For discussion on 17 December 2010

Legislative Council Panel on Home Affairs

Bid to host the 2023 Asian Games

PURPOSE

This paper seeks Members' comments on the projected financial and economic implications of hosting the 2023 Asian Games and the Asian Para Games in Hong Kong (the Games). It is estimated that the direct total cost of staging the Games will be in the order of **\$6 billion** at the current price level, made up of the required operating cost and capital cost.

BACKGROUND

- 2. On 25 June 2010, the Government issued a letter in support of the Sports Federation and Olympic Committee of Hong Kong, China (SF&OC)'s submission of a "letter of intent" to the Olympic Council of Asia (OCA) with the proviso that the Government's decision on the bid would be subject to the results of public consultation. The Administration launched a public consultation exercise in September 2010 to gauge the public's views on whether Hong Kong should bid to host the 2023 Asian Games. The consultation period ended on 1 December 2010. The Administration briefed the Legislative Council (LegCo) Panel on Home Affairs on the public consultation exercise on 10 December 2010.
- 3. At its meeting on 14 December 2010, the Executive Council advised that the Government should, in support of the submission of a formal bid by the SF&OC to the OCA to host the 2023 Asian Games in Hong Kong, proceed to seek the in principle acceptance by the LegCo Finance Committee of the financial implications of hosting the Games. A LegCo Brief was issued on the even date (ref. HAB/R&SD/4038-1-55-6), which sets out the Government's position, and different concerns and arguments in relation to hosting the Games in Hong Kong.

The Bidding Process

4. In September 2010, the SF&OC received a set of documents (the bid file) containing, inter alia, the requirements for compilation of the formal bid to host the 2023 Asian Games. An outline of the contents of the bid file is at Annex A. The candidature city has to provide information on 23 "themes" which explain how the city will organize the Games according to OCA requirements. After receipt of the candidature file, the OCA will send an evaluation team to Hong Kong to assess our capability of hosting the Games. The OCA has set a deadline of 15 February 2011 for the submission of a formal bid for the right to host the 2019 and 2023 Asian Games. According to OCA, election of the hosting cities for the 2019 and 2023 Asian Games is scheduled for July 2011.

Asian Para Games

5. It has been the practice for the city hosting the Asian Games to stage the Asian Para Games as well. The Hong Kong Paralympic Committee & Sports Association for the Physically Disabled will also make a bid to the Asian Paralympic Committee to host the 2023 Asian Para Games. If Hong Kong wins the bid for both the Asian Games and the Asian Para Games, the latter will be held a few weeks after the Asian Games. The Asian Para Games will involve some 5 500 participants over a period of about eight days. The facilities provided for the Asian Games will be used for these Games, with some minor modifications.

Athletes' Accommodation

6. In addition to hosting the Games, the host city has to provide accommodation for the 11 000 athletes and officials taking part in the event. The choice of the site for the Athletes' Village needs to take account of the location of sports venues for the Games and the convenience of transportation to them. The Village will comprise 3 000 air-conditioned units to cater for about 11 000 participants and officials. Each unit will be comfortably furnished with modern facilities in the bedrooms, bathroom and kitchen. The Village hub will be self-contained with restaurants and canteens providing a wide variety of national cuisine, convenience stores, banks, and places of worship, etc. Other facilities include an International Media Centre and a Polyclinic. A transport pool will be located in the Village to provide service for resident athletes and officials.

7. The Government is considering several options on how best we can provide an Athletes' Village. Since the formal bid document does not require details of the Athletes' Village, our intention is simply to make a commitment in our bidding document that we will provide an Athletes' Village that will meet the required standards of the OCA.

FINANCIAL IMPLICATIONS

Overview

8. To provide a better assessment of the financial and economic impacts if Hong Kong were to host the 2023 Asian Games, we have engaged a consultancy firm to undertake a study. The study has provided a detailed description and assessment of both the revenues and expenditure involved.

Projected Expenditure

9. According to the consultant's estimation, the operating cost of running the Games under the base case scenario would approximately amount to \$3.7 billion at the current price level, broken down as follows –

(a) Asian Games	Low case (\$ million)	Base case (\$ million)	High case (\$ million)
(i) Human resources	615	684	752
(ii) Information technology ¹	264	304	344
(iii) Village and catering ²	299	327	356

¹ This includes the provision of hardware, software, network services and venue technology to support the Games operations. The costs associated with broadcast (e.g. production, distribution and facilities costs) are featured in item (xi) "Broadcast".

² Village operation includes temporary construction costs and operations for a fully serviced medical centre, a dedicated dining hall which could accommodate some 2 500 athletes and officials in one sitting and other ancillary facilities, and reinstatement costs after the Games.

(iv) (v)	Venue sports ever Finance and administration	(Low case \$ million) 190 101	Base case (\$ million) 211 110	High case (\$ million) 233 120
(vi)	Transport		74	98	122
(vii)	Commercial		135	151	166
(viii) Ceremonies		133	148	163
(ix)	Security		94	104	115
(x)	Volunteers		37	41	45
(xi)	Broadcast		513	570	627
(xii)	Bid-related expenditure ⁴		280	309	338
(xiii) Contingency at	10%	274	306	338
	Sub	-total	3 009	3 363	3 719
(b) As	ian Para Games				
(i)	Asian Para Gam	nes	274	306	338
(ii)	Contingency@1	0%	27	31	34
	Sub	-total	301	337	372
A mor	e detailed note	Total of the	3 310 individual	3 700 items of t	4 091 the estimated

³ The venue sports events costs include the hiring charges for commercial venues and sporting equipment etc. Venue fitting out costs such as temporary seating and overlay costs are featured separately under direct capital cost.

⁴ This includes the expenses payable to the Olympic Council of Asia (OCA) for the application and hosting fees, promotional campaign, marketing programme and bid preparation cost. In addition, VIP hospitality (e.g. flight and accommodation) should be provided for some 1 515 guests, comprising OCA Executive Board Members, Standing Committee Members, International Olympic Committee Members, OCA staff, judges and referees, medical and anti-doping supporting staff, as well as three delegates per National Olympic Committee (NOC) (total 45 NOCs) before and during the Games in accordance with the OCA constitution.

expenditure is at Annex B.

Projected Revenue

10. Part of the operational costs could be offset by the sale of tickets, merchandising and sponsorships. According to the consultant, the ballpark estimate of such income under the base case scenario would amount to \$777 **million** at the current price level, broken down as follows –

	Items	Low case (\$ million)	Base case (\$ million)	High case (\$ million)
(a)	Net sponsorship income ⁵	562	624	687
(b)	Net ticket sales income ⁶	68	84	90
(c)	Net merchandising income ⁷	37	42	46
(d)	Other income ⁸	24	27	30
	Total ⁹	<u>691</u>	<u>777</u>	<u>853</u>

A more detailed note of the individual items of the projected revenue is at **Annex C**.

⁵ According to the OCA constitution, 33% of the income after commission to the marketing agent should be given to OCA as contribution. The figures shown are the net income after deducting contributions to OCA.

⁶ According to the bidding questionnaire provided by OCA, 25% of the ticketing revenue will be reserved for distribution to the Asian Federations by OCA. The figures shown are the net income after deducting contributions to OCA.

⁷ According to the OCA constitution, 33% of the net profit from merchandising should be given to OCA as contribution. The figures shown are the net income after deducting contributions to OCA.

⁸ Other income may include sales of stamps and commemoration coins.

⁹ According to the bidding questionnaire provided by OCA, 100% of the television income should be given to OCA as contribution.

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Direct capital cost

In addition to meeting the operational cost of running the Asian Games, we would need to incur capital cost to provide suitable venues for staging the Games. As we will not proceed with the original proposal to upgrade three proposed indoor sports centres in Yuen Long, Tai Po and Sha Tin (such upgrading works were estimated to cost \$8.5 billion with an estimated additional recurrent cost of \$15.6 million per annum), the direct capital cost has been reduced from the original estimate of \$10.5 billion to some **\$2.25 billion**¹⁰ at the current price level. This \$2.25 billion will be used for overlay works to existing Government and non-Government facilities. There will be no additional recurrent cost arising from the overlay works.

Indirect capital cost

- Apart from the \$2.25 billion direct capital cost for overlay works, we would need to proceed with / bring forward the construction and redevelopment of eight sports facilities, within the required timeframe of hosting the Asian Games in 2023. These projects, which will be required to cater for the long term needs of the community with or without the Asian Games, are estimated to cost about \$30.17 billion at the current price level. Of these projects, by far the most significant is the proposed Multi-purpose Stadium Complex (MPSC) at Kai Tak, which is estimated to cost approximately \$19.7 billion at the current price level. A list of these projects is at Annex D.
- 13. Before a formal bid is submitted for the Asian Games, we will seek LegCo Finance Committee's acceptance in principle of the financial implications involved. Should Hong Kong's bid be successful, we will seek Finance Committee's formal approval of the operating expenditure involved. As for the direct and indirect capital costs for these projects set out in paragraphs 11 and 12, we will go through the established funding procedures of seeking the approval of the Public Works Subcommittee (PWSC) / Finance Committee.

¹⁰ The overlay allowance is a budgetary allowance to cover the temporary provisions such as temporary seating, media works area, temporary toilets and changing rooms, venue dressing, signage etc. required by 41 competition venues including the hired venues and proposed venues in neighbouring cities. Based on the cost of previous projects and events such as the 2009 East Asian Games, an average allowance of \$30 million to \$50 million is reserved for each competition venue to be held in an outdoor or indoor facility. For events with higher spectator capacity or in hired venues, additional reserve is allowed.

Money-of-the-day prices

14. According to the practice adopted in seeking Finance Committee's acceptance in principle of the financial implications of Hong Kong hosting the Fifth East Asian Games in 2009 (ref. FCR(2003-04)42), the financial implications were illustrated at the then current price level only. Money-of-the-day (MOD) prices were then illustrated when a particular project (e.g. Tseung Kwan O Sports Ground) was submitted for PWSC / Finance Committee's formal funding approval. In the light of Members' wish to note the MOD prices of the financial implications of hosting the Asian Games in 2023, the following estimates are set for Members' reference –

Item	Estimated MOD prices
(a) Projected Expenditure under the base case scenario	\$4.98 billion
(b) Projected Revenue under the base case scenario	\$1.02 billion
(c) Direct capital cost	\$4.33 billion
(d) Total indirect capital cost for eight sports facilities	\$45.84 billion

- 15. In calculating the MOD prices for the projected expenditure and revenue, the consultant has assumed the following inflation rates: (a) 2011-2014: 3% per annum (in accordance with the Government Economist (GEcon)'s projection); (b) 2015-2016: 2.5% per annum; and (c) 2017 and beyond: 2% per annum. The consultant has assumed that inflation over the longer term will settle down to 2% per annum in line with the long-term historic trend for advanced economies.
- 16. In calculating the MOD prices for the direct and indirect capital costs, we have adopted the following assumptions: (a) the year-on-year rate of change of the price deflator in 2010: 2%; (b) latest assumptions of the price deflators for the period from 2011 to 2020: an increase of 5% per annum from 2011 to 2014, followed by 5.5% per annum from 2015 to 2020 (in accordance with GEcon's latest assumptions). GEcon's forecast of 5.5% of change of the price deflators for the period for 2015 to 2020 has been adopted for the computation of the

MOD prices for the period from 2020-21 to 2025-26. The MOD price is based on many assumptions such as the development programmes, contract arrangements, price adjustment factors which are subject to change and update in the implementation of the projects. The figures will be reviewed in the formal funding application for each capital works item.

17. The above estimates beyond a ten-year horizon are based on the latest assumptions available at hand, which are subject to review from time to time. As noted in the past decade, there were fluctuations (e.g. inflation and deflation) caused by different factors.

Others

Adding to the overall capital cost of hosting the Games would be the requirement to provide an Athletes' Village with about 3 000 flat units to accommodate the delegations. Depending on the mode of delivery, there could be direct and opportunity costs associated with providing this accommodation. As mentioned in paragraph 7 above, the Government is considering options on how best to provide an Athletes' Village and is not yet in a position to quantify the potential financial requirement. We will consult LegCo on the proposed option with the estimated financial implications when a decision is made.

CIVIL SERVICE IMPLICATIONS

19. According to the consultant, human resource costs are estimated to range from \$615 million to \$752 million at the current price level. The costs mainly cover salaries, gratuity, and on-costs of the staff hired by the Asian Games organizing body, growing from three persons in Year 1 to a peak headcount of 615 during the year of the Games. Reference has been made to the 2009 East Asian Games experience, but allowing for 10% increase to reflect the increased depth and complexity of the Asian Games. A provision of 15% gratuity and 20% on-costs is also assumed. At this stage, we have not decided on the mix of civil servants and non-civil servants of the manpower requirement yet. The above manpower cost estimates are calculated on the assumption that all of them are non-civil servants. Additional civil service posts, if required, will be sought in accordance with established procedures.

ECONOMIC IMPLICATIONS

20. Hosting the Asian Games would bring direct and indirect economic benefits by attracting business, tourist spending and employment. The event will draw world-class athletes and coaches to Hong Kong, thereby boosting local interest in sport and attracting Mainland as well as overseas visitors. Indirectly, the event is likely to strengthen civic pride and enhance Hong Kong's image as Asia's World City and a centre for major international sports events. According to the consultant's estimation, about 9 400 – 10 100 jobs¹¹ would be directly / indirectly created, and some 48 000 to 66 000 tourists would be attracted to Hong Kong. The projected economic benefits in quantifiable terms are estimated at \$0.4 billion - \$0.5 billion at the current price level.

ADVICE SOUGHT

21. Members are invited to note the projected financial and economic implications of hosting the 2023 Asian Games and the Asian Para Games in Hong Kong.

Home Affairs Bureau December 2010

Of which 1 500 to 2 200 jobs would be created from visitors' spending, 1 800 for overlay works, 3 000 for security work, 990 for transportation services, 800 for information technology services, 700 for catering services and 615 for the Asian Games organizing body.

An Outline of the Content of the Bid File

1. Manual for Bidding Cities

PART I: Candidature Guide

- Chapter 1: Stages prior to declaration of candidature

- Chapter 2: Technical candidature file

- Chapter 3: Forwarding of the candidature file to the OCA, study of the

candidature and visit by the OCA Study Committee

- Chapter 4: Presentation of the candidature at the General Assembly

which elects the host city of the Asian Games

- Chapter 5: Signature of the Host City Contract and constitution of the

Organizing Committee of the Asian Games (AGOC)

PART II: Candidature file for the Winter Asian Games or the Asian Games/Questionnaire

- Theme 1: National and international characteristics of the country

- Theme 2: Candidate city

- Theme 3: Customs and immigration formalities

- Theme 4: Meteorological conditions

- Theme 5: Environmental protection

- Theme 6: Security

- Theme 7: Health/Medical system

- Theme 8: Athletes' Village

- Theme 9: Accommodation (except Athletes' Village)

- Theme 10: Transport

- Theme 11: Asian Games Programme

- Theme 12: Proposed competition sites

- Theme 13: Art exhibition

- Theme 14: OCA General Assembly

- Theme 15: Ceremonies

- Theme 16: Media

Theme 17: Telecommunications

- Theme 18: Data processing services and links

- Theme 19: Finance

- Theme 20: Marketing

- Theme 21: Legal aspects

- Theme 22: Sports experience

- Theme 23: Accreditation, ticketing and publications

- 2. The OCA Constitution
- 3. The Host City Contract
- 4. The Conditions governing the use of Marks by Candidate Cities for the Asian Games
- 5. The OCA Directory
- 6. The Undertaking

<u>Analysis of Projected Expenditure by Items at Current Price</u> <u>Level</u>

(i) Human Resources - \$615 million to \$752 million

The costs mainly cover salaries, gratuity, and on-costs of the staff hired by the Asian Games organizing body, growing from three persons in Year 1 to a peak headcount of 615 during the year of the Games. Reference has been made to the 2009 East Asian Games experience, but allowing for 10% increase to reflect the increased depth and complexity of the Asian Games. A provision of 15% gratuity and 20% on-costs is also assumed.

The costs also include recruitment and relocation costs (3% of total human resources costs), staff expenses (2%), wind-up costs (2%), and other related expenditure (4%).

(ii) Information Technology - \$264 million to \$344 million

The estimated cost is based on information provided by a major local service provider, and with reference to international major events. It comprises costs of the IT systems (18%), telecommunication devices to support the Games operations (19%), network services (14%), venue technology (providing network within the venues) (18%), timing, scoring & results (21%), Games Management Systems (4%), and information systems (6%).

(iii) Village and catering - \$299 million to \$356 million

The cost comprises catering for reporters, broadcasters, VIPs, staff, and volunteers (6%), athletes & official catering (31%), temporary construction costs (61%), and operations (2%).

Catering for reporters, VIPs, staff, and volunteers covers two meals per day, and three meals per day for broadcasters. Meals have to be available to all these persons for the whole assumed duration of the Games. For reporters and broadcasters, meals will also be

available 10 days before the Games assuming they will arrive earlier.

It is assumed that all athletes and officials will be fed at the village. Temporary construction costs cover provision of a fully serviced medical centre, main dining hall, temporary structures, and temporary hard stand areas. Operations budget covers linen and laundry services, maintenance, utilities, and waste collection. Regardless of the development and operational mode of the Athletes' Village, these village operations costs will need to be spent. The cost of building the Athletes' Village cannot be determined at this stage because the site and mode of operation are yet to be identified and confirmed.

(iv) Venue sports events - \$190 million to \$233 million

The cost covers medical, doping, and test events (12%), rental costs for commercial venues (17%), and hiring and purchase of technical staff and equipment (71%).

Costs for medical, doping, test events, and technical staff and equipment are assumed based on international experience and findings from consultations with national sports associations (NSAs). Rental costs are estimated based on market rates, and it is assumed that the venues will be rented for 24 days for setting up, training, and competition.

(v) Finance and administration - \$101 million to \$120 million

The cost comprises office rental, such as the main operating centre (33%), insurance (25%), professional fees such as audit, accounting, and consultant fees (20%), office furniture (9%), and postage, office supplies and courier costs (13%). Office rental has assumed for 100 square feet for each person¹ starting Year 5 when staff size grows to 13.

¹ This assumption has allowed flexibility for incremental changes in staff numbers, and includes public areas.

(vi) Transport - \$74 million to \$122 million

The costs cover provision of services for all Games Family constituents requiring different levels of services from shared buses to dedicated cars with drivers to travel between Games venues. Cost components include 350 50-seater buses (21%), 320 24-seater vans (15%), 320 sedan cars (52%), associated parking fees for the sedans (2%), and volunteer travel supplement (10%).

(vii) Commercial - \$135 million to \$166 million

The cost covers advertising (38%), public relations and agency fees (41%), promotional events (4%), market research (3%), design costs and printed materials (12%), and other expenses (2%).

(viii) Ceremonies - \$133 million to \$163 million

The cost includes production costs for the Opening Ceremony (68%), Closing Ceremony (7%), Torch Run (20%), and Medal Ceremonies (5%). It is assumed that the ceremonies will not be extravagant, but at the same time will be on par with the increasingly high standards seen at most recent major events. Reference has been made to the 2009 East Asian Games, 2000 Sydney Olympics, 2008 Beijing Olympics, 2007 Rio Pan American Games, and 2006 Melbourne Commonwealth Games.

(ix) Security - \$94 million to \$115 million

The cost covers provision of physical security equipment such as walk-through metal detectors, x-ray machines, hand held security wands (57%); and hiring of 3,000 private security guards (43%) -- the quantity of security equipment and private security guards for each venue is estimated according to the seating capacity. The cost was determined after discussion with the Hong Kong Police Force based on their experience in the Olympic Equestrian Event in 2008 and other major events at Hong Kong such as The Sixth World Trade Organization Ministerial Conference held in 2005. The security level is assumed to be similar to the Olympic Equestrian Event in Hong Kong in 2008.

(x) Volunteers - \$37 million to \$45 million

The cost covers uniforms (51%), rental of the volunteer centre (15%), and training (34%). The quantity of uniforms to be provided is assumed to be 20,000 for the volunteers and staff.

(xi) Broadcast - \$513 million to \$627 million

The cost covers the production and distribution of the international feed from all venues and all broadcast facilities at each venue, and is estimated based on discussions with local broadcasters and with reference to the Guangzhou Asian Games. It is assumed that the International Broadcast Centre will be provided at the Athletes' Village.

(xii) Bid-related expenditure - \$280 million to \$338 million

It includes payments to the Olympic Council of Asia (OCA) in accordance with the OCA Constitution: a non-refundable application fee at HK\$78,000, a fee at HK\$1.48 million to secure the award if the bid is successful, promotional campaign (38%), and marketing programme (13%).

The cost also includes VIP hospitality during the preparation of the Games (2%), and in the course of the Games period (28%). VIP hospitality covers the basic requirement by the OCA: travel and accommodation expenses for six staff for 5 nights for each of the two trips a year during Games preparation; there is also a requirement to host some 1 515 guests, comprising OCA Executive Board Members, Standing Committee Members, International Olympic Committee Members, OCA staff, judges and referees, medical and anti-doping supporting staff, as well as three delegates per National Olympic Committee (NOC) (total 45 NOCs) before and during the Games in accordance with the OCA constitution. The cost also includes bid-preparation fees at international rates (19%).

This estimate does not include a refundable guarantee of US\$1 million which will need to be paid to the OCA within one month after signing the Host City Contract. The refund will be made after the settlement of all Asian Games accounts and the

submission of the final report by the host city Asian Games Organizing Committee.

(xiii) Asian Para Games - \$274 million to \$338 million

It is assumed that the cost of the Asian Para Games is around 10% of the Asian Games.

(xiv) Contingency - \$301 million to \$372 million

A 10% contingency is built into the budget as with most project estimates.

Analysis of Projected Revenue by Items at Current Price Level

(a) Net sponsorship income - \$562 million to \$687 million

Main sources of sponsorship include partners (65%), official suppliers (10%), and local sponsors (25%). It is estimated that the marketing agencies will charge a commission fee of 30% of the gross income. 33% of the income after agency commission will be reserved for distribution by the OCA as required.

(b) Net ticket sales income - \$68 million to \$90 million

Ticketing revenue is estimated based on seat capacity and seat kills² for each proposed venue, popularity and number of sessions of each sport, share of concession tickets, and ticket price. The seat kill percentage is assumed to be 20% for standard sports or 30% for premium sports. Ticket sold-out rates are assumed to be 85% for high popularity, 60% for medium popularity, 40% for low popularity, and 95% for ceremonies. The share of concession tickets is assumed based on 20% of tickets of lowest price categories at 50% of face value.

(c) Net merchandising income - \$37 million to \$46 million

It is assumed that the net profit from the sales of souvenirs and merchandising items in connection with the Asian Games, such as toys, clothing, stationery, cups/tumblers, and badges, is 10% of the gross sales revenues, and 33% of the net profit will be reserved for distribution by the OCA as required.

² "Seat kill" refers to the seats unavailable for sale as they are either reserved for use by the OCA, VIPs, sponsors, athletes, broadcasters and media, or seats removed from the venue to permit temporary construction for camera platforms, media tribunes, or other temporary structures. Concession / reduced rates are provided for students, children / elderly.

(d) Other income - \$24 million to \$30 million

This mainly covers sales of stamps and coins, and reference has been made to the 2009 East Asian Games experience and souvenir sales for other major events in Hong Kong.

(e) Television income

No income from selling the TV rights will be retained. As per the Host City Contract, the OCA will have exclusive TV rights.

Annex D

Breakdown of capital cost of sports projects implemented to support long-term development of sport in Hong Kong

		\$ Billion
(a)	Construction cost of the proposed Multi- purpose Stadium Complex at Kai Tak	19.70
(b)	Construction cost of two new sports centres in Tsuen Wan and Kowloon City	4.73
(c)	Construction cost of one new sports ground in Sham Shui Po	1.62
(d)	Construction cost of a redeveloped / reprovided tennis centre in Wanchai and Eastern	3.30
(e)	Construction cost of three new sports centres without upgrading in Tai Po,	
	Yuen Long and Sha Tin	0.82

Total **30.17** (in current prices)