrastructure improvements and facilities such as the athletes' village and the stadium are justified and consistent with the long term needs of the people in our region.

Economic Devt. & Transportation Infrastructure Subcommittee Report



Contents

- IOC Programmatic Requirements & Considerations
- Potential to Leverage Existing Venues
- Requirements & Potential for New/Repurposed Venues
- Transport Assessment

IOC Program Requirements & Selection Considerations

IOC Programmatic Requirements

General

Sports	29
Events	302
Competition Venues	30-35
Stadium (minimum seats)	80,000
Olympic Village Beds	16,000
Media Village Beds	10,000-15,000
International Broadcast Center	675,000 sq. ft.
Main Press Center	360,000 sq. ft.
Accommodations	45,000

Require 30-35 Venues, for 28 Summer Sports, and a total of 302 Sporting events!

Athletes and Officials

National Olympic Committees	204
Athletes	10,500
Team Officials	5,000
International Federation Officials	2,000

Need to provide transport & accommodation for ~20k Athletes, coaches, and officials

Workforce

Volunteers	70,000
Security Personnel	41,000
Accredited Press	5,800
Accredited Rights Holding Broadcasters	12,000
Total Accredited (including workforce)	140,000

Need to provide transport and for up to 250k workers & volunteers as well as accommodations

Viewership

Worldwide Viewers (in millions)	3,600
U.S. Viewers (in millions)	215

Paralympic Games Scope

Paralympic Games

National Paralympic Committees	160
Sports	20
Events	472
Athletes	4,200

IOC General Considerations

Games Concept:

- Quality of the **overall experience for athletes**
- Venue use, **clustering & proximity of venues**, Games experience and **legacy**
- **Training sites** that provide athletes with adequate opportunity to train from the time the Village opens through its closing (the Village typically opens to official delegation members one week prior to the Opening Ceremony)
- **Ease of transportation** from Village to all venues (competition and training)
- **Climate** and its impact on athletes and visitors
- Number of **existing, planned and additional venues** and **ability to control venues** for test event and Games period
- **Comprehensive traffic models and planning** and traffic demand management

IOC Considerations for Major Venues

Broadcast Center & Main Press Center

Considerations:

- **1,000,000 sq. ft.**
- *Identification of the site(s), current ownership, acquisition and construction requirements*
- *Information regarding the securing and financing of necessary construction/upgrades*
- **Availability for at least one year for Games adaptations**

Olympic Stadium

Use:

- *Opening & Closing Ceremonies*
- *Track & field events*
- *Footprint for all media and broadcast requirements & ceremonies needs*
- *Space for all facilities required by IOC / IAAF Technical Requirements*

Considerations:

- **~ 100 acres of space**
- *Identification of the site(s), current ownership, acquisition and construction requirements*
- *Information regarding the securing and financing of necessary construction/upgrades*
- **Legacy**

Athletes Village

Considerations:

- **Contiguous space, ~100 acres**
- **Residences preferred to be no greater than 8 stories**
- *Identification of the site(s), current ownership, acquisition and construction requirements*
- *Type of accommodation; area of available land; surrounding environment; temporary vs. permanent; additional athlete accommodation*
- **Village: provisions of polyclinic, dining facility for at least 5000, fitness and some training facilities**
- **Village availability for approximately eight months, including Games (Overlay, fit-up, security infrastructure etc.)**

Potential to Leverage Existing Venues

29 Summer Games Sports Categories

1. Aquatics
2. Archery
3. Athletics
4. Badminton
5. Basketball
6. Biathlon
7. Boxing
8. Canoe/Kayak
9. Cycling
10. Equestrian
11. Fencing
12. Football
13. Golf
14. Gymnastics
15. Handball
16. Hockey (Field)
17. Judo
18. Modern Pentathlon
19. Rowing
20. Rugby
21. Sailing
22. Shooting
23. Tennis Table
24. Taekwondo
25. Tennis
26. Triathlon
27. Volleyball
28. Weight Lifting
29. Wrestling

Massachusetts is a Sports Hub

EASTERN MA

29 Major Sports Venues
(Higher Ed & Professional)

CENTRAL MA

8 Major Sports Venues
(Higher Ed & Private)

WESTERN MA

6 Major Sports Venues
(Higher Ed & Private)

- 14 Major Soccer Stadiums
(Higher Ed & Professional)
- 10 Major Sports Stadiums/Arenas
(Higher Ed & Professional)
- 9 Major Baseball Venues
(Higher Ed & Professional)
- 2 Horse Racing Venues
- 5 Major Basketball Venues
(Higher Ed & Professional)
- 80 Running Clubs & over 20 premier track & field venues (Higher Ed)
- 32 Cycling Clubs & over 235 miles of cycling paths/trails
- 5 Major Aquatic Centers (Higher Ed & Private)

Requirements for New or Repurposed Venues

Opportunity for New/Repurposed Venues

Need for New Venues

- 80k seat Olympic Stadium
- Secure & Contiguous Athlete Village
- Velodrome (indoor cycling)
- Aquatics Center *



To feasibly address programmatic needs, must have usable parcels of roughly 100 acres

Opportunity for Repurposed Venues

- Media Center → BCEC?
- Rowing → Lake Quinsigamond
- Etc.

**Aquatics Center could be built new, or repurposed, based upon the most beneficial legacy use*

Potential Legacy Benefits from New Facilities

Olympic Stadium Legacy Use

- Modular Stadium that can reduce to 20k – 40k seats post Olympics:
- College/University Athletic Facility
- Pro Sport Facility

Olympic Village Legacy Use

- Modular Housing Units that can be transported to other parts of the City post Olympics:
- Workforce housing
- Graduate Student housing

Aquatics Center Legacy Use

- Modular Aquatics Center that can be reduced in size post Olympics:
- College/University Athletic Facility
- Olympic Movement legacy facility for ongoing training/events

Velodrome Legacy Use

- Modular for temporary venue
- Permanent “New England Velodrome & Cycling Park” as an Olympic Movement legacy
→ promote the expansion of sport (multiple New England Bicycling organizations have attempted grass roots fund raising campaigns to build a velodrome park in Metro Boston)

Transport Considerations

IOC Transport Requirements

- #1 Priority: Must be able to quickly transport Athletes between the Village, Practice Fields, and Sports Venues (Travel times preferred within 15 minutes)
- #2 Priority: Must be able to quickly transport IOC personnel between venues
- #3 Priority: Must have effective transport to and from venues for Spectators
- #4 Priority: Must have effective transport for media and security personnel from Hotel venues, to sports venues, and the media center.
- Transport criteria must be met, while keeping the regular operations of the city fully functional (medical, police, fire, business...)

250k workers + 17k coaches & Athletes + 20k media + 5k IF & IOC members + 180k spectators/day
= ~500k additional People/day

London Transportation Case Study

Transport at the London Games were considered a success

London Stats:

- London's bicycle sharing program saw 1 million trips during the games
- London's Underground Subway saw an increase in trips of 35% above normal
- Light Rail ridership was double normal levels during the games
- London urban and suburban light rail was 26% above normal
- London busses averaged 5.4m people per day
- London isolated 150 miles of roadway for Olympic Use only.

Comparing Boston & London

	Size	Resident Population	Density	Daily Rail Ridership	Daily rides per person
BOSTON	48 Sq Miles	636k	13.2k people/sq mile	1.38 m	2.2
LONDON	607 Sq Miles	8.3 m	13.7k people/sq mile	12 m	1.74

Comparing Boston & London

- While London is much larger than Boston, they have very similar Population Densities
- Boston actually provides more trips/day for each resident than London
- Boston is ranked as the 4th best city in the US for Public Transit
- Boston is on a successful journey of transportation mode shift:
 - *30% of all trips in Boston are on foot*
 - *Bicycle use is increasing 30% per year (Hubway has over 1m rides)*
 - *Car sharing is increasing*
 - *Population is increasing, but # of registered cars is decreasing*

Transport Considerations

Pros:

- Boston has a strong public transit network that can be leveraged
- 250,000 students leave the city in the summer months – alleviate traffic congestion in July/August
- Boston has a demonstrated history of supporting transport during increases in population for individual events:
 - *3m entered in city for 2007 Red Sox World Series Parade*
 - *1m+ entered city for Patriot & Bruins parades*
 - *500k for annual Boston marathon*
 - *Transport Logistics for 2004 Democratic National Convention*

Cons:

- Olympics transportation logistics are very complicated, requiring a higher level of safety coordination, and expedited transport times
- Need a strategy to prioritize road/rail access for athletes & officials
- Need a transport strategy that will meet the needs of media
- Require a strategy to effectively move spectators in and out of sports venues
- Need to ensure that city operations can be maintained with an additional 500k – 1m people at major events each day across several weeks
- The selection of venues will determine the transport routes that need to be defined → infrastructure investments may be required