

## **A Survey on Torino 2006 Winter Olympics: Open Questions and Policy Problems**

### **1. Torino. A new enterprise: OMERO (Olympics and Mega-Events Research Observatory)** [www.omero.unito.it](http://www.omero.unito.it)

Independent research centers on sports, Olympic Games and their impact on local communities and economies have been set up in many cities that have hosted past Olympics. Some of these (Barcelona, for example) are still at work long after the event took place.

A couple of years ago a group of academics from the University of Torino (Piedmont) took a similar initiative and set up OMERO.

The OMERO Board comprises Chito Guala, Sergio Scamuzzi (Department of Social Sciences), Luigi Bobbio (Department of Political Studies), Egidio Dansero, Anna Segre, Silvia Saccomani (Department of Geography and Urban Studies), Alfredo Mela (Department of Urban Studies) and Piervincenzo Bondonio (Department of Economics), all from the University of Torino or the Polytechnic of Torino.

Prior to this, the same group organized the International Symposium 'How a City can win or lose the Olympics'. Held in Torino on May 21<sup>st</sup>, 2001, the focus of the debate was the implications and effects of the Olympic Games from a comparative perspective. Sponsored by the Human Sciences Institute of the Polytechnic of Torino and Torino Incontra, the Local Chamber of Commerce's Conference Centre, the proceedings of the Symposium were published in 2002 by Carocci, Rome: *Olimpiadi e grandi eventi: Verso Torino 2006* (Olympics and Big Events. Run up to Torino 2006) eds. L. Bobbio and C. Guala.

In 2002 OMERO (Olympics and Mega Events Research Observatory) took shape as a special Inter-departmental Center of both the University of Torino and the Polytechnic of Torino.

OMERO was officially recognized by the University of Torino's Governing Board (Senato Accademico) on June 2<sup>nd</sup>, 2003.

OMERO now operates from the Department of Social Sciences (Dipartimento di Scienze Sociali, Via S. Ottavio 50, 10124, Torino, Italy).

OMERO's mission is planning and carrying out research, organizing symposia and seminars, networking with similar centers in the international arena and partnering existing Olympic Study Centres, such as Bellaterra at the Universita Autonoma de Barcelona and the Olympic Study Center at the Olympic Museum in Lausanne.

Focus of research is the economic, social, cultural and environmental implications of the next Winter Olympic Games Torino 2006 both in the run up to the event and following it, in other words, the Olympic Legacy. This includes both the 'tangible' or "material" Legacy, such as new buildings, facilities, infrastructures, etc., and the 'intangible' or "immaterial" Legacy, such as symbols, values, identity, the self-esteem of the local community, etc..

Current research fields covered are:

**The Road to a Cultural, Sports and Leisure District in the Olympic Valleys and Turin as City of the Alps** (research director: Piervincenzo Bondonio [piervincenzo.bondonio@unito.it](mailto:piervincenzo.bondonio@unito.it));  
**Olympic Communications and Piedmontese Identity** (research director: Sergio Scamuzzi [sergio.scamuzzi@unito.it](mailto:sergio.scamuzzi@unito.it));

**Territorial and Environmental Transformation – the Olympic Legacy of Torino 2006** (committee comprising Egidio Dansero, Alfredo Mela, Anna Segre: egidio. [dansero@unito.it](mailto:dansero@unito.it), [alfredo.mela@polito.it](mailto:alfredo.mela@polito.it));

**Surveys: Public Opinion, Expectations and Assessment of the City of Turin and surrounding Valleys** (research directors are Chito Guala - Turin, and Sergio Scamuzzi – Valleys [alessandro.guala@unito.it](mailto:alessandro.guala@unito.it); [sergio.scamuzzi@unito.it](mailto:sergio.scamuzzi@unito.it))

**Tourism and the Olympic Games** (research director: Chito Guala)

**The Institutional Legacy: Analysis of the Governance Network** (in planning the event and coping with the ensuing environmental impact) (research director: Luigi Bobbio: [lubobbio@libero.it](mailto:lubobbio@libero.it))

Research completed or currently in progress includes:

Assessment of past Olympic Events: see L. Bobbio and C. Guala, editors, *Olimpiadi e grandi eventi. Verso Torino 2006*, Carocci, Roma 2002 (sponsored by Torino Incontra);

Longitudinal Phone Surveys on the Torino Population (C. Guala). First survey - October 2002; Second survey – November 2003. An annual survey will be carried out and include a final post-event research in 2006 (sponsored by the Municipality of Torino);

'Mega Events and Territorial Transformation' special issue of the Italian Geographic Society's *Bollettino* (Dansero, Segre, editors, *Bollettino della Società Geografica Italiana*, serie XII, volume VII, 4, 2002.

Longitudinal Phone Surveys on the Population of the Olympic Alpine Valleys (S. Scamuzzi). First survey - March 2003; Second survey – November 2003. An annual survey will be carried out and include a final post-event research in 2006 (sponsored by Turin's Provincial Administration);

Survey conducted on visitors to the International Torino Book Fair '*Fiera del Libro*' (Turin, May 2003) to investigate the potential of 'Torino, the City of the Alps' (Chito Guala), a project being piloted as part of the greater Olympic Legacy (sponsored by TOROC, the Turin Olympic Organizing Committee and the Municipality of Torino);

*Torino 2006. Per una mappa dei conflitti territoriali* (Turin 2006 – Mapping Territorial Conflicts) (Carlo Lazzeroni). Master Degree Course in Public Policy Analysis – lectures held at TOROC, tutor: Luigi Bobbio.

*A Research: Olympic Legacy, Media and Local Development, investigating the planning capability and quality of Torino 2006* (editors E. Dansero, A. Mela, A. Segre), sponsored by Torino Incontra)

## **2. OMERO and Torino 2006: a city under investigation**

### **2.1 Mega Events and monitoring Olympics**

As mentioned by the international literature on Mega Events and Olympics, planning services and public works (infrastructures, new buildings, sport facilities, district recoveries...) implies a long term decision making: the bidding iter lasts several years, and the final decision (the conclusive nomination) occurs 7 years before the event (in the case of the Olympic Games).

The city hosting the Games, from the point of view of population and groups, has to face many problems; they are:

- fears of population, or segments of it, about main projects and public and private works;
- problems about the local identity, to be recognized or re-built in a strategy of city marketing;

- problems of managing the “Olympic heritage”, or “legacy”: what to do after the Games?;
- problems of checking the economic long term effects, after the Games (“intermezzo” syndrome) (Spilling, 1996; Preuss, 2000);
- problems of utilizing the Event within a strategy of city marketing (Mega Events are often Media Events: De Moragas, 1996).
- Among these problems, one of the most important is how to manage the legacy, of Olympic Games, as above mentioned. We must underline at least two kinds of legacy:
  - the “material” legacy (buildings, media and athletes villages, facilities...);
  - the “immaterial” legacy (symbols, values, local identity...).
- For this problem some recent research pay much more attention to the post-Games period rather than to the precedent stage (every step of the Event must be planned very carefully, but the same attention is devoted to the Legacy). Planning for Olympic legacy is the real issue to be checked and programmed in advance. Considering this issue, in the case of Torino 2006, local authorities, Chamber of Commerce, University and Polytechnics of Torino realized a kind of joint venture to coordinate some research activities: the goals – and the initiatives - are the following:
  - 5 longitudinal surveys on population are planned, from September 2002 till spring 2006 (5 telephone CATI surveys, on the two areas of Torino and the Valleys), with the possibility to check attitudes and problems also after the Games; the first two surveys have been completed, and the data available; the first two surveys have been completed: some findings are discussed in this paper;
  - the creation of a Social Indicator Observatory, to monitor some variables during the years (demography, social mobility, economy, cultural consumptions, tourism and visitor, new entrepreneurships, labor market, temporary and permanent jobs...);
  - the creation of a “risk map”, locating on the territory the effective or potential situations of crisis to be controlled: local authorities are trying to monitor fears and mediate oppositions;
  - the definition of a communication strategy, in the perspective of giving population, groups and associations a correct information about issues of public interest;
  - improvement of monitoring environmental effects (especially in the Alpine Valleys), opening a second step of Valutazione Ambientale Strategica (strategic environmental evaluation), carried out by some Departments of Polytechnics. In Italy, it is the very first time that this “preventive research” is made, with some recommendations about facilities, public works, environmental issues ; the VAS will be followed by the VIA evaluation (evaluation of environmental impact) after the most important and heavy works in the Alp Valleys.

The publications of the researchers involved in OMERO are attached as Appendix, *infra*.

## 2.2. Main findings from the research: a confrontation between 2002 and 2003 surveys

Here we can find main results of the first two surveys conducted on a sample of the population of Torino about diffused expectancies (900 interviewed in both the investigations, October 2002 and November 2003; the third survey will start next November 2004).

After this, we shall consider some problems linked to the management of the problems correlated to the 2006 Games in the Piemonte Region, a topic strongly discussed in this ISoCaRP Congress.

### Knowledge of the venues in the Torino Province (District) that will host the Games

	2003	2002
Torino	36.4	23.1
Sestriere	66.6	44.8

(many answers were available, the percentage is over 100; 900 cases in both the research)

**Do you agree with the project of hosting the Games in Torino and Alp Valleys?**

	<b>2003</b>	<b>2002</b>
agree	78.9	79.0
slightly agree	16.9	13.4
slightly disagree	2.5	1.1
disagree	1.5	2.7

**Do you feel proud that Torino won the bidding competition for next Winter Olympic Games?**

	<b>2003</b>	<b>2002</b>
very much	69.8	66.7
enough	23.9	24.6
little	2.9	4.4
not at all	2.0	3.1

In the previous tables the people's attitude towards the Games is clearly favourable, with a good knowledge of the places in Piemonte that will host the Games. And it is possible to verify that the interviewed know (although in a generic way) which works are planned. See the next tables.

**Do you know which public works and facilities are planned ?**

(% of the affirmative answers)

	<b>2003</b>	<b>2002</b>
media villages	58.9	62.4
Olympic villages	71.6	74.1
ice skating stadium	64.4	60.2
hockey new stadium	46.6	47.7
recovery of the old soccer stadium	82.0	63.2
ice palace - Torino Esposizioni	61.7	47.4
new winter sports stadium	36.7	27.7
PalaVela structure recovery	75.4	47.8

In the confrontation 2002-2003 the knowledge of the venues increases from 55% to 60%.

**Do you know which sport facilities are planned in the Alp Valleys ?**

(% of the affirmative answers)

	<b>2003</b>
bob, Cesana	60.2
ski jump, Pragelato	57.8
nordic skiing, Pragelato	46.8
ice skating palace, Torre Pellice	40.7
curling stadium, Pinerolo	24.5
biathlon, Cesana	28.0
skiing facilities, Susa Valley	62.5
athletes village, Bardonecchia	49.6
athletes village, Sestriere	50.6

There is no possible confrontation with the 2002 survey; the above questions had been utilized only in the November 2003 investigation.

And now we can give a look to main expectancies and fears of people interviewed. In the next tables it is easy to make a comparison between "good" and "bad" news: people consider as good output the fame of the city, its possible repositioning in the international arena, the improvement of communication system, facilities, services. At the same time people fear corruption, traffic and parking problems, too heavy public works and difficult recoveries.

The differences between 2003 and 2002 surveys are not high, symptom of coherence among the interviewed population on the various items.

**Some people think that 2006 Olympics will be useful to the local community long after the Games ended. How much do you agree with the following items?**

	2003		2002	
	very much	slightly	very much	slightly
improvement of infrastructures and communications	43.0	44.5	43.8	43.8
improvement of sport facilities, impossible without OG	42.5	44.1	39.4	43.1
increasing fame and visibility of Torino abroad	58.7	31.1	51.8	35.1
tourism and culture development	52.4	34.6	45.8	38.3
new jobs, new firms, new investments	36.6	37.5	26.9	42.3
new occasion for all the stakeholders	34.5	44.6	29.6	42.3
acceleration of urban works (underground, railway...)	(not in 2003)		56.3	33.6
preserving and improving nature and environment	23.4	32.9	(not in 2002)	

**Some people think that 2006 Olympics will create problems and discomforts? How much do you fear the following items? (confrontation 2002-2003, answers “very much” “slightly”)**

	2003		2002	
	very much	slightly	very much	slightly
heavy public works before the Games	43.4	33.0	37.8	35.2
traffic and parking problems during the Games	48.9	26.7	41.6	29.7
confusion, crowding, queues during the Games	36.2	33.8	30.9	32.3
excess expenditures of local municipalities for OG	29.4	33.6	27.7	31.3
hazardous investments for private enterprises	9.3	25.1	6.2	18.7
unuseful sport facilities, uneasy to manage after the OG	28.7	39.4	25.0	37.0
environmental disasters, long lasting pollution	17.2	27.8	14.8	20.6
corruption cases, illegal gains and benefits	49.2	30.6	40.6	34.9

In other questions about the 2006 mega event, the attitude of the population is favourable: the 75.6% say that the **effects of the Games on the local Community** will be positive, with a peak of 16.0% of “very positive”; the criticism area regards less than 5% of respondents. The trend already verified in 2002 is confirmed.

The **“positive effects”** of the Games will be long lasting for 44.0% of interviews (5% more considering the 2002 survey), “briefly lasting “ for 34.4%; 19.1% of cases think that Torino will face positive effects only during the Games.

Considering the two areas that will host the Games, Torino and the alp Valleys, the evaluations are distributed as following.

**The advantages of the 2006 Games will affect :**

especially Torino (the metropolitan area)	17.4
especially the Torino Provincia (the district)	25.2
both the two area	55.0
disadvantages for the two areas	1.7
don't know, no answers	0.7

In the above answers we begin to find one of the topic we are discussing in this congress; this recalls the opportunity of a linkage between the local administration, the district, and the regional level (Regione Piemonte), because the consequences of a big event are diffused to a very large territory, and overcome the regional boundaries too.

The population's attitudes open a reflection on the role of the local identity in legitimating the concrete policies, the local authorities decisions, the step by step planning process. And the confidence, diffused among groups and associations, works as a "social capital" that needs not to be lost, or forgotten.

### **Are you confident that the 2006 Winter Games will be an occasion for promoting Torino?**

	<b>2003</b>	<b>2002</b>
agree	42.0	34.8
slightly agree	44.6	49.6
slightly disagree	8.5	11.8
disagree	3.7	2.8
don't know	1.2	1.0

A similar question, related to the **promotion and re-development of the Alp Valleys**, presents homogeneous answers, with the item "agree" at 41.6%, and "slightly agree" at 45.6% (this question has been adopted only in the 2003 survey).

The same positive trend is confirmed by another question, regarding the Fiat Company crisis; people, asked if Torino will overcome the Fiat crisis, say "yes" (64%), "no" (33.8%) and "don't know" (2.2%).

In a projective questions (similar to the "ladder of life" or the "thermometer"), people are asked which **mark** will Torino obtain in organizing the Olympic Games; the marks go **from 0 (bottom) to 10 (top)**.

Also in this case the projection is positive in both the surveys 2003 and 2002: the mark 8 is chosen by 30.9% , followed by 7 (27.6%), 6 (14%), 10 (10.15%) and 9 (6.2%).

In 2003 the marks from 0 to 5 (not sufficient evaluation) collect only the 7.6% of the overall answers (this criticism area gathered the 16% of respondents in the first survey, 2002).

Some questions in the questionnaire regards the destiny of Torino, and the Olympic legacy. One possible output, that requires once again the collaboration of the political actors (the municipalities – including Torino - , the Provincia (Torino district) and the Regione (Piemonte), is the project "**Torino, capital of the Alps**"; about this project I presented a paper at the ISoCaRP meeting of Il Cairo, 2003, and here I could summarize some conclusions, considering that a strong link between Torino and the Mountain needs a new reflection about re-building the local identity and utilizing the collaboration and the help that are represented and expressed by the social capital.

In the research on "Torino and the Alps-the mountains" the items investigated were the following:

- stereotypes about "mountain" (ski domain, green area where to "escape", winter sports area...)
- relationships (real and potential) between the city and Alps, with attention to the possible perspectives of maintaining people in the mountain areas, restoring old villages, improving communications...
- respect of the Alpine culture, food and wine resources, local craft initiatives, historical and architectural venues, local traditions, fairs and folklore
- environmental issues and local economy.

Some results of that investigation are shown in the following tables (cases: 2000)

Do you think next Winter Games will be for Torino a real occasion of promotion?	
especially for Torino	29.4%
especially for the Alps, and for the "mountains", in general	14.2%
Both	48.8%
neither for Torino, nor for the Alps	6.6%

Which of the following areas can ameliorate and improve their position, due to a stronger link between Alps and Torino?	
especially Torino	28.0%
especially the Alps	15.0%
Both	51.3%
neither Torino, nor the Alps	4.0%
no answers	1.7%

If you should define a rank of possible facilities or policies, in order to improve and promote the Mountains, which of the following items would you choose?	
improving logistics and communication system	44.3%
touristic and cultural facilities	41.6%
environmental protection	57.8%
restoring and promoting old abbeys, forts, museums, churches	44.8%
restoring old villages	24.2%
improving local agricultural economy	21.0%
protecting the local culture, folklore, handcraft traditions	27.0%
No answers	2.3%

### 2.3. Some conclusions

In the history of Mega Events, there are different examples of failures and success.

- In Lillehammer 1994 and in Sydney 2000 the green associations have been included in the decision process, and obtained that a ratio of the total budget amount had to be used to restore the environment
- In Barcelona 1992 a greater participation of groups and associations was legitimated, and this participation helped the local municipality in defining step by step some decisions; this participation can be considered a good practice, realized in the concrete planning process, and the Games have been built and managed in a functional link with a long lasting plan of urban regeneration
- In Switzerland and in Aosta Valley (Italy) some local referendum became an obstacle, an handicap, against the attempts of the local organizing committee to participate to the international bidding competition to obtain the nomination for winter olympic games
- In Torino a special committee was appointed, with the participation of the representatives of the Municipality, the Provincia, the Regione, one Valley Municipality (Sestriere), Torino

Organizing Committee (TOROC), Agenzia (responsible for public works) and the central national government; the committee should plan and share the responsibility for every decision, but the political differentiations between these actors are very strong, and hinder or delay the decision process itself

- In Torino a new special committee is planned; it should link together all the actors (including 18 local municipalities, and many other institutions) creating a network for information, data bank and social indicators, administrative acts; it should share all the decisions that deal with organizing the Games and planning the Olympic legacy.
- But this committee is only planned, and at June 2004 is not working.
- In the literature of the Games some research consider the experience of mutual collaboration between municipalities, associations, institutions, organizing committees, as one of the possible Olympic legacies; but, after the Games ended, the situation in general comes back to the previous conditions. Probably, the only example of good practices realized, and continued, is the Barcelona case.

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