



**BRINGING  
THE WORLD  
TO TORONTO**

A Report from the Mayor's Advisory Panel  
on International Hosting Opportunities



Photo Credit: CBC, New Year's Eve, Nathan Phillips Square, 2015.

PANEL ON INTERNATIONAL HOSTING OPPORTUNITIES



# BRINGING THE WORLD TO TORONTO

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# FOREWORD

Toronto has a special place on the world stage. It is an international hub of creativity in performance and visual arts, with among the most active live performance and exhibition scenes found anywhere.

It is the economic centre of a resilient and dynamic national economy, characterized by ideas and businesses with cross-border reach and global ambitions. There are few, if any, global cities with comparable cultural diversity. Toronto is a place that countless ethno-cultural communities call home. And we are one of North America's great sports towns, with extraordinary homegrown talent and state-of-the-art facilities serving both high performance athletes and local neighbourhoods alike.

Let's acknowledge those strengths at the outset.

When we talk about international event hosting we're not arguing that Toronto needs an Olympic Games, World Expo, FIFA World Cup, Art Biennale or any of the other international draws in music, culture, trade or sport. Despite having the challenges of any major metropolis, Toronto – both as a city and region – is already a “world class” place to live, work and play.

We don't need and should not undertake international event hosting in order to affirm our sense of ourselves or to show that we belong aside London, Tokyo or Los Angeles in the

opinion of our global peers. Nor, frankly, should we use it as the sole excuse to build vital infrastructure for the residents and businesses that call Toronto home. There are better ways to secure those investments.

That being said, there is something special about playing host to the world and coming together in a moment of collective celebration of nations and neighbourhoods. This is understood by anyone who attended the TORONTO 2015 Pan Am / Parapan Am Games last summer, WorldPride Festival in 2014 or has experienced the Caribbean Festival, the Toronto International Film Festival, or the multitude of international events occurring across Toronto each year. The benefits and legacies of event hosting – for a neighbourhood, a city and a country – can be positive and long lasting.

After the success of the Games last summer, we were not surprised by the enthusiasm that many (though not all) residents in the region had for a potential 2024 Olympic bid. We also understand why the City decided not to proceed with a bid this time around. Hosting an event like the Olympics is a national undertaking involving all orders of government, businesses, civic organizations and citizens from across the region and beyond. Quite simply there was not enough time for all the work that needed to be done for a bid due early next year.

Instead, the Mayor asked Torontonians to pause and reflect on the experience of the past year and consider their priorities and expectations for our city's future. He asked us, serving as the Mayor's Advisory Panel on International Hosting, to speak with Torontonians

Photo Credit: OTMPC, Luminato, 2013.

and provide advice on how and when international events should be pursued in the future. Over the past three months, working with City staff and a range of community stakeholders, that is what we did.

What you have before you is our final report, *Bringing the World to Toronto*, which summarizes the results of our work.

What this report seeks to do is determine whether there are future international hosting opportunities for the City and the region to consider (the short answer is yes), if major international events can be pursued in a way that creates broadly-shared benefits while responsibly managing costs and risks (yes, with careful management) and how the City, with its partners, should go about pursuing future hosting opportunities.

We want to thank all the community stakeholders and members of Council that gave generously of their time to engage with us and share their thoughts on our assignment. We also want to thank the staff team, in particular Scott Pennington and Amy Agulay in the City Manager's Office, for providing the support necessary to deliver this report.

We look forward to engaging with you as you consider our recommendations.

**There is something special about playing host to the world and coming together in a moment of collective celebration.**



**Gord Nixon**



**Sevaun Palvetzian**



**Saäd Rafi**



Photo Credit: Pride Toronto, World Pride Toronto Pride Parade, 2014.

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A photograph of the Toronto skyline at dusk. The sky is a gradient of blue and orange. The city lights are on, and the CN Tower is prominent on the right side. The text is overlaid on the left side of the image.

**There is much for  
Toronto to consider  
in pursuing future  
international events.**



# Executive SUMMARY

Whether we are talking about major international events such as the WorldPride Festival in 2014, the TORONTO 2015 Pan Am / Parapan Am Games or the many festivals that draw hundreds of thousands of visitors here each year, Toronto has demonstrated that it has the passion, talent and assets to be a world class venue.

But does this mean that the City of Toronto and its partners should pursue more – and perhaps larger – international events in the future?

Hosting major international events – an Olympic Games, a World Expo or the many other events that link global communities in the arts, culture, trade, sport and innovation – can provide significant benefits for a host city and region. These events can act as drivers of tourism and economic activity; raise a city's global profile; advance various social, cultural

and health objectives; and bring together communities in a unique moment of celebration and engagement. When led by strong government partnership and a responsible investment plan, event hosting can also accelerate meaningful investments in housing, transportation and civic infrastructure.

But planning and hosting major events also involves substantial public costs, significant financial and operational risks and potentially difficult trade-offs for host cities and regions.

There is much for Toronto to consider in pursuing future international events. Therefore, as a response to the public enthusiasm arising from the TORONTO 2015 Games and to provide careful thought towards hosting costs and benefits, Mayor John Tory formed the Mayor's Advisory Panel on International Hosting Opportunities last fall. The Mayor asked us, the members of the Panel, to consult with members of the public and report back with specific recommendations for future event hosting in Toronto. Our report, "Bringing the World to Toronto," represents the result of this work.

## WHAT WE HEARD

In engaging with dozens of individuals and organizations across Toronto, as well as City Councillors, we heard a range of perspectives on international event hosting which were thoughtful, honest and often passionate. Stakeholders see the value and opportunity of international events, but want to ensure that we do it the “right way” for Toronto.

Obviously, the “right way” means different things to different individuals, but there were some common themes that we heard and which guided us in forming our advice and recommendations in this report:

- **Hosting international events needs to align with a city's long-term aspirations and priorities**
- **Hosting needs to be done in a responsible, accountable and cost-effective way**
- **The City must be able to support event hosting without negatively impacting the other services it provides**
- **The community wants to be engaged from the earliest stages of event planning**
- **International events should tell the story of who we are as a city and region**
- **International events need to be built on a forward-looking vision of the city**



## INTERNATIONAL HOSTING OPPORTUNITIES & STRATEGIES

We also spoke with stakeholders about the types of events that they want to see in Toronto. There is substantial attention and interest in the most high-profile international “mega events” such as the Olympic Games, World Exposition Fair (“World Expo”) and FIFA World Cup. Toronto could potentially be a great host to one of these events if it has the right infrastructure and resources in place and a responsible investment plan that benefits the local community.

Additionally, while mega events generate a unique level of exposure and excitement, the community also urged us to focus attention on a range of other international events such as major arts and culture festivals, athletic championships, conferences focused on trade, innovation and various global issues and other events that bridge global communities. The cumulative impact of hosting a range of these events over a period of time may actually match or exceed the benefits of a mega event – at a more modest cost. We provide a summary of some of these “global community events” in the report.

We were also reminded about the significant success that we have had in seeding major international events right here in Toronto – the Toronto International Film Festival being the most well-known example – and the City should continue to work with other partners to develop a strategic approach to fostering and expanding these homegrown international successes in the future.



## HOSTING PRINCIPLES

Although our report identifies some of the hosting opportunities that the City and its partners may want to consider, it was not our role to decide which of these events, in particular, are right for Toronto right now. Those decisions properly rest with the elected members of City Council and the staff responsible for advising them.

What we have provided in this report is a foundation for the City and its partners to consider future hosting opportunities. We describe a professional approach to major event hosting and evaluation that is accountable to the interest of all Torontonians. Based on our consultations and evaluation of past hosting experiences in Toronto and other jurisdictions, we define five Hosting Principles as follows:

1. Start from a Position of Strength
2. Optimize Toronto as a Host City and Region
3. Advance Key City Building Priorities
4. Responsibly Manage Hosting Costs, Resources and Risks
5. Generate Benefits and Legacies for All Torontonians

## PANEL'S RECOMMENDATIONS

Finally, we know that these principles will mean little if they are not supported by concerted actions by the City and its partners to give them effect. As such we have made what we believe to be five sensible and reasonable recommendations for action to create a solid foundation for international event hosting in Toronto and the surrounding region. These include specific steps recommended to be taken by the City as follows:

### **Recommendation 1:**

The City adopt hosting principles to evaluate current event hosting opportunities

### **Recommendation 2:**

The City adopt a long-term policy for hosting major international events

### **Recommendation 3:**

The City identify dedicated resources for the planning and evaluation of international events

We have also delivered a call to action to the Province of Ontario, the Government of Canada and other municipalities and agencies in Southern Ontario. The City cannot undertake this endeavour on its own. We therefore recommend that:

### **Recommendation 4:**

The City, Province and other municipalities and agencies establish a new hosting partnership and/or process so that the Toronto region is competitive in pursuing international events

### **Recommendation 5:**

All three orders of government commit to a predictable approach to support international events in Southern Ontario and other major urban regions in Canada



Photo Credit: FIFA, Fifa World Cup, Brazil, 2014.

# 1 INTRODUCTION

## BACKGROUND

Toronto is no stranger to hosting the world. Over the past 15 years, our city and region have held some of the largest and most memorable international events in Canada – World Youth Day in 2002, the SARS Benefit Concert in 2003, the International Indian Film Academy Awards in 2011, WorldPride in 2014, the TORONTO 2015 Pan Am / Parapan Am Games and just weeks ago, the NBA All Star Game.

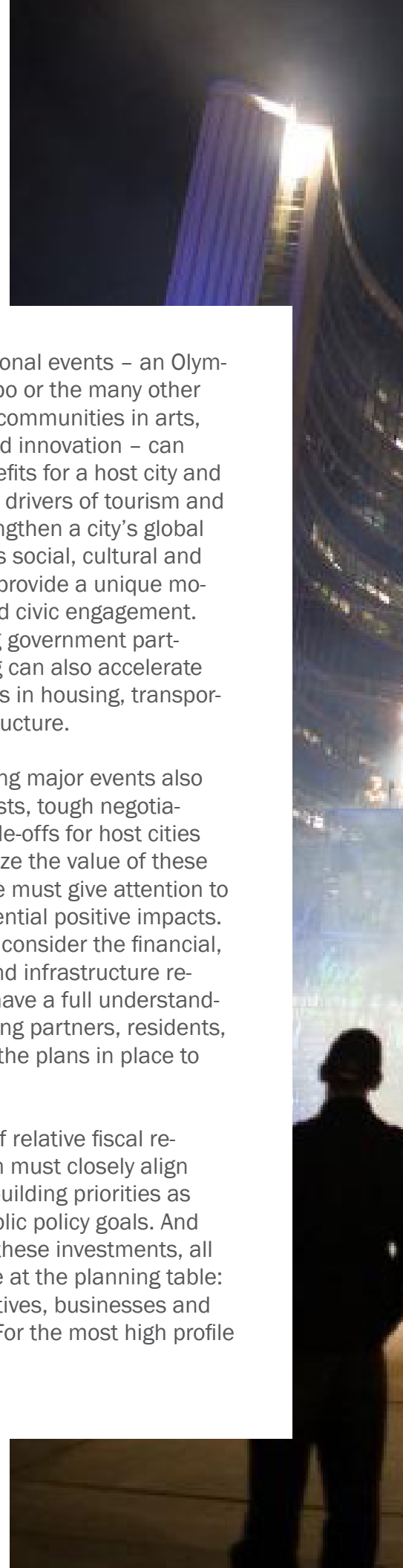
This is in addition to the homegrown major international events that Toronto hosts each year, including the Caribbean Carnival and the Toronto International Film Festival.


In the wake of the Games last summer, a significant event for both our city and region, many have raised the question: what comes next? Toronto has clearly demonstrated that it has the passion, talent and assets to be a world class venue. But does this mean that the City and its partners should pursue more – and perhaps larger – international events in the future?

Hosting major international events – an Olympic Games, a World Expo or the many other events that link global communities in arts, culture, trade, sport and innovation – can provide significant benefits for a host city and region. They can act as drivers of tourism and economic activity; strengthen a city's global profile; advance various social, cultural and health objectives; and provide a unique moment of celebration and civic engagement. And when led by strong government partnerships, event hosting can also accelerate meaningful investments in housing, transportation and civic infrastructure.

But planning and hosting major events also involves substantial costs, tough negotiations and potential trade-offs for host cities and regions. To maximize the value of these events to the public, we must give attention to more than just the potential positive impacts. We must also carefully consider the financial, operational, security and infrastructure requirements. We must have a full understanding of the risks to funding partners, residents, and businesses – and the plans in place to address them.

Moreover, in a period of relative fiscal restraint, hosting an event must closely align with key strategic city building priorities as well as the broader public policy goals. And to ensure the value of these investments, all stakeholders should be at the planning table: community representatives, businesses and government partners. For the most high profile





and expensive international events – Olympic Games, FIFA World Cup and Expo – early commitment from the provincial and federal governments is more than just a “nice to have” – it is essential to a successful bid.

There is much for Toronto to consider in pursuing future international events. Therefore, as a response to the public enthusiasm arising from the TORONTO 2015 Games and to provide careful thought towards hosting costs and benefits, Mayor John Tory formed the Mayor’s Advisory Panel on International Hosting Opportunities last fall. The Mayor asked us, the members of the Panel, to go out and consult with members of the public and report back with specific recommendations for future event hosting in Toronto. The report you have before represents the results of this work.

## CURRENT CONTEXT

There is no shortage of experience and expertise within the region for planning and executing successful international events. But what has often been lacking is consensus or strategic direction for how, when and what opportunities should be pursued. When the City and its partners have given consideration to hosting international events in the past, this work has mostly done in a reactive and ad hoc fashion. Because these events arise only periodically (and often unpredictably) there has not been much reason to develop a consistent, methodical approach to evaluation or planning that carries forward from one event to the next.

As a result, major event planning has often been undertaken with a significant degree of uncertainty, a lack of sufficient early coordination and limited resolve from all partners. It’s not surprising then that, as we’ve seen with some unsuccessful or unrealized bids in the past, they failed to capture full public support (as in the case of the 2008 Olympic bid) or

necessary commitment from a government partner (for the 2015 World Expo). Through the principles and recommendations, our report will help the City and its partners to address these challenges and, hopefully, professionalize the process for major event bidding and hosting in Toronto and the region.

## MANDATE

The Mayor asked the Panel to report back with recommendations for a strategic approach to major event hosting that can guide the bidding and hosting activity of the City and its partners into the future.

Specifically, the Mayor identified four questions that he wanted to have answered:

1. What are the benefits and risks to Toronto in bidding for and hosting international events?
2. What key city-building objectives can be served or advanced through pursuit of international events?
3. What international events should Toronto give consideration to hosting?
4. What needs to be done to ensure Toronto can succeed in pursuing international events?

These four questions have guided our work and consultations with Councillors and community stakeholders.



# Responsibly managing costs and risks, advancing key city building priorities and ensuring benefits and legacies for all Torontonians.

Photo Credit: OTMPC, AGO, 2012.

## THE REPORT

This report summarizes the findings and recommendations from countless hours of work and many consultations conducted over the past months. It is intended to support and inform the Mayor and City Council in their consideration of future international hosting opportunities.

In the following section, What We Heard, we describe the consultations we conducted with a diverse range of stakeholders and their views on the types of events that Toronto should pursue, and their expectations for how these events can be hosted to create the greatest benefit for Toronto.

In section three, we provide a high level summary of the international events that are likely to be under consideration by the City over the coming years. These include events that are well known and have previously been considered by Council (“mega events” such as the Olympic Games, FIFA World Cup and the World Expo), as well as those events which may have a more targeted audience or lesser profile. In addition to specific events, we also identify some of the strategic approaches taken by other jurisdictions to attract and promote major special events.

In section four we identify five key “Hosting Principles” to support the City and its partners in evaluating and deciding how to pursue future hosting opportunities. These principles encompass a range of considerations that should be looked at before committing any public resources (financial or otherwise) to a bid or hosting opportunity. These principles relate to key considerations at the bidding and concept development stage, positioning Toronto as the best host city and region in the world, responsibly managing costs and risks, advancing key city building priorities and ensuring benefits and legacies for all Torontonians. At the end of the section we provide a “Bidding and Hosting Checklist” to support the City and its partners to put these principles into action when evaluating a specific hosting opportunity.

In the final section of the report, we provide a summary of some key actions that the City and other partners can take to create a strong foundation to proactively pursue future hosting opportunities. We identify five recommendations related to the principles in this report, the need for a hosting policy and dedicated resources to support it, a new regional partnership and agreement among all orders of government to create a predictable approach to supporting major international events in the Toronto region and beyond.

# 2

## What We HEARD

Over the past few months, we had the opportunity to engage with a diverse cross-section of Toronto and regional stakeholders. Through a series of consultation sessions, we heard from Torontonians about their interests, concerns and priorities when it comes to hosting major events.

We spoke with dozens of individuals and organizations across Toronto, including civic organizations, social agencies, cultural institutions, business leaders, city builders and residents, including newcomers. We also reached out and spoke with City Council members representing communities across Toronto.

A summary of those involved in community consultations is provided at the end of this report.

Not unexpectedly, we heard a diverse array of views about Toronto as a host city: from the types of events we should pursue – whether related to culture and the arts, sports, innovation and industry or the environment – to the specific ways in which these events should be planned, delivered and leveraged to benefit Toronto. We are grateful for the level of interest and insight that Torontonians brought to our work. (And, once again, we thank everyone that took the time engage with us.)

What we heard in common, from the most vocal event boosters to the critics, was a simple, consistent message: “Yes, we recognize Toronto is a great host city; yes, we want to continue to invite the world to experience it; but, we want to ensure we do it the right way for Toronto.”

Obviously the “right way” means different things to different stakeholders, but there were some consistent themes that we heard. These observations inform everything that follows in this report.

### **Hosting international events needs to align with Toronto’s long-term aspirations and priorities**

This was an expectation that we heard over and over. If we are going to dedicate significant public resources to hosting international events, if new infrastructure is to be built or other investments are going to be made, they must serve broader city building aims, not come at their expense.

We know what our most pressing priorities are in the region today – whether it is helping people across the city move with ease, building more affordable housing, fixing our aging infrastructure or creating jobs, economic growth and opportunity for all – they have been affirmed time and again by the Mayor, Councillors and other civic leaders. And there are no shortage of other important issues just waiting for a platform like a major event to attract new exposure, investment and support.

We heard how the TORONTO 2015 Games achieved broad city and region building aims through the construction and upgrading of much-needed sport infrastructure and the creation of a new mixed-income community in the West Don Lands. In the latter case, the community development plans had long been in the works; the Games simply provided a rationale to finally get them done at least a decade earlier than would have occurred on their own.

Although community representatives recognize that international event hosting will not be a cure-all for all our major city building needs, they expect major events to leave a worthwhile and beneficial legacy.

### **Hosting needs to be done in a responsible, accountable and cost-effective way**

Another expectation that we heard loud and clear is that no matter how great the opportunity, Torontonians are not prepared to engage in a bidding process or commit to hosting an international event unless they are certain that it is being done in a way that is responsible, cost-effective and accountable to Torontonians. None of the community members we spoke with were prepared to issue a blank cheque for event hosting. And although we are prepared to work cooperatively with international associations and rights holders, Torontonians are not prepared to compromise their interests or incur major costs unless there is a well communicated and supported rationale for doing so.

### **The City must be able to support event hosting without negatively impacting the other services it provides**

One of the reasons the TORONTO 2015 Games were widely viewed in a positive light by Toronto residents was the fact that, except for some travel delays on key Games routes, they did not negatively impact the quality of

life or day-to-day services to Torontonians. This did not happen by accident. It was the result of years of dedicated planning and coordinated funding and operational partnerships between dozens of different organizations.

The stakeholders that we spoke with indicated that while they understand that event hosting involves a significant commitment of staff time and financial and material support, these resources cannot come at the expense of normal services that Torontonians depend on. The City, working with its partners, must find ways to dedicate the additional support necessary to be an effective and responsible host.

### **The community wants to be engaged from the earliest stages of event planning**

We heard that if and when we invite the world to our city, local residents, businesses, organizations and institutions want to be front and centre in the planning committee.

This means recognizing the substantial capacities that already exist within our region for major events. A major international event will be that much stronger and locally-supported to the extent that it engages Toronto artists and producers in cultural programming, contracts with local producers and suppliers for goods and services, involves local hiring practices and skills training opportunities for disadvantaged communities.

It also means engaging with local communities and organizations early and often when developing the “hosting concept” (i.e., the vision and plan for event programming, operations and venues). In the view of some stakeholders, while such engagement has occurred and been well meaning in the past, it often comes too late in the planning process to meaningfully influence the vision for the event.

Stakeholders specifically identified “community benefit agreements” as one option to consider to ensure they are properly engaged. These are negotiated agreements between



proponents (such as developers) and community-based groups to ensure that investments made in infrastructure and development activity provide employment opportunities and other benefits to local communities.

We were also reminded that events provide a unique opportunity for community building and residents want to be involved. The degree of volunteer activity during the TORONTO 2015 Games was remarkable – 23,000 individuals in total who wanted nothing more than the opportunity to gain a few skills but, as importantly, be a part of something bigger than themselves. These opportunities should be a central part of the event hosting concept.

### **International events should tell the story of who we are as a city and a region**

As Toronto residents know, we live in one of the world's great cities. But too often, we heard, the view that we have about Toronto is not reflected in the messaging put out to the world or their understanding of what we have to offer. We may be surrounded by spectacular natural landscape, but we are also one of the most diversely cosmopolitan, culturally-rich urban regions in the world.

If and when we host major international events they should reflect our understanding of Toronto in their programming, branding and areas of focus. They should highlight our profound diversity, and the ways in which this array of cultures in Toronto come together to create a unique, cooperative bond of community. They should focus on our areas of comparative advantage: in terms of industry (such as finance, film, medical sciences and technology), cultural production and the critical mass of institutions that already exist here to form one of the great culture capitals in North America. And they should highlight all the assets of our region, from the downtown core to the vibrant communities that surround it.

### **International events need to be built on a forward-looking vision of the city**

While we heard that international events should align existing city building plans for Toronto, stakeholders were also quick to highlight the value of an event in creating a vision of the city, not as it is today but as it could be in the future.

When an event is well-managed and has the support of Torontonians, it can be used as an opportunity to demonstrate new ways of interacting with our public spaces, new ways of getting around town, new ways of taking part in the culture and life of the city.

These novel opportunities can come about in big ways and small. In the case of the TORONTO 2015 Games, we saw what could be achieved through transit enhancements and traffic measures such as HOV lanes, and how this has sparked a new discussion about long-term traffic management in the region. We also saw how the Games breathed new life into Nathan Phillips Square with ongoing, high-profile cultural programs and the now iconic TORONTO sign.

We should not miss the opportunity to use future international events to build support for ideas previously thought too difficult or ambitious for Toronto.

# 3

## International Hosting

# OPPORTUNITIES + STRATEGIES

As a part of our mandate from the Mayor, we were requested to put together a short list of hosting opportunities that the City should consider over the next 10 years.

We approached this task with an open mind. We wanted to hear from the community about what they considered as international events and what they were interested in pursuing in the future.

Through our engagement with stakeholders and experts, we heard a lot about the three events most well-known to Torontonians – the Olympic Games (Summer and Winter), World Expo and the FIFA World Cup. But we also heard about dozens of global communities and organizations related to the arts, culture, trade, sport and innovation – and the international events that bring them together. Although these “global community events” may not have the same profile of an Olympic Games or World Expo, they can also serve as a catalyst for a range of benefits for Toronto. In this section, we summarize these international events as a (very) short list for consideration by the City and its partners.

At the end of this section we identify some of the ways that other regions are strategically positioning themselves to be international event hosts and support the growth of international events from within.

### MEGA EVENTS

The first tier of events which we consider are those with extraordinarily high profile, that typically command global attention to a different host jurisdiction every four years or so. The list of these cyclical “mega events” is a short one: the Summer and Winter Olympic Games, the FIFA World Cup and, though it has had a lower profile in North America over the past few decades, the World Exposition Fair (World Expo). To this group, some scholars have also added major regional sport events such as the European Football Championship, Commonwealth Games, Asian Games and Pan Am / Parapan Am Games.

Although there is an ongoing debate about whether mega events return enough benefits to justify the level of public investments required, many cities and countries across the globe continue to see their value and aggressively pursue these hosting opportunities. Over the past 10 years, every G8 nation has bid on – and half of them have hosted – either a Summer or Winter Olympic Games. There are reasons why Toronto, after careful consideration, may want to give consideration to bidding on a mega event related to global exposure, infrastructure investment and regional economic impacts.



Photo Credit: Dailymail U.K., Shanghai World Expo, 2010.

Mega events have a singular profile on the world stage. For a Summer Olympic Games, it is 3.6 billion viewers across over 220 countries and territories.<sup>1</sup> For the FIFA World Cup it is 3.2 billion<sup>2</sup> audience reach and for the most recent World Expo in Milan it is roughly 22 million attendees over a 6 month period and 149 participating countries. There are no other international events that comes close to those numbers or impact in terms of marketing and exposure for a host jurisdiction.

Second, while there have been examples of extravagant or wasteful spending in the past, the Vancouver 2010 Winter Olympic Games and London 2012 Olympic Games are widely regarded as successful events, with significant legacy benefits for those cities – including the construction of new transportation and civic infrastructure, the development of new neighbourhoods and precincts and sports/recreation facilities. Vancouver 2010 expedited the construction of two critical transportation projects (Canada Line Rapid Transit and safety improvements to the Sea-to-Sky Highway) and a much needed upgrade and expansion to the Vancouver Convention Centre. London 2012 resulted in the regeneration of the Stratford district in East London. Mega events have the ability to uniquely catalyze and expedite new investments in urban infrastructure.

The challenge with respect to mega event infrastructure is ensuring that all facilities receiving public funding have public value, and that governments avoid investments in oversized or underused venues that do not serve the community in the long-term. Based on recent examples, we know that to host a

Summer Olympic Games a host jurisdiction likely needs a venue seating at least 80,000 to 100,000 for high demand events such as athletics and ceremonies. To host World Cup final or semi-final matches, a host jurisdiction requires venues seating at least 60,000 to 70,000. Rogers Centre, Toronto's largest spectator venue, currently has a maximum capacity of 55,000.

Third, while economic impacts are highly dependent on the quality of the hosting concept and range of other factors, there is evidence that mega events can generate significant value for a local and regional economy. Vancouver 2010 is estimated to have generated between 38,530 and 51,510 jobs and supported the creation of 1,500 new businesses in British Columbia during the lead up to and during the Games.<sup>3</sup> In the case of London 2012, it was estimated that the Games will have added £28 (\$44) billion to £41 (\$64) billion and 618,000 to 893,000 years of employment to the regional economy by 2020.<sup>4</sup>

But mega events also involve substantial costs to host jurisdictions. While they may involve a substantial revenue generation and/or contribution of funds from the governing body (for example, the International Olympic Committee provides an operating subsidy of over a billion dollars), in all cases, they also require substantial public commitments of capital funding, operational support and a range of services.

<sup>1</sup> [www.olympic.org/Documents/IOC\\_Marketing/Broadcasting/London\\_2012\\_Global\\_%20Broadcast\\_Report.pdf](http://www.olympic.org/Documents/IOC_Marketing/Broadcasting/London_2012_Global_%20Broadcast_Report.pdf)

<sup>2</sup> [www.fifa.com/worldcup/news/y=2015/m=12/news=2014-fifa-world-cuptm-reached-3-2-billion-viewers-one-billion-watched-2745519.html](http://www.fifa.com/worldcup/news/y=2015/m=12/news=2014-fifa-world-cuptm-reached-3-2-billion-viewers-one-billion-watched-2745519.html)

<sup>3</sup> [www.cfss.sites.olt.ubc.ca/files/2011/10/OGI-UBC-Post-Games-Report-2013-10-23.pdf](http://www.cfss.sites.olt.ubc.ca/files/2011/10/OGI-UBC-Post-Games-Report-2013-10-23.pdf)

<sup>4</sup> [www.gov.uk/government/publications/report-5-post-games-evaluation-meta-evaluation-of-the-impacts-and-legacy-of-the-london-2012-olympic-and-paralympic-games](http://www.gov.uk/government/publications/report-5-post-games-evaluation-meta-evaluation-of-the-impacts-and-legacy-of-the-london-2012-olympic-and-paralympic-games)

For the Vancouver 2010 Games, over half of the \$4.1 billion budget for the was funded by the Province of British Columbia and the Federal government to support Games operations and security as well as for construction of Games venues and the Olympic Village. Host municipalities were also responsible for cost-sharing capital and some operating expenses and, in the case of the City of Vancouver, providing a financial guarantee for the Olympic Village. In addition, various public infrastructure projects were undertaken in advance of the Games with funding from multiple levels of government at a cost of \$3.8 billion.

Expenses for the London 2012 Games were considerably greater, with the budget of the Olympic Development Authority, a public entity responsible for public services, Games venues, the Olympic Village and a wide range of general infrastructure projects, amounting to approximately \$14 billion.

In light of recent events, a few additional comments are worth making about one mega event in particular, the FIFA World Cup. The Panel recognizes the enthusiasm for soccer in Toronto and Canada, and the interest in pursuing a FIFA World Cup at some point in the future. However, FIFA is currently experiencing what it readily acknowledges to be a major crisis of confidence as a result of charges brought against organization officials last year. FIFA has signaled that it will make major changes to its structure and operations to make the organization more transparent and accountable. This process is likely to take some time. Therefore we would recommend that the City and its partners wait for the results of this reform activity before giving further consideration to pursuing a FIFA World Cup.

In the end, we cannot say unequivocally that, yes, Toronto should pursue an Olympic Games, a World Expo or FIFA World Cup. It is up to City Council and, perhaps more importantly, other orders of government to do their due diligence, consult with the community and decide how to proceed on that front. Later in this report we provide some suggestions and guidance on how the City should go about this work.

But we recognize that mega events can do something for Toronto that no other hosting opportunities can achieve on their own: they can capture the attention of the world, focus it on a host city and country, and leave a lasting impression that can span continents and generations. If pursued and hosted in a responsible way, an Olympic Games, a World Expo or, for that matter, a Pan Am Games, can be a monumental achievement.

### Key Takeaways for Mega Events

- Mega events have a singular profile on the world stage, in terms of global media exposure, market development and international visits.
- Mega events almost always require significant investments in infrastructure which can both be an opportunity (to catalyze investments in transportation, housing and civic infrastructure) and a risk (if public investment goes towards venues without public value).
- Mega events have the potential to create significant regional economic activity.
- Mega events attract significant revenue from sponsorship and ticket sales but also involve major public investment (measured in the billions of dollars).

## TORONTO 2015 PAN AM / PARAPAN AM GAMES

From July 10 to 26 and August 7 to 15 last summer, the City of Toronto and 14 other municipalities in Southern Ontario hosted the Pan Am / Parapan Am Games, the third largest major multi-sport event in the world (behind the Summer Olympics and the Asian Games) and the largest such event ever held in Canada. The Games were a substantial undertaking, involving years of planning by all orders of government and the TORONTO 2015 Organizing Committee. The Games involved a budget of approximately \$2.4 billion, with primary funding from the Province of Ontario and the Government of Canada.

Although a regional event does not provide the same global impact as an Olympics or FIFA World Cup, Toronto realized significant gains as a result of hosting the TORONTO 2015 Games. Scarborough now has a world class aquatic and recreation facility in the Toronto Pan Am Sports Centre; the development of the West Don Lands was accelerated by at least a decade and a brand new athletics stadium was built at York University.

There were also many lesser known legacies such as the training of 23,000 local volunteers, the creation of a continuous 84 km Pan Am Path from Etobicoke to Scarborough, the lighting of the Luminous Veil on the Bloor Street Viaduct, countless community programs and the popular TORONTO sign down at Nathan Phillips Square. For communities across Southern Ontario, the Games were a unique and positive opportunity.



## “GLOBAL COMMUNITY EVENTS” IN ARTS, CULTURE, TRADE, SPORT AND INNOVATION

The stakeholders we spoke with also identified a broad array of other international events. Although they may not have the market share or exposure of an Olympic Games, these “global community events” can individually drive significant benefits for Toronto and the surrounding region and, cumulatively, may approach their value in terms of economic impact, marketing exposure, trade opportunities – with lower expenses. Moreover these events can be used to leverage and enhance areas of local and regional strength in specific economic sectors, innovation and arts and culture.

These events engage spectators and participants across borders in the arts (such as Arts Basel, STEAM Carnival and the Operalia Competition), culture (Parliament of World Religions, TEDGlobal), trade (events organized by the Institute of International Finance, the World Trade Organization and the Mobile World Congress) and sport (FINA World Aquatic Championships, Rugby World Cup and the X Games).

Many of these events rotate among host jurisdictions on a cyclical basis and involve a formal application and/or bidding process. Toronto has had considerable experience and success in hosting these types of events. In 2002, the city hosted one of the largest Roman Catholic celebrations in the world – World Youth Day – which drew hundreds of thousands of worshippers, from 150 countries, for Papal Mass and other cultural festivities over a one-week period. One of the world’s largest South Asian film events, the International Indian Film Academy Awards was held at the Rogers Centre in 2011, with previous hosts including London, Dubai and Kuala Lumpur. More recently, our city was host to WorldPride Toronto 2014, a rotating global event that promotes lesbian, gay, bisexual, transgender and queer issues through parades, festivals and other cultural activities. Over 2 million people attended the 10 day festival (an estimated 45% were from outside

the GTA) and it has been estimated that attendees spent \$719 million. Previous hosts included London, Jerusalem and Rome and the next WorldPride events will be held in Madrid (2017) and New York City (2019).

Stakeholders also identified events that do not rotate across host jurisdictions, but indicated that they would either like to see these events emulated or pursued here in Toronto. Examples of these events such as Art Basel, which is currently held in Basel, Switzerland, Miami and Hong Kong.

The approach to hosting such events may be less structured (i.e. lacking a formal application/bidding process) and would require proactive work on the part of the local community to conduct market research, develop a concept, and properly secure intellectual property rights (if necessary).

### Key Takeaways for Global Community Events

- Provide a unique opportunity to leverage and enhance local and regional strengths in economic sectors, innovation and arts and culture
- Toronto has a proven track record in successfully hosting global community events like WorldPride, World Youth Day and the International Indian Film Academy Awards
- Do not have the scale of impact or cost of mega events

In the attached table, we have provided a (very) short list of the international events identified by various stakeholders. This list should not be considered exhaustive – there are certainly other great events that we missed. Nor did we have the time to consider the merits or challenges with each. Therefore, this list should be considered as a starting point, a broad sample of the types of events that Toronto may consider hosting, to be refined through further discussion and evaluation.

# TORONTO INTERNATIONAL FILM FESTIVAL

Toronto has experienced firsthand the growth and expansion of a major international event - the Toronto International Film Festival. TIFF began in 1976 as the "Festival of Festivals," with the objective of collecting the best films from other film festivals around the world and showing them to audiences in Toronto.

During the first year, 35,000 attendees watched 127 films from 30 countries. By 2012, those numbers had grown to feature 372 films from 72 countries. TIFF has expanded to the point that it

now attracts over 1.5 million attendees each year (more than double the next largest cultural organization, the Art Gallery of Ontario). The festival has a budget of \$38 million and involves approximately 275 staff and 2,755 volunteers.



According to an economic impact study conducted in 2010, the total economic impact of TIFF is \$97.3 million of Gross Domestic Product generated in Ontario.<sup>5</sup> TIFF is also, by far, the greatest contributor to international media exposure for Toronto abroad, representing almost 20% of total global media coverage.<sup>6</sup>

Although TIFF's success is the result of a confluence of factors – visionary leadership, a responsive international market and a dynamic and supportive local audience – it has also relied on the willing support and engagement from the City and other partners. From the City, this support comes in a variety of forms, including grant funding (TIFF is the largest cultural recipient of funding in Toronto); property tax abatements and coordinated permits for event-related road closures. Although seemingly mundane, these local supports are critical to bringing international stars and audiences to Toronto each year.

<sup>5</sup> www.omdc.on.ca/Assets/Research/Research+Reports/TIFF+Final+Economic+Impact+Report\_en.pdf

<sup>6</sup> www.toronto.ca/legdocs/mmis/2013/ex/bgrd/backgroundfile-57437.pdf

## A (VERY) SHORT LIST OF MAJOR INTERNATIONAL EVENTS

### MEGA EVENTS

**Summer & Winter Olympic Games** • [www.olympic.org](http://www.olympic.org)  
**World Expo** • [www.bie-paris.org/site/en/expos/about-expos/expo-categories/world-expos](http://www.bie-paris.org/site/en/expos/about-expos/expo-categories/world-expos)  
**FIFA World Cup** • [www.fifa.com](http://www.fifa.com)

### ARTS + CULTURE EVENTS

**Art Basel Exhibition (currently non-rotating)** • [www.artbasel.com](http://www.artbasel.com)  
**STEAM Carnival** • [www.steamcarnival.com](http://www.steamcarnival.com)  
**Operalia Competition** • [www.operaliacompetition.org](http://www.operaliacompetition.org)  
**TEDGlobal Conference (currently non-rotating)** • [www.ted.com](http://www.ted.com)  
**Parliament of the World's Religions** • [www.parliamentofreligions.org](http://www.parliamentofreligions.org)

### TRADE + INNOVATION EVENTS

**Institute of International Finance (IIF) Events** • [www.iif.com/events](http://www.iif.com/events)  
**Financial Times Events** • [www.live.ft.com](http://www.live.ft.com)  
**The Economist Events** • [www.economist.com/events-conferences/americas](http://www.economist.com/events-conferences/americas)  
**World Trade Organization Ministerial Conference** • [www.wto.org/english/thewto\\_e/minist\\_e/minist\\_e.htm](http://www.wto.org/english/thewto_e/minist_e/minist_e.htm)  
**World Bank Group Annual Meetings** • [www.imf.org/external/am](http://www.imf.org/external/am)  
**RiskMinds Conference** • [www.riskmindsinternational.com](http://www.riskmindsinternational.com)  
**Mobile World Congress** • [www.mobileworldcongress.com](http://www.mobileworldcongress.com)  
**Trustech Annual Conference** • [www.cartes.com](http://www.cartes.com)  
**ASIS International** • [www.asisonline.org/Education-Events/Global-Conferences/Pages/default.aspx](http://www.asisonline.org/Education-Events/Global-Conferences/Pages/default.aspx)  
**Retail Banker International Conference** • [www.retailbankerinternational.com/events](http://www.retailbankerinternational.com/events)

### SPORTS + ENTERTAINMENT EVENTS

**IAAF World Championships in Athletics** • [www.iaaf.org/competitions/iaaf-world-championships](http://www.iaaf.org/competitions/iaaf-world-championships)  
**FINA World Aquatics Championships** • [www.fina.org/content/17th-fina-world-championships](http://www.fina.org/content/17th-fina-world-championships)  
**Formula 1 Race (currently non-rotating)** • [www.formula1.com](http://www.formula1.com)  
**Rugby World Cup** • [www.rugbyworldcup.com](http://www.rugbyworldcup.com)  
**X Games** • [www.xgames.espn.go.com/xgames](http://www.xgames.espn.go.com/xgames)  
**NHL All-Star Game / NHL Winter Classic** • [www.nhl.com](http://www.nhl.com)  
**Major League Baseball All-Star Game** • [www.mlb.com/mlb/events/all\\_star](http://www.mlb.com/mlb/events/all_star)  
**FIBA Basketball World Cup** • [www.fiba.com](http://www.fiba.com)  
**Universiade/World University Games** • [www.fisu.net](http://www.fisu.net)  
**IIHF World U20 Championship (Hockey)** • [www.iihf.com](http://www.iihf.com)  
**Major Gaming Event such as League of Legends World Championship or Call of Duty Championship**

## HOSTING STRATEGIES FROM OTHER JURISDICTIONS

In the course of our research and conversations, we came to realize that it is not just important to consider what events you pursue or support, but the strategy – and hosting infrastructure – that underpins those efforts. Therefore, we looked at a range of other jurisdictions that have demonstrated success in international event hosting in the hopes of informing our efforts in Toronto. The common thread linking all of these strategies is straightforward: strong and active partnership leads to a competitive advantage when it comes to major event hosting.

### Vancouver, Canada – Sport Hosting Vancouver

In 2015, the City of Vancouver worked with a range of regional stakeholders to establish a strategic partnership, Sport Hosting Vancouver, to attract additional major sporting events in the wake of the 2010 Winter Olympic and Paralympic Games.

This new organization was formed in response to the perception that Vancouver lacked coordination, strategy and a funding framework for hosting marquee sporting events. As a result, the City of Vancouver and its partners have had to pursue a reactive and ad hoc approach to hosting activity.

Sport Hosting Vancouver seeks to remedy this situation by providing bid assistance and site selection, facilities and accommodation booking, event promotion, volunteer recruitment and various hosting grants.

In 2015, Vancouver City Council committed \$1 million in funding for the new organization and additional funding and in-kind support is being provided by various regional partners including the Vancouver Hotel Destination Association, Tourism Vancouver, the BC Pavilion Corporation and the University of British Columbia.

[www.sporthostingvancouver.ca](http://www.sporthostingvancouver.ca)

### Sydney, Australia – Destination NSW

Following from the success of the 2000 Sydney Olympics, New South Wales, a state roughly the size of Southern Ontario, realized that it needed to take a number of steps to ensure that its hosting legacy would be sustained and leveraged over the long term. Recognizing that a more collaborative approach was needed to compete with rivaling regions in Australia and abroad, the state merged the functions of four previously independent tourism and event hosting agencies: Tourism NSW, Events NSW, the Homebush Motor Racing Authority and the Greater Sydney Partnership.

The new organization that followed from this transformation – Destination NSW – set ambitious targets (to double expenditure within the state’s visitor economy by 2020) and has had significant success in driving new major event hosting activity.

In fact, the approach taken by New South Wales has sparked competition among other regions in the country. An official from Melbourne quipped that “New South Wales are going gangbusters,” and challenging the primacy of their own state in major event hosting.

[www.destinationnsw.com.au](http://www.destinationnsw.com.au)

### London, United Kingdom & Montréal, Canada – “Cultural Metropolis” Strategies

London’s “Cultural Metropolis” Strategy provides insight into how a city can leverage a major international event for the benefit of local cultural producers and consumers. And how that activity can lead to a meaningful regional cultural development and hosting program.

Two years before the London 2012 Olympic and Paralympic Games, the Greater London Authority committed to creating a program and strategy for cultural celebration,

*Cultural Metropolis*, to leverage and expand the impact of the Games for Londoners. Since the completion of the Games, this document has provided the vision, policy objectives and practical commitments to supporting cultural sector in London, including event development programs. In particular, attention has been paid to international market development, ensuring adequate infrastructure is in place and cutting red tape associated with performance venues and visas.

[www.london.gov.uk/what-we-do/arts-and-culture/cultural-metropolis-2014-mayors-culture-strategy-london](http://www.london.gov.uk/what-we-do/arts-and-culture/cultural-metropolis-2014-mayors-culture-strategy-london)

A similar program closer to home, “Montréal, Cultural Metropolis,” involves the governments of Canada and Québec, Ville de Montréal, the Board of Trade of Metropolitan Montréal and Culture Montréal was launched in 2007 with a 10-year action plan aimed at making Montréal as a world-class cultural region for nurturing and hosting international cultural events.

[www.ville.montreal.qc.ca/pls/portal/url/page/pa0717\\_en/accueil](http://www.ville.montreal.qc.ca/pls/portal/url/page/pa0717_en/accueil)

## ANATOMY OF A SUCCESSFUL BID: VANCOUVER 2010

The Vancouver 2010 Winter Olympic Games provide an example of the importance of early, coordinated support of all partners in launching a successful bid for a mega event.

The idea of bringing the Olympic Games to the Vancouver region was born in the late 1990s with the formation of the Vancouver Whistler Bid Society, initially supported by Tourism Vancouver, Tourism Whistler and Sport BC. The Bid Society was formed as a community effort to earn the right for the region to represent Canada and secure the 2010 Winter Olympic Games.

Following Vancouver-Whistler’s selection by the Canadian Olympic Committee (COC) as Canada’s official nominee to host the Games, a new non-profit Bid Corporation was formed in 1999, with seed funding from four partners (the COC, Province of BC, City of Vancouver and Resort Municipality of Whistler). In early 2000, the Corporation began signing corporate sponsors: more than 160 individuals and corporations committed \$12 million in cash and value-in-kind to support the bid.

The Corporation continued to refine the bid through 2000 and 2001. And, in early 2002, it received endorsement from Vancouver City Council and signed an agreement with the Government of Canada providing \$9.1 million in funding. The government simultaneously established a Federal Secretariat to provide support for the bid development. By the end of the year, the Federal Government and the Province had made more than half a billion dollars in funding commitments to the hosting concept and had signed a Multi-Party Agreement outlining the roles and responsibilities of each party in the event of selection.

In 2003, with the Bid Book submitted and Vancouver on the shortlist of candidates, the IOC Evaluation Committee conducted its official visit. In their report, the Committee highlighted the “high quality and active participation of key government officials and organizations that will be involved in staging the Games, as well as athletes, the National Olympic Committee and the First Nations (Aboriginal) representatives.” In July 2003, Vancouver was awarded the 21st Olympic Winter Games in 2010.





# 4 Hosting PRINCIPLES

When we talk about international hosting opportunities, we are not simply considering the question of what events, but how we want to move forward as a (potential) host.

Both in this section and the next one (recommendations) we have sought to lay the groundwork for Toronto and its partners as it evaluates and potentially pursues some of the opportunities identified earlier.

In this section, drawing from the perspective of a range of stakeholders, we identify five key “Hosting Principles” to inform the City’s evaluation and planning for future events.

**The five Hosting Principles are:**

1. Start from a position of strength
2. Optimize Toronto as a host city and region
3. Advance key city building priorities
4. Responsibly manage hosting costs, resources and risks
5. Generate benefits and legacies for all Torontonians

We describe these principles in further detail below, along with key supporting elements for each. These principles are not intended to be overly prescriptive, but rather ensure the City includes a range of considerations when making a decision about hosting in the future.

We view these principles as being the basis for the City’s decision-making around when to support a bid and what level of support to provide. These principles may be used for the purposes of evaluating a proposal for a bid in which the City is expected to provide some level of commitment or guarantee (financial, legal or otherwise), provide institutional resources or political support.

As such we expect that, if adopted, these principles will provide direction to City Council, divisions, other orders of government and/or civic organizations that serve as a bid/event organizer or proponent. They should inform both the development of the bid materials and the overall hosting concept.

At the end of this section, we provide some observations and a “checklist” to help the City and its partners put these principles into action for future bids.

## Stages of Bidding and Hosting Activity

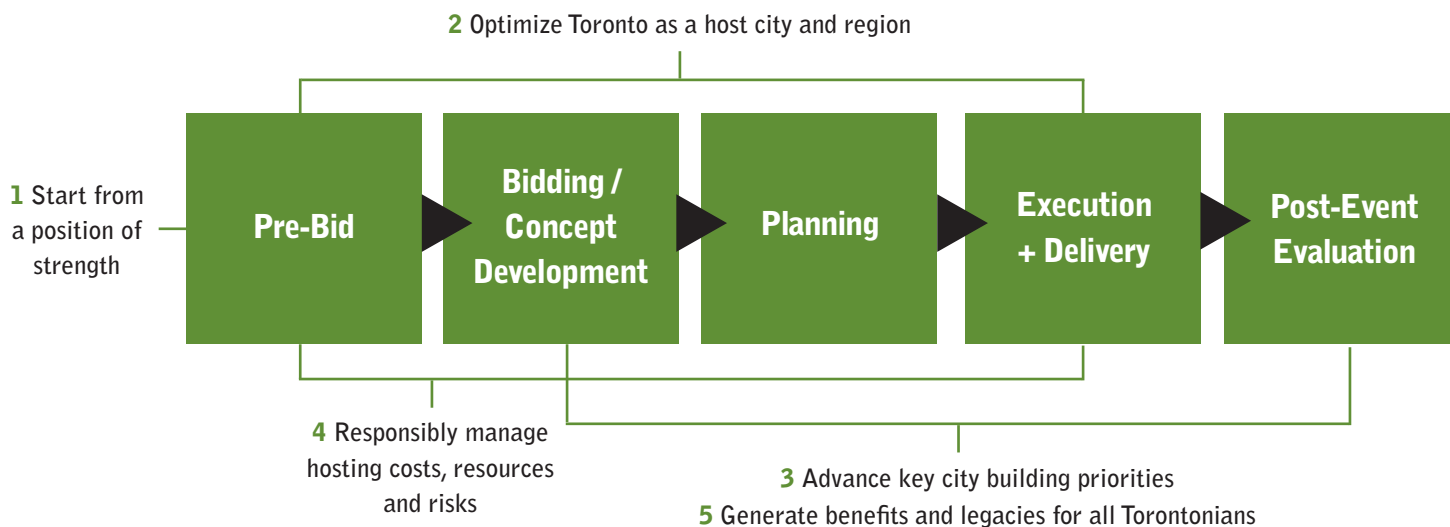
To a certain extent, these principles can be treated sequentially. As you can see in the chart on the following page, they loosely correspond, in some cases in overlapping ways, with the various stages that a jurisdiction goes through to host a major international event. It starts with the Pre-Bid stage, during which a host jurisdiction lays the groundwork for bidding and hosting activity by identifying key partnerships, areas of strategic alignment, funding and promotional support for a potential bid(s). In the Bidding / Concept Development stage, a host jurisdiction has committed to pursuing a hosting opportunity and commits resources to developing a concept and, if required, submitting a bid to the

rights holder. Planning and Execution & Delivery for a major event involves a dedicated organizing function (e.g., an Organizing Committee) and substantial commitment from hosting partners in the form of funding and staff resources. Post-Event Evaluation is the final stage, which allows hosting partners to measure and reflect on the value of the investments, approach and assumptions that supported planning and execution of an event.

We recognize that as you look further down the road (for example to event execution and

delivery) there may be greater uncertainty about operational details, funding and likely risks and benefits. As a result, a proponent may rely more on plans and experience to inform the City and its partners about how these aspects of the hosting concept will live up to the hosting principles outlined in this document. Despite this uncertainty, the proponent should provide confidence that the bid and hosting concept will uphold all five hosting principles before the City makes a decision whether to provide support.

## Stages for Hosting International Events



### 1 START FROM A POSITION OF STRENGTH

At the very earliest stages of bidding and/or planning a major international event, a prospective host must undertake a significant amount of work to develop a robust hosting concept, negotiate with and lobby the rights holder, communicate with and address the concerns of local constituencies, rally the support of business and government. In some situations, this work is undertaken without knowing for sure that an event will even be awarded to that particular city, region or country.

Given this uncertainty, before any commitments are made to proceed, the City and its partners should focus first on those aspects of

a bid that can be determined with some degree of confidence. The City should only support a bid that has proper support and involvement of all necessary government partners, businesses and the community. This means ensuring that the bid (and hosting concept) is properly funded, agreements are in place, the right partners are around the table and the interest of the community are represented. This is critical from a competitive bidding perspective as rights holders are increasingly placing emphasis on the robust and reliable government partnership when evaluating hosting proposals.

This also means having a thorough understanding of the bidding and hosting requirements of the rights holder, and ensuring these align with the interests of Torontonians.

## Government Partnership

No matter who takes the lead in developing a bid or planning for event, if it is of a certain scale, there will likely be a need for government support and investment. Even local events, such as the Toronto International Film Festival or the Toronto Caribbean Festival, rely on substantial government support in terms of coordinating road closures, public services such as waste management and policing and, often, grant funding to support organizing activity.

As the scale of the event gets larger, the need for public sector involvement increases. In the case of the TORONTO 2015 Games, all three orders of government – the City, the Province of Ontario and the Government of Canada – were partners in funding and delivering. The Province was responsible for funding and underwriting the Organizing Committee budget as well as other operating expenses, the federal government made significant contributions to the capital program and the City was responsible for cost-sharing local capital projects and making discretionary investments in community and cultural programming. The requirements for an Olympic Games and other major international events are no different – government partnership is the foundation of successful bidding and hosting activity.

As such, the nature of the partnership – this is to say, “who does what?” – must be among the first issues resolved before deciding whether to proceed with a bid. Some of the key considerations that need to be addressed are as follows:

- Funding for a bid on a major international event should be cost-shared by all orders of government
- If required, financial guarantees for event hosting should be provided by the order of government(s) with corresponding fiscal capacity.
- All orders of government should be prepared to be proactively engaged coordination and support for event hosting activity.
- The terms of the partnership should be outlined in writing well before a bid is submitted.

## Corporate Support

Corporate support for a major event comes in a variety of forms, including financial sponsorship, in-kind contributions of materials, expertise and other resources, broadcasting, marketing and other forms of involvement. Involvement by Toronto’s business community in a major event will be fundamental to its sustainability and success. Government cannot be the sole support for a bid and hosting concept; business must be at the table with support for a bid and hosting costs.

For some events, corporate involvement will likely already be in place or relatively easy to attract. This is the case for established events with global profile such as the Olympic Games or FIFA World Cup. For other events, it will require that the proponent demonstrate the “value proposition” of a hosting opportunity to potential corporate funders, whether it’s in terms of potential market exposure, trade and commerce opportunities, opportunities to bid for supply contracts and other benefits.

In all cases, corporate support must be vigorously pursued, but in a way that is ethical and ensures integrity in hosting activity, from start to finish.

Hosting partners also need to maintain realistic expectations for what corporate support will be – in most cases, corporations will undertake the same due diligence analysis of a sponsorship opportunity that a host jurisdiction will for public sector investments.

## Community Engagement

While the governments and the business community will be the primary funders, the support and engagement of local neighbourhoods and community stakeholders is the most important consideration for determining the value and, ultimately, the viability of a bid for a major event. As such, the proponent must have a plan to meaningfully involve Torontonians and other impacted constituencies in first determining whether the opportunity provides sufficient benefits for the

community and then developing a responsive implementation plan. As with any other major city building project, the community must be provided with the opportunity to comment on and influence the bid and hosting concept from the earliest stages, before any conclusive decisions are made. We encourage the use of a range of outreach and engagement methods including consultation and information sessions, targeted outreach to key community stakeholders, social and traditional media campaigns, surveys, etc.

### Understanding the Bid Process and Hosting Requirements

We've highlighted the three parties that will be integral to the development of a bid and hosting concept – government, business community and the public. But what is missing from this picture are the rights holders that will ultimately determine whether or not a bid is successful (e.g., the IOC, Bureau of International Exhibitions, and FIFA). Each of these organizations operates according to their own criteria and interests, which may or may not always be comparable or compatible with those at the local level.

As such, the City and its partners must work to understand the requirements of bidding and hosting – legally, financially, and in terms of services to be provided. Ultimately, the values and expectations of the rights holder and/or the event organizer must align with the interests of Torontonians.

## 2 OPTIMIZE TORONTO AS A HOST CITY AND REGION

The competition to host an international event is strong and the challenges associated with delivering on a winning bid are even greater. In order for Toronto to optimize its chance for success as a host city and a region, while effectively responding to the interests and concerns of the public, it must have a responsible financial plan, strong hosting capacity, the right leadership team and an approach which engages partners from across the region.

### Leverage Our Strengths

A host jurisdiction is in a much stronger position, from an event planning perspective, if it can leverage existing capacity to deliver an event (i.e., does not have to rely too greatly on imported expertise, new infrastructure investments, etc.) This reduces uncertainty in planning and execution. The City, government partners and corporate and community stakeholders must work together to ensure that Toronto, as a city and region, has the institutional capacity, expertise and partnerships necessary to successfully bid for and host a major international event.

### Strong and Diverse Leadership

Although the strength and viability of an event will be determined by the hosting concept and the personnel and resources committed to implementing it, it is absolutely essential that it is represented by a strong leadership team. Leadership includes political support, the organizing committee and government agencies with a role in implementation.

The leadership team needs to be able to speak to the interests of dozens of different constituencies, both local and abroad. It needs to be able to effectively champion Toronto's interests with the rights holder and their delegates, through the bidding process and in attracting sponsorship and other forms of involvement and support. The leadership team also needs to be able to speak to the



Photo Credit: Olympic.org, 125th IOC Session, Buenos Aires, 2013.



interests and concerns of local communities. As such, it is important that the leadership team represents the diversity of Toronto.

### Regional Approach

The City of Toronto exists within a large, vital and interconnected region of over 6 million residents. Although it may seem that the City, and in particular, downtown, commands the majority of attention and investment related to major events, we recognize that there is tremendous opportunity and value to ensuring that involvement is extended out to all jurisdictions in the GTA. We also recognize that when Toronto acts as the locus for hosting major events, the impact can extend well beyond the city limits.

We witnessed this firsthand with the TORONTO 2015 Games, which involved 14 host municipalities, in addition to the City of Toronto. In fact some of the most important infrastructure legacies of the Games were realized outside of Toronto. The strength of Toronto as a host jurisdiction does not arise from the City alone, it is in large part a function of the size and strength of the region. This should be reflected in the plans for future events.

## 3 ADVANCE KEY CITY BUILDING PRIORITIES

Hosting an international event provides a meaningful opportunity to catalyze and accelerate investments in much needed city infrastructure – from transportation to housing to community development, ranging from neighbourhood planning to new recreational facilities. This capital planning should be undertaken in partnership between various stakeholders (e.g., governments, universities, community groups) and with an eye towards legacy use, above all else.

### Transportation Infrastructure

From a city building perspective, arguably the most important part of a hosting concept for a major event is the transportation plan. For most events, quick and reliable travel between different venues, sites and points of entry, is a critical requirement. In some cases this can be accommodated through temporary traffic measures, in others it requires new infrastructure investments. In the case of the Vancouver 2010 Olympics, two major (and much needed) infrastructure projects were undertaken: the Canada Line rapid transit (at a cost of \$2.1 billion), connecting Richmond/YVR Airport to downtown and the Sea-to-Sky Highway modernization project (\$796 million). A major event should accelerate the opportunity for the City and other partners to invest in needed transportation infrastructure in Toronto.

### Civic Infrastructure

Hosting a major event provides the opportunity to pursue a range of different community development investments, from new sports and recreation facilities to the servicing and development of entirely new neighbourhoods. We've already noted that public investment should not be used for facilities without significant public value. The natural extension of that principle is that any new facilities or precincts built as a part of a hosting concept should be well-integrated into the fabric of Toronto, improve quality of life and provide new

opportunities for growth and development. In the case of the TORONTO 2015 Games, the Athletes' Village in the West Don Lands and the Toronto Pan Am Sports Centre on the University of Toronto Scarborough (UTSC) campus, represent positive examples of civic infrastructure investment, developed as a part of major event, but serving a long-term community purpose.

### Affordable Housing

Like most major cities, Toronto faces an acute shortage of rental and affordable housing stock. The City should take advantage of every opportunity available to advance plans for new affordable housing stock in Toronto. Hosting major events should coalesce political support and attract funding from both public and private sources for the rapid development of new housing stock. For sporting events that require the construction of an athletes' village or other temporary accommodations – such as the Olympic Games – housing and, in particular, affordable housing can be an important part of the infrastructure legacy. For example, the development of the West Don Lands, spurred by the need for a temporary Pan Am Athletes' Village will, when completed, involve 6,000 new residences, including 1,200 affordable homes.

Where there is a need to build accommodation as a part of a hosting concept, government partners and event organizers should set forth an ambitious target for the development of affordable housing.

### Partnership-based Approach to Development

Infrastructure is one of the greatest expenses of event hosting and, as such, the cost of development should be borne by all orders of government and, wherever possible, in partnership with local institutions (e.g., universities and colleges, non-profit organizations, hospitals, etc.). We recognize the success of the partnership model during the TORONTO 2015 Games with the development of the Athletes' Village and in the construction of more than a dozen venues across the region.

One of the most important examples of this partnership is the Toronto Pan Am Sports Centre in Scarborough. This facility, jointly built and operated by the City of Toronto and UTSC, with funding from the Government of Canada, is already one of the most important legacies of the Pan Am Games. This is due in part to the fact that it is a world class aquatic and athletic facility – doubling the number of Olympic-sized pools in Toronto from two to four and serving as the home for a range of national-level competitive sports organizations, but also because the operating partnership between the City and UTSC will ensure that the value of the facility is shared by both the university community and local neighbourhoods for years to come.

## 4 RESPONSIBLY MANAGE HOSTING COSTS, RESOURCES AND RISKS

Just as hosting an international event can create significant opportunities for Toronto we also know it can present risks. As such, the City and its partners must take steps to minimize financial exposure and mitigate for other risks associated with international events such as disruptions to businesses, productivity, and commuters, as well as security issues.

### Transparent Public Investment

Opposition to major event hosting primarily revolves around the perception that investments in major events do not provide sufficient or meaningful returns to local communities to justify their expense. Therefore, it is integral that the City work with its government partners to develop a responsible funding plan which ensure that all expenditures, from bidding to hosting an international event, are predictable, have public value and advance key city building priorities.

## Measurable Results

The City and its partners should commit time and resources to measure and evaluate the impact of major events. A robust evaluation program should be considered as a requirement when preparing a bid or developing a hosting concept, so that we can make informed judgements regarding their success and benefit. We should move towards a system whereby the city can measure and justify the value of these events with specific criteria including, but not limited to, economic impact, job creation, service disruptions and other impacts.

## Designated Resources

As noted earlier in this report, the TORONTO 2015 Games were the result of years of dedicated planning and coordinated funding and operational partnerships between dozens of different organizations. This involved substantial commitment of resources – including staff time, financial and material resources – by the City and its partners. The work required to successfully deliver a major international event, especially a mega event like an Olympic Games, cannot be tacked on to existing duties. Therefore, when making decisions about whether to pursue a major international event, Councillors and others need to be prepared to commit to appropriate, dedicated resources.

## Effective Cost Controls

Irrespective of how a major event is funded, the budget should be subject to considerable checks and balances in terms of how much and in what areas money is spent. Because a major event is likely to involve a substantial direct or indirect contribution of public dollars, the need for strong cost controls and public reporting is that much more critical. This is also to be a key factor in determining the level of support among residents and politicians – no one is willing to offer a blank cheque to deliver an event, no matter what the promised benefits may be.

Therefore, when evaluating a hosting opportunity, the City should give thorough consideration to the financial plan and ensure that

from start to finish there are mechanisms in place to ensure transparency and accountability for all expenditures.

## Minimize Disruptions

It is inevitable that hosting a major event will, for a period of time, impact the daily life of Torontonians and the city's deployment of staff resources. Whether it is the implementation of temporary traffic measures, the influx of tourists or suspended public access to facilities or areas of the city required for hosting activity. On balance however, and with effective planning and coordination among partners, any disruptions should be minimized and justifiable. In particular, planners must take steps to avoid unnecessary traffic disruptions – and where necessary, they should be undertaken in a way that minimizes inconvenience or provides workable alternative options for commuters. There should also be a focus on avoiding negative impacts to businesses. Although these impacts are likely to be localized (e.g., for businesses around venues), steps should be taken to address the concerns and issues as soon as possible. And finally, where hosting activity may impact residents' access to services – for example, if a recreation centre is used for hosting activity – this should be communicated as early as possible with steps to address community concerns.

## Sensible Approach to Event Security

One of the primary considerations of major event planning today is the security plan. A major international event, no matter where it is held, is a moment of high alert for our public safety units. We recognize that it is critical that all necessary steps be taken to ensure that event venues are secure and participants, and that officials and the public at large are made to feel safe.

At the same time we recognize that public safety is a large (and growing) cost driver for hosting major events today. We therefore encourage a balanced approach to security that takes in to consideration actual (rather than perceived) requirements, optimizes the use of existing resources and where possible without compromising the quality of service, pursues cost saving measures.

## 5 GENERATE BENEFITS AND LEGACIES FOR ALL TORONTONIANS

Generating and sustaining public support for an international event will depend on event planners and their partners articulating and delivering a hosting vision that has a wide range of benefits for local communities across Toronto. These benefits should be considered broadly in terms of actions that can impact the economic, social, recreational, environmental and cultural life of Toronto neighbourhoods. They should also be considered in terms of what can be delivered before the event is staged, during execution or simply by bidding, but not necessarily securing the rights to stage or host an event. Moreover, the awarding bodies of international events have placed great importance on durable legacies for local stakeholders when evaluating bids and hosting concepts.

Some of the key elements that should be addressed in a host concept are as follows:

### Employment Opportunities

Hosting a major event can result in substantial job creation in the lead up to and during the event. These jobs will range from various roles with the organizing body to skilled trades required for infrastructure development. The challenge facing governments and event organizers is ensuring that these opportunities are shared with communities within Toronto, including new arrivals, and they result in meaningful skills development to contribute to long-term employment growth and opportunity.

### Economic Impacts

Major international events can, if done properly, generate economic benefits through the influx of public investment, sponsorship dollars, rights holder contributions (temporary and long-term) employment, service and construction contracts and increased tourism activity. The City and its partners must make sure

they are prepared to capture the full benefit of these events. They should be aligned with existing sector and business development strategies in the city and region. The event should also be considered as a unique opportunity to strengthen economic linkages – through investment, trade and dialogue – across international boundaries.

### Environmental Stewardship

A hosting concept should take a responsible and forward-looking approach to environmental stewardship. On the one hand, the hosting concept should minimize the negative environmental impacts of new infrastructure development, operational plans and event-related transportation activity. An event should also be viewed as an opportunity to advance and showcase various environmental initiatives in Toronto such as the naturalization of the mouth of the Don River, green energy initiatives, alternate modes of transportation, innovative construction practices and other innovations.

### Social and Neighbourhood Equity

The benefits of event hosting are greatly enhanced when they are shared by neighbourhoods across the city. All communities in the city, especially those that are traditionally marginalized or disadvantaged, should feel invested in the opportunities and legacies created by an event. In part this should be achieved by including communities in the planning for the event, by making it accessible (in a broad sense) and by ensuring that no one is displaced or disadvantaged as a result of hosting.

It also means ensuring that investments are made to broaden the focus from merely the core areas or activity so that communities across the city and spectrum of income levels feel engaged and are able to participate. Major events should help to strengthen the social fabric of Toronto. These benefits should, to the extent possible, be articulated in binding terms through community benefit agreements with community-based groups.



## Promote Health and Recreation

Event hosting, particularly those that have a sports or recreation component, can provide a singular moment to change the habits and routines of local residents towards healthy and active choices. This is likely to be achieved through a combination of infrastructure investments, marketing and communications and other program investments. For the TORONTO 2015 Games, a range of healthy and active living programs and investments were implemented: from the 84 km Pan Am Path, active transportation initiatives, as well as various other health and recreation programs created by the City and its partners.

## Engage Toronto's Diversity

We live in one of the most culturally rich and diverse regions on the planet. It is therefore natural that if Toronto seeks to host the world for a major international event, it should showcase these cultural communities and assets. These communities should also feel meaningfully engaged in planning and setting the priorities for an event.

## Celebrate Canada

A major event such as an Olympic Games or a World Expo is never a purely local affair. It is an opportunity for a city, a province and indeed a country to come together and celebrate its pride as a nation. This needs to be understood and reflected in the programming and messaging around major events in Toronto.

## A Legacy-Based Approach

It is important that planning for the longer-term legacy of an event be undertaken at the same time as the event itself. This means establishing, from the start, a structure or organization with the responsibility for implementing the legacy program. A legacy program for an event should be guided by effective leadership and implemented with dedicated resources and skills.

## Putting the Hosting Principles into Action

We recognize that as with any major endeavour, elements of a bid or hosting concept are likely to change and evolve over time. However it is important that before the City or its partners commit significant funding, staff or other resources to pursuing a hosting opportunity that it gives proper consideration to the various aspects – both benefits and risks – of a hosting opportunity. The foregoing principles are intended to support the fact-finding, dialogue and evaluation of a hosting opportunity.

This work should be undertaken as early in the process as possible. It certainly must be completed before any firm commitments are made by the City towards a bid submission or hosting responsibilities.

These principles are intended to be guideposts for success. They should be viewed in general terms and applied in a way that is responsive to the particular circumstances of a bid and event.

On the following page, we have put together a Bidding and Hosting Checklist which the City and its partners can use to “operationalize” these principles and evaluate opportunities as they arise.



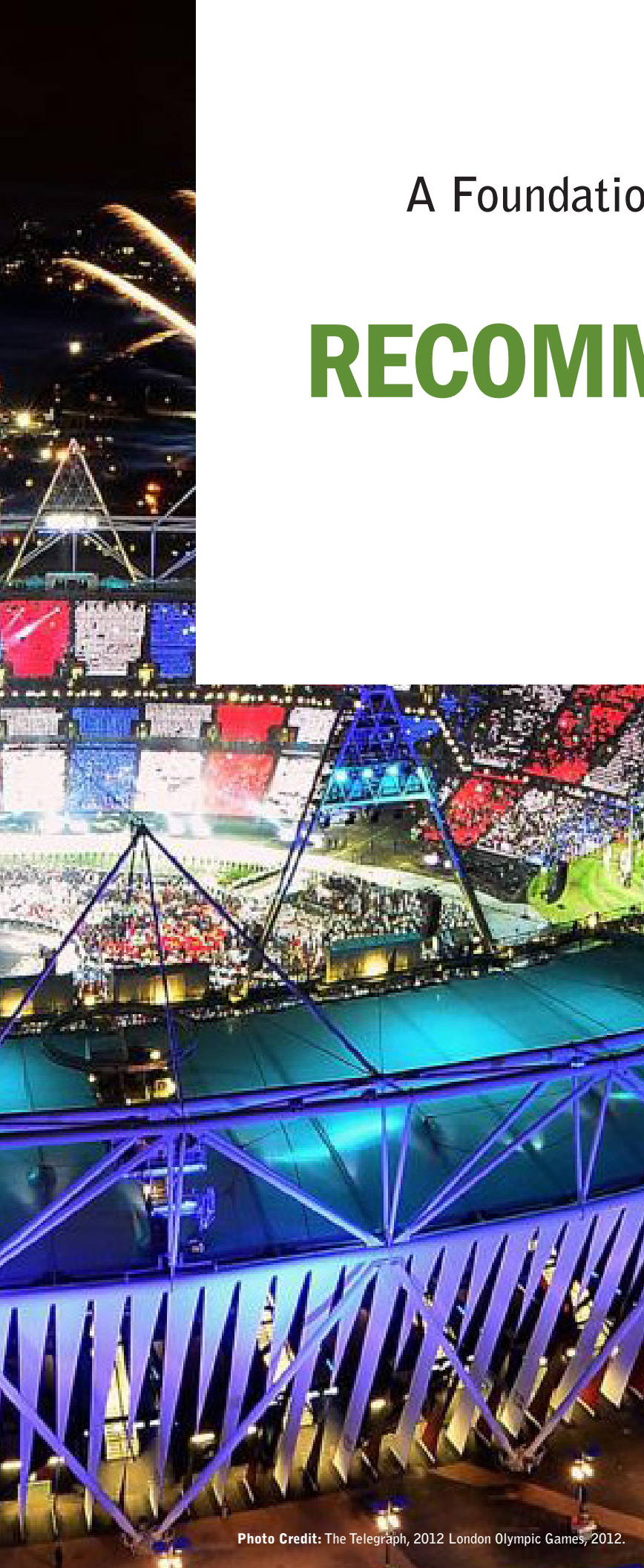
Photo Credit: Business Insider, Art Basel, Miami, 2013.

# THE PANEL'S BIDDING & HOSTING CHECKLIST

1 START FROM A POSITION OF STRENGTH	STRONG	MEDIUM	WEAK
Does the event have the necessary support of government partners?	<input type="checkbox"/> Yes, All partners have pledged support	<input type="checkbox"/> Yes with conditions, or likely but not yet fully approved	<input type="checkbox"/> No or limited government support
Does the event have the necessary support and commitments from Toronto's corporate community?	<input type="checkbox"/> Equal or primary funder for bid/event	<input type="checkbox"/> Secondary funder for bid/event	<input type="checkbox"/> No corporate support yet found
Does the event engage the local community in a meaningful way and respond to their interests and concerns?	<input type="checkbox"/> Actively engaged through a range of strategies	<input type="checkbox"/> Engaged in a limited way with plans for more	<input type="checkbox"/> No community engagement to date
Is there a high degree of confidence in the success of a bid?	<input type="checkbox"/> Understand process, strong concept and confident of success	<input type="checkbox"/> Understand process but uncertain about success	<input type="checkbox"/> Lack of clarity about process and no certainty of success
2 OPTIMIZE TORONTO AS A HOST CITY AND REGION	STRONG	MEDIUM	WEAK
Do the investments in both the bid and hosting concept have public value?	<input type="checkbox"/> Both the bid and event, if awarded will have public value	<input type="checkbox"/> Only the hosting concept has public value	<input type="checkbox"/> Neither has public value
Is the event built on (i) existing capacity, (ii) strong/diverse leadership and (iii) a regionally-coordinated approach?	<input type="checkbox"/> Achieves all three aims	<input type="checkbox"/> Achieves one or two aims	<input type="checkbox"/> Achieves no aims
3 ADVANCE KEY CITY BUILDING PRIORITIES	STRONG	MEDIUM	WEAK
Will the event advance key city building priorities such as transportation infrastructure, community development and/or affordable housing?	<input type="checkbox"/> Achieves two or three city building objectives	<input type="checkbox"/> Achieves one or two city building objectives	<input type="checkbox"/> Achieves no city building objectives
4 RESPONSIBLY MANAGE HOSTING COSTS, RESOURCES AND RISKS	STRONG	MEDIUM	WEAK
Do the City and its partners have confidence that they can manage costs/resources and avoid or mitigate for risks associated with hosting the event?	<input type="checkbox"/> Plans are in place to ensure all costs and risks are well managed	<input type="checkbox"/> Plans are in place, but one or more risks have yet to be resolved or addressed	<input type="checkbox"/> No plans currently in place
5 GENERATE BENEFITS AND LEGACIES FOR ALL TORONTONIANS	STRONG	MEDIUM	WEAK
Will the event generate broadly shared benefits and will it leave a meaningful legacy for local communities after the event has ended?	<input type="checkbox"/> Will deliver a broad range of benefits and will leave positive long-term legacies for communities across Toronto	<input type="checkbox"/> There will be some benefits but these are likely short-term or focused on a specific community or stakeholder group	<input type="checkbox"/> No meaningful community benefits or legacies

# 5

## A Foundation for Successful Hosting: **THE PANEL'S RECOMMENDATIONS**



In this report we have identified a range of considerations for the City and its partners related to hosting international events. We have highlighted the international hosting opportunities that exist out there and some of the strategies that other jurisdictions have used to attract them. We have also worked with community stakeholders to identify hosting principles to guide decision-making when evaluating and planning for international events in Toronto.

However, we recognize that the observations and advice that we have provided in these pages will mean little without specific follow-up actions. The City and its partners need to give them effect through sound policy, dedicated funding and targeted investments, ongoing dialogue and strong partnership.

The recommendations that we describe in this section are focused on professionalizing the process for hosting major events. This means getting away from what is typically a one-off or politicized approach to event hosting and, instead, building a process that involves greater predictability, transparency and supports evidence-based decision-making.

As we have highlighted throughout this report, this means careful consideration of what is required, from start to finish, to successfully host an international event. At the beginning of section four we described the five stages of hosting: Pre-Bid, Bid and Concept Development, Planning, Execution & Delivery, Post-Event Evaluation. If a prospective host city fails to ensure sufficient attention or investment at each stage of the process, there is little chance for success. Too often a weak bid or, even worse, a poorly-executed event is attributable to inadequate planning or unreliable support in advance.

Therefore, in describing our recommendations, we also pay attention to their timing, with particular emphasis on the early stages of the hosting process.

In the rest of this section we describe our five key recommendations for action by the City and its partners to best position Toronto to pursue and host international events in the future.

Our mandate was to provide guidance to the Mayor and Council and, as such, we have identified specific steps that the City should take to be the best possible host jurisdiction and actively and responsibly pursue future hosting opportunities. Specifically, we recommend that:

1. The City adopt hosting principles to evaluate current event hosting opportunities
2. The City adopt a long-term policy for major international events
3. The City identify dedicated resources for the planning and evaluation of international events

But as we've described throughout this report, Toronto cannot be alone in this undertaking. So along with the City, we are delivering a call to action to the Province of Ontario, the Government of Canada and other municipalities and agencies in Southern Ontario. We recommend that:

4. The City, Province and other municipalities and agencies establish a new hosting partnership and/or process so that the Toronto region is competitive in pursuing international events
5. All three orders of government commit to a predictable approach to support international events in Southern Ontario and other major urban regions in Canada

Throughout our consultations we heard that the community wants and needs to be engaged in major event hosting but, ultimately, it is up to the City, the Province and the Federal Government to create “the foundation for successful hosting.” We believe that these recommended actions are an important start in building such a foundation.



# **1** **RECOMMENDATION:** The City adopt hosting principles to evaluate current event hosting opportunities

Our first recommendation is for the City to adopt the five “hosting principles” outlined in this report in considering current and future hosting opportunities. These principles are intended to help decision-makers identify the opportunities and risks with a particular opportunity and provide guidance to the City and its partners to optimize their chance for success in bidding and hosting major international events. These principles should be in place before the City makes any decisions regarding the commitment of resources to hosting opportunities (i.e., the Pre-Bid phase).

We do not intend these principles to be rigid in terms of language or format. However, we believe that these principles capture, to a great extent, the views of the stakeholders with whom we consulted and should therefore be reflected in any decision-making around international events in the short term.

To help put these principles into action we developed a “bidding and hosting checklist” in the previous section. We encourage the City to use, update and refine this tool as appropriate. We hope that this content will be of some use in evaluating hosting opportunities, such as a World Expo, that come before Council in the future.

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# **2** **RECOMMENDATION:** The City adopt a long-term policy for hosting major international events

In order to support the City to both evaluate opportunities as they arise but also proactively pursue events in the future, we recommend that the City adopt a policy for hosting major international events in Toronto. This policy will make clear for Torontonians a long-range vision for major events that reflects their priorities and aspirations, including many of the principles described in this report. By incorporating clear guidelines and evaluation criteria, this policy will ensure more consistent and transparent decision-making for event hosting opportunities that arise within the next few months, years or into future terms of Council.

Although City staff and Council will be responsible for crafting the details of this policy, we

hope that at a minimum it will identify (1) the specific terms and process under which exceptional support – whether it is funding, staff time and/or other contributions – will be provided by the City; (2) the expectations for and evaluation of community benefits and public investments; and (3) the ways in which the public will be engaged in planning and decision-making around major events.

It is important that this policy be in place before major work is undertaken on developing a bid or hosting concept which is conditional on major City or partner support. Therefore, we recommend that City Council adopt this policy as soon as possible.

# 3

## RECOMMENDATION:

### The City identify dedicated resources for the planning and evaluation of international events

Along with the development of an international event hosting strategy, we recommend that the City identify dedicated financial and staff resources for hosting activity. One of the challenges that we have identified with past hosting activity is the fact that, in many ways, the City has had to start from square one every time a hosting opportunity arises. As a result, a significant amount of time (and resource) is expended just to get started on planning and evaluation. In our view, it is important that major event hosting has a natural home at the City and is supported by reliable financial resources.

In making this recommendation we recognize that the City faces considerable budget pressures and in a period of fiscal restraint there will be limited ability to take on new funding responsibilities. As such, we would recommend that, wherever possible, the City leverage the existing resources at its disposal. For example, the City could make use of the Major Special Event Reserve Fund, which Council established during the Pan Am / Parapan Am Games, as an ongoing tool to support the evaluation, development and promotion of international events in Toronto.

Council should also ensure that the reserve fund is topped up with regular contributions and an appropriate revenue source. In the

short term this means maintaining an adequate balance through City surplus funds (as recommended by staff). In the longer term, this means identifying new sources of funding and revenue, particularly those that unlock the economic value of tourism in the city. If the City commits financial resources to the hosting of major events it should, at least in part, be in a position to recover some of that investment through the resulting economic activity.

By putting these modest, reliable resources in place, the City will be better able to take a deliberate and proactive approach to major event hosting activity.

It is also our view that by signalling this support, the City will be in a position to unlock support from others with a stake in major events – including governmental, civic and corporate partners. If the City lays the groundwork for bidding and promotional activity, this will send a strong signal to other partners that may see the value of international events but are unsure about how to maximize and protect their investment. For example, a corporate partner may be more responsive to supporting capacity to pursue a range of international events, with demonstrable performance measures, than providing a blank cheque for a bid with a limited chance for success.



# 4

## RECOMMENDATION:

The City, Province and other municipalities and agencies establish a new hosting partnership and/or process so that the Toronto region is competitive in pursuing international events

In the course of writing this report we have had the opportunity to look at other cities and regions across the globe – potential competitors to Toronto in hosting international events – and examine how they pursue international events. What we realize is that, when compared to the leading jurisdictions at home and abroad we are falling behind.

This is not for lack of assets or expertise – on that front we compete with the best regions of the world. It is because we have not yet established the types of regional partnerships and processes that can truly unlock the hosting potential that exists within the Greater Toronto Area and beyond. Whether it is in hosting sport, arts and culture or trade events, there is a considerable “value add” to incorporating the natural beauty, the cultural heritage and diverse communities across Southern Ontario and beyond. By engaging in promotion and planning for these events from an early stage, communities outside Toronto can ensure that they realize full benefit as a hosting partner for major events.

Therefore, we are calling on the City to work with Ministry of Tourism, Culture and Sport; the Ontario Tourism Marketing Partnership Corporation; Tourism Toronto and surrounding Regional Tourism Organizations; as well as other municipalities and agencies in Southern Ontario to create a new regional partnership and/or process that leverages the existing capacity of these organizations and focuses on concerted promotion and development of international hosting opportunities.

This recommendation may be realized in a variety of different ways: (1) through a regional “Hosting Charter” which outlines a shared set of principles for major events; (2) through a formal process by which regional partners will communicate and support the development of bids or hosting opportunities as they arise; or (3) through the creation of a new regional “International Event Hosting and Promotion” entity, either as a part of an existing organization or through capacity borrowed from a range of organizations. The last option would provide dedicated capacity to strategically pursue major events, promote the regional capacity of the Greater Toronto Area and potentially fund and develop hosting opportunities. It would likewise require funding commitments from the City and other partners.

Earlier in this report we identified some innovative approaches in other jurisdictions that should guide our region in creating greater institutional capacity for event hosting – Sport Hosting Vancouver and Destination NSW being two primary examples. In the case of the Sport Hosting Vancouver established last year, the City of Vancouver led the way with an investment of \$1 million, with the intention of putting Vancouver region at the front of the pack in pursuing major international sporting events. We hope that the City, the Province and other partners will give full consideration to these and other promising examples from our peer regions.

# 5

## RECOMMENDATION:

### All three orders of government commit to a predictable approach to support international events in Southern Ontario and other major urban regions in Canada

Our final recommendation relates to a challenge that we increasingly understand to be at the heart of major event hosting in Toronto and the rest of the region. Namely, how do you bring all orders of government to the table to provide necessary support in a cooperative and predictable fashion?

We know that terms under which governments will support major events, cannot be determined on a strictly case-by-case basis. We have heard from various stakeholders in the community, from civic organizations to businesses, they cannot plan or commit to support a major event unless they know the stance of all government partners or, at least, their process for evaluation and decision-making. Unless there is some degree of certainty about how all orders of government will be involved, it becomes very challenging – if not impossible – for any individual organization to take a responsible and proactive approach to event hosting.

Those who wish to bring international events to the region, need to understand who will be responsible for funding operations, capital and public services associated with event hosting; who will bear any related financial liabilities, and who will provide operational support for security and transportation as well as the range of other public contributions to hosting a major event.

Therefore, we strongly recommend that the Province of Ontario and the Government of Canada work with local municipalities to create a more predictable approach to hosting international events in Southern Ontario. We suggest that rather than privilege our own region, this approach could be used as a model for other major urban regions in the country with hosting aspirations.

As a part of this recommendation we call on the Province and federal governments to

update and clarify their existing policies to describe the types of financial support that they will provide for major events (e.g., with respect to major capital expenditures, operations and financial guarantees), as well as the terms for providing these commitments.

We are also urging governments to establish clear timelines for the submission and evaluation of proposals to ensure that decisions are made and appropriate commitments are provided well in advance of bid deadlines. We recognize that before making any commitments, all partners need to do their due diligence and evaluate the merits and value of investment in a hosting opportunity. And this work takes some time. So we are not advocating that government partners move too quickly or cut corners. But the current uncertainty around process and timing can endanger even the most thoroughly developed hosting concept. Therefore, the Province and federal government should make clear (I) what is expected in terms of a business case and (II) the timeline for submission and evaluation to ensure commitments are in place well in advance of bid deadlines.

Finally, in the interest of intergovernmental cooperation, we recommend the creation of a new forum or roundtable, involving all orders of government, to support discussion and negotiations related to international hosting opportunities. Such a venue will provide an opportunity for governments to address individual concerns and to proactively pursue international events – as a matter of common public interest before any political negotiation or posturing takes place.

We strongly believe that meaningful and collaborative dialogue is a prerequisite for Toronto and the rest of the country to achieve its potential as a host city, region and country.





# COMMUNITY CONSULTATION LIST

AECOM  
Aga Khan Museum  
Atkinson Foundation  
Borden Ladner Gervais LLP  
Canadian Opera Company  
CanStage  
Citizens for the Arts  
CivicAction DiverseCity Fellows  
Coca-Cola Limited  
Deloitte Canada  
Dragados  
EllisDon  
Forum Equity Partners  
Institute for Canadian Citizenship  
– Roundtable with New Canadians  
KPMG  
LafargeHolcim Inc Canada  
Local 27, The Carpenters' Union  
Luminato  
Maple Leaf Sports & Entertainment, Ltd.  
Metcalf Foundation  
Metro Toronto Convention Centre  
Metrolinx  
Porter Airlines  
Pride Toronto  
RBC  
Retail Council of Canada  
Royal Conservatory  
Royal Ontario Museum  
Scotiabank  
SNC-Lavalin  
Sodexo  
Soul Pepper Theatre  
TELUS Corporation  
Ten Thousand Coffees  
Toronto Financial Services Alliance  
Toronto Foundation  
Toronto International Film Festival  
Toronto Real Estate Board  
Toronto Region Board of Trade  
Toronto Region Board of Trade  
– Young Professionals Network  
Toronto Regional Employment (TRIEC)  
Toronto Symphony Orchestra  
TORQUEST  
Tourism Toronto  
University of Toronto  
UPS Canada  
Waterfront Business Improvement Area  
Waterfront Toronto  
Woodgreen Community Services





