

# 2014 Emory Global Health Case Competition

## “The Public Health Olympics”

The Emory Global Health Institute Case Writing Team



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**Emory Global Health Institute**

Characters and plots described within the case are considered *fictional*, though the case topic and descriptions of circumstances are accurate representations of what is available in the literature.

The case scenario is complex and does not necessarily have a correct or perfect solution, and thus encourages a judicious balance of creative yet perceptive approaches.

The authors have provided informative facts and figures within the case and exhibits to help the teams. The data provided are derived from independent sources, may have been adapted for use in this case, and are clearly cited such that teams can verify or contest the findings within their recommendations, if it is pertinent to do so. Teams are responsible for justifying the accuracy and validity of all data and calculations that are used in their presentations, as well as defending their assertions in front of a panel of knowledgeable judges representing different stakeholders.

### **Introduction**

Since its inception in 1894, the modern Olympic Movement has stood for peace, unity, friendship, and fairness. A former world champion fencer, Thomas Bach, became the new IOC President in September 2013. On this crisp evening of January 2014, he pondered his term ahead and stared at the symbol of the Olympics, the five interlaced rings, representing the union of the five continents: he thought about what recent Olympic events had achieved in terms of global social impacts, and envisioned his own legacy as IOC President. Bach's hope was that the Olympics might be able to contribute to sustainable socioeconomic development worldwide, but how he would accomplish this goal eluded him.

He thought about the importance of physical and mental health in achieving sustainable development worldwide, and felt that there was no better symbol for the potential of human mind and spirit than the Olympic Games. But how could he, in his new role, put this broad idea into more tangible action? He imagined a Games that would engage audiences and the host nation to improve and promote health. This was not about fanciful, unrealistic ideas – Bach's IOC presidency would be about Games that could demonstrate measurable health improvements in host cities or countries. This would be his legacy – if only he could find the appropriate first host for such a Games.

Bach's first opportunity would be the 2024 Summer Olympic bid. Bach decided to seize this opportunity. The IOC would request bids from Olympic-hopeful cities and – for the first time – the IOC would partner with the United Nations (UN) to evaluate bids. These two perspectives would ensure that bid packages submitted demonstrate the regular aspects of a Games bid such as the logistical and financial feasibility of hosting the Olympics, and also would include a health theme to address public health needs of the host city or country. The proposals would have to make clear how hosting the Olympics would have a transformative effect on public health and wellbeing. He felt energized by this prospect, and looked forward to sharing in the vision of various host-city hopefuls as they rose to his challenge to build a new era for the Olympic Games.

### **IOC Background**

*"Olympism is a philosophy of life, exalting and combining in a balanced whole the qualities of body, will and mind. Blending sport with culture and education, Olympism seeks to create a way of life based on the joy found in effort, the educational value of good example and respect for universal fundamental ethical principles."* - Olympic Charter, Fundamental principles [1]

The IOC is a Swiss-based non-profit, non-governmental organization created in June 1894 as the organizing body for the modern Olympic Games. The Olympic Charter serves as IOC law and defines the rights and obligations of the IOC, the International Federations (IFs), National Olympic Committees (NOCs), and the Organizing Committees for the Olympic Games (OCOGs).[1] The IOC consists of 100 active members, 32 honorary members, and 1 honor member who convene at an annual IOC Session to adopt or amend the Olympic Charter, elect IOC members, elect the IOC Executive Board, and elect the host city of the Olympic Games. Each member has one vote and all decisions are final.[2]

### **Financing the Games**

From the inception of the modern Olympic Games, financing has been a challenge for host cities and the IOC. Both institutions struggle to balance ambition with feasibility. Over the years, city organizers have experimented with varying approaches. Below are details of five Games, each regarded for its respective successes or failures in their approaches to financing the Games.

**MONTREAL, 1976:** One of the most infamous busts, the 1976 Summer Games in Montreal had the legacy of taking three decades to repay its debts. These Games became so notorious that they deterred many other countries from bidding for the Olympics for many years. Before the Games, the city's mayor, Jean Drapeau, declared: "the Olympics can no more have a financial deficit than a man can have a baby." But the debt from these Olympics rose to \$1.5 billion and it took Quebec province until 2006 to pay it off, by which point the Olympic stadium had been given the nickname "The Big Owe." The Olympic stadium was not completed by the time the Games began due to problems with the unusual design and strikes by workers. During the Games and for 11 years afterwards, the stadium had neither a tower nor a roof, both of which were finally completed in 1987.[3]

**LOS ANGELES, 1984:** Los Angeles can be credited with changing the way the modern games were run and became the first Olympics since 1932 to make a profit. Under business savvy Peter Ueberroth, the head of the organizing committee, Los Angeles did not have to pump money into new stadiums, but made adjustments to existing ones. Only a velodrome and aquatics center was newly built for the Olympics. Although the Games cost the city around \$546 million, taxpayers did not bear the burden. Corporate sponsorship, television rights, and ticket sales allowed the Games to make a \$222.7 million profit, 40 percent of which was channeled into youth sports organizations. The wider positive economic impacts of the Games on Southern California have been estimated at \$3.3 billion.[4]

**BARCELONA, 1992:** Barcelona remains a model for how to stage a successful Olympics, but also for using the opportunity to create a legacy and modernize a city in the process. The 1992 Games are widely credited with transforming the landscape of Barcelona and rebranding a city that has become one of Europe's most popular tourist destinations. Barcelona spent \$9.4 billion on its Games, which was a record at the time; however, the money helped revitalize the city and earned a reported \$5 million in profit. Barcelona is now considered a center for commerce and was recently named the fourth best European city in which to do business.[4]

**SYDNEY, 2000:** Although Sydney put on a very well organized and popular Olympic Games, the benefits to the city have been small. The organizers of the Games overshot their budget in a familiar Olympic fashion: the budget almost tripled to \$3.8 billion before the competition had begun, and the public ended up with a bill for nearly one-third of the cost. The centerpiece for the Games, the Sydney Olympic Park, remained unused until 2005. Studies have also shown that the Olympics did not do much to attract tourists to Sydney or boost participation in sports.[4]

**ATHENS, 2004:** Although Athens put on a popular Games, their \$4.6 billion starting budget ended up falling well short of what was needed. Many believe that the debt accrued—\$14-15 billion according to Stephen Wenn, Professor of Sport History and Olympic studies at Wilfrid Laurier University—contributed to the country's subsequent financial crises. In the process, Athens lost the chance to change the face of the city by failing to keep up with modernization efforts initiated by the Olympics. Many of the venues lie vacant, promised parks never materialized, and new transportation infrastructure has caused problems like flooding and increased traffic. The government financed the full cost of the Olympic venues without developing a strategy for post-Games use.[4]

### **Social impacts of hosting the Games**

Aside from the opportunity to renovate housing and transportation infrastructure, experience suggests that hosting the Olympics can generate energy that galvanizes social change, revitalizes a city's image, and even increases residents' happiness, while decreasing rates of depression.[5, 6] Bach recognized that though the social impacts of the Games have been difficult to measure over the years, they have not gone unnoticed—from

improved race relations between Aboriginals and Australians after the Sydney Games to increased awareness and accessibility for handicapped citizens and tourists in London after the recent 2012 Games. London's Games are also credited with unifying native and immigrant communities with its representation of immigrant athletes as part of its country's delegation.[7] Numerous Games have been recognized for their positive social impacts, including increased national pride and community spirit, bridging of social grievances and ethnic disparities, and increased national interest and participation in sports.[8]

Still, the potential negative impacts of the Games have featured increasingly in the public's perception of the Olympics, perhaps most notably during the buildup to the 2008 Beijing and the 2016 Rio de Janeiro Games. Olympic Games have been credited with disrupting and displacing existing communities in host cities, human rights violations against construction workers,[9] increasing congestion, causing environmental degradation, and distorting property values.[6, 10] As awareness of these long-lasting effects has grown, organizers have had to overcome ever-greater obstacles to win the support of the IOC, commercial sponsors, and even their own city's population in order to secure a bid and run successful Games.

### Case Studies

Bach studied past Olympic Games as these provided models and lessons for future Games (for a review of past Olympic Games from 1964 to present, see **Exhibit A**). In particular, there were four Games that offered unique case studies, in terms of the distinctive geographic, cultural, and political contexts in which these Games took place; the approaches taken to host; and the impacts they have had on their host cities and countries.

#### **MEXICO CITY, 1968**

Building on its rapid economic growth in the 1960s, Mexico began to invest in the industrialization and modernization of Mexico City and other major urban areas, while social progress, including land distribution, health, and educational programs lagged behind. [11, 12] Also, as a part of their economic development plan, officials promoted tourism as a way to increase national earnings. As a result, Mexico City became a serious competitor and won the bid over Buenos Aires, Lyon, and Detroit to host 1968's Summer Games. These were the first—and until Brazil in 2016, the only—Games to be held in Latin America and the first to be held in an emerging market country. Conscious of being the first “third world” host of the Olympics, the Mexican government and elites sought to project Mexico as a stable, modern industrial country with unique, distinctly Mexican cultural traits.[13, 14]

While many Mexicans felt proud to host the Olympic Games, there was growing dissent from student movements and worker's unions over the amount of public spending going toward the construction of Olympic venues instead of social programs that could help alleviate the city's poverty.[15] Ten days before the Olympic Games started, thousands gathered to protest. Police opened fire on the protestors, resulting in an estimated 300 deaths and thousands of others injured.[11]

There were other controversies too. Mexico City's high altitude (2,300 m) meant that the air contained 30% less oxygen than at sea level prompting complaints from athletes.[1] Additionally, global political unrest was reflected in the Games: in particular, the Games served as yet another venue for the United States and the Soviet Union to outperform each other in order to gain an advantage in terms of Cold War supremacy.[16] South Africa was still banned from international sporting competition for its apartheid policies and the Black Power movement became central to the Olympic Games as black sprinters Tommie Smith and John Carlos, the gold and bronze medalists in the men's 200-meter race, took the podium and defiantly raised a black-gloved fist as the Star Spangled Banner was played.[13]

Of the roughly \$175 million Mexico spent on the 1968 Games, the Mexican Government contributed \$56 million, TV rights and ticket receipts contributed another \$11 million, and the Mexico City government covered the remainder of the costs.[17] Some critics argue that the spending on events like the Olympics contributed to

Mexico's economic woes of the 1970s and 1980s, but others laud the Games for drawing in a wide international audience, boosting tourism, and promoting Mexico City's urban development.[13] Nearly all of the venues built for the Games have been maintained and are now open to the public in Mexico City.[18]

### **SEOUL, 1988**

Seoul, South Korea was a controversial choice for the 1988 Olympics. The nation was in a state of turmoil and had poor diplomatic relations with the Soviet Bloc nations. Along with these issues, South Korea felt immense pressure to include North Korea as a "co-sponsor", despite the fact that North Korea did not have adequate facilities to host events. Although the IOC was willing to allow North Korea to host a few of the events, North Korea was not satisfied and boycotted the Games, which prompted Cuba and Ethiopia to also boycott.[19]

The Seoul Olympic Organizing Committee generated revenues through sales of TV rights and commemorative coins and then spent money only within the bounds of those revenues. Seoul had 23 corporations as "official sponsors" who paid more than \$2 million each and 57 corporations who provided cash or goods and services worth less than \$2 million. In the seven years leading up to the Games, South Korea spent \$512 million, which included the construction costs of an Olympic Park, Sports Complex, Village, and Press Village, and repairs to many existing facilities.[20, 21] The Seoul Games profited \$556 million, making it one of the most profitable games of the late twentieth century.[22]

To facilitate transportation within the city, organizers constructed three subway lines, 47 extensions to bus routes, and expanded the international airport. The government restricted the use of personal automobiles by allowing people to only drive on odd or even days, according to the last number on their license plate. Along with automobile restriction, the government urged citizens to utilize subway systems.[23]

The Games were successful, with very high attendance (160 countries and 8,391 athletes).[19] Through the Olympics, Seoul displayed South Korea's revitalization following the Korean War and the opening of its economy to the world. The boost in GDP led to further urban development projects. Along with the building of city infrastructure, new programs were created to deal with waste management, water quality, and air pollution.[21]

### **ATLANTA, 1996**

The 100<sup>th</sup> anniversary of the modern Olympics was celebrated in Atlanta, and not Athens as many had expected. Atlanta's bid began in 1987 and was led by Billy Payne and Atlanta's popular second-term mayor, Andrew Young. To combat international stereotypes that the American South was still plagued with poverty and racial tension, Young envisioned an Atlanta Olympics that showcased a robust and resurgent South following the civil rights movement of the 1950s and 1960s.[24]

Known as the first privately funded Olympics, the Games cost \$1.8 billion, created 580,000 jobs, and included the construction of many facilities in previously run-down areas. An estimated 15,000 citizens were evicted from public housing projects and 9,500 affordable housing units were demolished to accommodate new venues. Additionally, numerous homeless shelters were converted into backpacker dormitories and "street sweeps" were utilized to keep the homeless off the streets near the Games.[25] Centennial Olympic Park, not officially covered by Olympic security, was the location of a terrorist pipe-bomb explosion, tragically killing two, injuring 111, and causing a fatal heart attack in another. Deemed too commercialized, overcrowded, and marred by the tragedy of the Centennial Olympic Park bombing, then-IOC president, Juan Antonio Samaranch called the Games "most exceptional," an err from his typical "best ever games." [26]

Ticket sales, TV rights contracts, and record-breaking sponsorships led to a profit of \$10 million, and Atlanta experienced a \$5.14 billion positive economic impact. Arenas built for the Games were utilized by Atlanta's professional football and baseball teams, and the Olympic Village serves as dormitories for the Georgia Institute of Technology. Centennial Olympic Park is now the centerpiece of downtown Atlanta's

revitalization, with several high-rises, museums, and attractions built in its periphery. Twenty percent of the tax generated has gone to development of poorer areas.[27] Dahshi Marshall, a transportation planner with the Atlanta Regional Commission, told the New York Times: “The games served as a catalyst for Atlanta’s urban renaissance that is still going on today.”[28]

### **BEIJING, 2008**

The 2008 Games were awarded to Beijing with the IOC proclaiming that the world’s most populous country deserved to stage the world’s most extravagant event. Although human rights and environmental groups expressed their concerns about China’s human rights violations and Beijing’s notoriously poor air quality, the Chinese government and sports officials saw the Games as an international affirmation of the country’s program of social and economic reforms.[29]

The Beijing Games cost an estimated \$43 billion. To pay its bills, the Chinese government sold 10-year bonds.[30] Due to inflation, these are proving to be more costly than expected. As of 2011, China had still to repay 10.7 trillion yuan, raising the total cost of the Olympics to closer to \$70 billion. The building boom to which the majority of the money was allocated went toward buildings that have proved expensive to maintain and which have generated little return on the government’s investment so far. The Beijing Games made a profit of \$171 million, or about 1.16 billion yuan.

The Games brought many changes to Beijing. In the months leading up to the Games, the Chinese government made great efforts to improve the poor air quality. These improvements, which were relaxed after the Game’s completion, significantly reduced sulfur dioxide, carbon monoxide and nitrogen dioxide levels in China. Other projects to improve infrastructure and transportation—such as a new metro system, roads, and an airport terminal—were built to prepare for the influx of people.[31] Today, these improvements are deteriorating, as funding is not being allocated toward maintenance of this infrastructure. Up to 2 million workers were needed to construct the Olympic projects and there were concerns regarding how these workers were treated and compensated during the building phase.[9] In addition, the building and alterations around Beijing displaced an estimated 1.5 million residents.[12] There were health-related impacts as well, with the Games necessitating improvements in available traditional medical services, better disease surveillance, and a strengthened public health system for Beijing’s local population.[31]

### **Bidding**

The case studies were useful illustrations of different approaches to hosting the summer Games, and the impacts of the Games on each city. It was clear to Bach that transportation, sporting and housing infrastructure, and perhaps even involvement in sports would be impacted in host cities—and this has been the primary mission of the Olympic Movement for decades. However, for Bach’s “public health-themed” Games to improve health in a city, or even a country, the task would require more critical thought. Each city’s proposal would need to justify its bid, demonstrating public health needs, as well as the potential improvements stimulated by hosting the Games. And since Bach was interested in sustainable change, bids would have to include realistic projections for two, five, and ten years after the Games, using appropriate public health indicators and articulating the likely causal pathway for achieving these gains.

Forming an IOC bid is routinely a two-year process that takes place roughly 9-10 years prior to the Games in order to ensure ample time is given for country-wide development and preparation. The bidding process includes three crucial parts: the applicant city phase, the candidature city phase, and the election of the host city.[32] Please see **Exhibit B** for a summary of the bidding process.

### **Phase I: Applicant City**

First, interested countries must decide upon a city where the games would be held. In the case that multiple cities within a country wish to bid to host the Olympics, the country's NOC must determine the city with greatest potential and capacity to be the host city. For example, Chicago, Houston, Los Angeles, Philadelphia, and San Francisco all bid to be the United States Olympic Bid city for the 2016 Olympics; Chicago was ultimately chosen by the USOC.[33]

To formally put forth their bid, each city prepares an applicant file for the IOC. The idea is to provide general information about why the country is interested in hosting, why they believe they are qualified, and a comprehensive vision for the Games. These files are reviewed by IF's, the NOC's, the IOC Executive Board, and IOC Athletes' Commission.[34] The ultimate decision of which cities advance to the candidature phase rests with the IOC Executive Board. In 2016, Chicago, Doha, Prague, Baku, Madrid, Rio de Janeiro, and Tokyo all submitted applicant city files; Chicago, Madrid, Rio de Janeiro and Tokyo advanced to the Candidate City Phase.[33]

### **Phase II: Candidate City**

Phase II requires Candidate Cities to submit a Candidature File, an in-depth description of their Olympic project, and involves a city visit by the IOC Evaluation Commission. In the Candidature File, host city candidates present an in-depth plan of how they will execute a successful Olympic Games.[34] These plans include multiple themes, including topics such as political and economic climate, environment and meteorology, sports and venues, marketing, Paralympic Games, transport, cost, and security.[32] Selected IOC Evaluation Commissioners consecutively visit the candidate cities and report back to the IOC Executive Board with information about feasibility and level of preparation. An IOC Executive Board election takes place and the future Olympic Host City is decided.[34]

### **The 2024 Bids**

Bach had that same sense of anticipation and fear that came on before his fencing bouts. He couldn't wait to see the bids that came in and looked forward to assembling the IOC Executive Board and UN representatives in February 2014 to review the candidate cities. This would be an unusual selection process. First, the novel IOC and UN partnership meant that bids will be reviewed by experts from both business and public health fields. Second, since the IOC and UN representatives were both available in February, in the week prior to the selection, the IOC Evaluation Commissioners had already ratified the submitted candidate city proposals and declared that each has the *capacity* to host the 2024 Games. As such, the evaluation in February would focus mainly on the feasibility, economic plan, and health-transforming aspects of each Olympic Games bid. The committee would focus their energy on the intentional health effects each bid was proposing to achieve.

The bids would need to outline the choice of host city, justifying this choice in public health terms but also financial viability and logistical feasibility of hosting the Games. Above all, bids would need to illustrate how the Games will be harnessed for measurable short- and long-term public health good. For bids to stand out, the local transformation must be meaningful, measurable, and clearly causally linked to the Games in a way no city had done before. Bids from different cities in the same country would be evaluated without prejudice. The focus would be on the Summer Olympics and this need not include a plan for the Paralympics as this component would be implied.

Bach couldn't wait to see the bids that came in and looked forward to assembling the evaluation panel in February 2014 to shortlist the city bids to three and then pick the 2024 host city.

**Exhibit A: Olympic Games, in review (1964-present)[4, 33, 34]**

Year	City	Cost	Profit	Social Issues	Political Issues
1964	Tokyo, Japan	\$1.926 billion (NY Times, Sept 27, 1964)	\$6.77 million	<ul style="list-style-type: none"> <li>• One of the best and most expensive</li> <li>• Helped Japan become a technological leader</li> <li>• Infrastructure modernized, promoted hygiene, clean streets and rivers and planting of greenery</li> </ul>	<ul style="list-style-type: none"> <li>• Demonstrated that Japan had: recovered from war, disavowed imperialism and militarism, welcomed high-caliber sports, and sought to engage the world</li> </ul>
1968	Mexico City, Mexico	\$175 million	\$9.8 million	<ul style="list-style-type: none"> <li>• First Olympics in an emerging market</li> <li>• Student protests (more than 200 killed and over 1,000 injured)</li> <li>• Only modest levels of investment</li> </ul>	<ul style="list-style-type: none"> <li>• Mexican Student Movement of 1968 happened concurrently and Olympic games were correlated with government's repression</li> </ul>
1972	Munich, West Germany	\$611 million		<ul style="list-style-type: none"> <li>• The Munich massacre: 11 athletes, coaches and judges murdered by terrorists</li> </ul>	<ul style="list-style-type: none"> <li>• Rhodesia banned from participating</li> <li>• African countries threatened to boycott if S. Africa's white minority allowed</li> </ul>
1976	Montreal, Canada	CAN\$1.42 billion	Loss CAN\$1 billion	<ul style="list-style-type: none"> <li>• A special tobacco tax was introduced in May 1976 to fund the loss</li> </ul>	<ul style="list-style-type: none"> <li>• Various protests and boycotts so only 92 countries participated</li> </ul>
1980	Moscow, USSR	\$2 billion		<ul style="list-style-type: none"> <li>• First in Eastern Europe</li> <li>• 5 million spectators (up from 1.5 mil in Montreal)</li> </ul>	<ul style="list-style-type: none"> <li>• Massive boycott (65 countries) due to Soviet involvement in Afghanistan</li> </ul>
1984	Los Angeles, USA	\$546 million	\$222.7 million	<ul style="list-style-type: none"> <li>• Financially successful due to private partnerships, minimal construction projects</li> </ul>	<ul style="list-style-type: none"> <li>• Boycotted by 14 Eastern Bloc countries</li> </ul>
1988	Seoul, S. Korea	\$4 billion	\$497 million	<ul style="list-style-type: none"> <li>• Problems with transportation and heavy crowds</li> <li>• Financially successful</li> <li>• Helped develop the country significantly</li> </ul>	<ul style="list-style-type: none"> <li>• Boycotted by N. Korea and allies</li> <li>• Lack of diplomatic relations with the Soviet Bloc Nations</li> </ul>
1992	Barcelona, Spain	\$9.3 billion	\$10 million	<ul style="list-style-type: none"> <li>• "Barcelona model" is used by other countries to plan to Olympics</li> <li>• Developed the country, created thousands of permanent jobs</li> </ul>	<ul style="list-style-type: none"> <li>• No boycotts</li> </ul>
1996	Atlanta, USA	\$1.8 billion	\$10 million	<ul style="list-style-type: none"> <li>• Overcrowded, over-commercialized</li> <li>• Largely privately funded</li> </ul>	<ul style="list-style-type: none"> <li>• Centennial Park Bombing: 2 killed, 110 wounded</li> </ul>
2000	Sydney, Australia	\$6.2 billion	\$5 million	<ul style="list-style-type: none"> <li>• The "Green Games"</li> <li>• Mostly publicly funded</li> </ul>	<ul style="list-style-type: none"> <li>• North and South Korea marched together under the same flag</li> </ul>
2004	Athens, Greece	\$15 billion	Loss \$14 billion	<ul style="list-style-type: none"> <li>• Venues left unused</li> </ul>	<ul style="list-style-type: none"> <li>• Led to economic downturn/recession</li> </ul>
2008	Beijing, China	\$43 billion	\$146 million	<ul style="list-style-type: none"> <li>• Displacement of 1.5 million people</li> </ul>	<ul style="list-style-type: none"> <li>• Athletes intended to boycott due to China's stance on Darfur, Myanmar, Tibet</li> </ul>
2012	London, England	\$14.6 billion	>\$49 million	<ul style="list-style-type: none"> <li>• United immigrant and native communities</li> <li>• Improved awareness regarding handicap access</li> </ul>	
2016	Rio de Janeiro, Brazil	>\$15 billion (likely to increase)	Unknown	<ul style="list-style-type: none"> <li>• Urbanization of favelas (eviction and demolition, police storming)</li> <li>• Migrant workers from Haiti (temporary jobs)</li> </ul>	<ul style="list-style-type: none"> <li>• First city in South America</li> <li>• Heightened security</li> <li>• Increase in tourism</li> </ul>

## Exhibit B. IOC Bidding Process [25]



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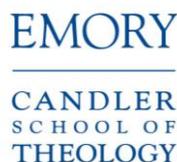
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