

**1st EUROPEAN LAW FORUM ON WINTER SPORTS**

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## **Pasquale De Salvia: *Winter Olympic Games Torino 2006 – Risk Management***

**Management of the risks connected with a large sporting event in an Alpine area: the experiences of the Winter Olympics in TURIN 2006.**

### **1. INTRODUCTION**

The Olympic Games is certainly one of the largest and most complex Events of worldwide resonance, which goes well beyond the sporting event to assume a

physiognomy and a cultural, social and media dimension in the presentation of the image of a Country in its many different aspects.

Before talking about the risks connected with such an Event and of the necessary measures to be taken, let us see what it is, and what are the dimensions of an Olympics, such as the Olympic Theatre of TORINO 2006.

The **TORINO 2006 Olympic Theatre** is situated in a central position in Western Europe and shares boundaries with France and Switzerland.

It extends across the **City of TURIN and into the SUSA and CHISONE Valleys**, which are particularly narrow and have only a single way through.

It is characterised by a high population density and by the presence of several towns and villages.

It clearly has limited space for the logistic organisation of the Olympic Sites and for making adequate parking areas.

Overall, **14 competition Sites and 17 non-competition Sites** will have to be made, involving an area with **9 Municipalities**.

I'll show you some of the Sites in a slideshow of pictures.

## **2. RISKS**

**Such a complex Event** – one that will be held mainly in the difficult mountain environment; in Winter; with a frenetic and continual succession of sporting, cultural, social, commemorative and ceremonial activities; for a relatively long period (more than a month between Olympics and Paralympics); with the presence of a significant, varied, multinational population – poses various **Risks**, which can be classified as follows:

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- **Environmental** : disasters which are of natural origins;
- **Accidental** : fires, explosions, collapse of buildings;
- **traffic** : congestion, interruptions, incidence of adverse meteorological events, accidents;
- **public health**: traumatic and non-traumatic pathologies;

- **technological:** disturbance, accidental or intentional paralysis of communications, command, control and information systems;
- **intrusive:** access by persons who are not authorised by the Olympic system;
- **social:** demonstrations, riots, common delinquency;
- **terrorist:** armed or non-armed terrorists;
- **intangibile:** against the image and prestige of the City and/or the Nation, the Olympic family, the Authorities;

Let us examine the **Sectors which are most sensitive** to risks, at the TORINO 2006 Olympics:

#### a. Environment

The Olympic Theatre is situated in an area with three different characteristics:

- **the plain,** with a high concentration of urban and industrial areas;
- **the Alpine region,** with long transverse valleys flanked by high mountains;
- **the hilly area,** which surrounds Turin to the south.

#### Disaster Potential

##### - **Pedemontana and Turin Areas.**

The areas concerned have been assessed as safe from the hydrodynamic point of view and as being free of recurrent hydrogeological risk situations. From the seismic point of view, Turin is situated in one of the least seismic regions of Italy.

##### - **Alpine region** (Susa and Chisone Valleys)

Within each geological unit there are areas with high concentrations of large **landslide phenomena** (situated mainly in the high Susa Valley and in the medium/high part of the Val Chisone); areas of medium concentrations of landslide phenomena and areas of small concentrations of landslide phenomena, in the low valleys.

A “**Critical Map**” has been developed to summarise the **instability indicators**, such as:

- **Landslides on the slopes and landslides along the hydrographic network;**

- **Avalanche phenomena.**

When planning operations, identification of the phenomena taken into consideration has determined the type of plan and the exact location of the Works, which must possess dual requirements:

- they must be safe, i.e. they must be planned and constructed in such a way as to withstand the events connected with the geological dynamics (landslides, avalanches, floods) without sustaining any damage;
- at the same time they must not add to any conditions of insecurity for the surrounding environment, particularly areas used by people.

With regard to the **seismicity** of the two Valleys, over the last few years numerous small seismic events have been registered.

In the area concerned there are two Towns with a seismic level of S-9 (2nd category).

Consequently planning and structural adjustments had to be made to the Works planned in those areas.

With regard to the avalanche phenomena, we refer to the avalanche cartography, which besides plotting the avalanches, also contains the perimeters of the areas with different levels of danger.

The positioning of the mountain installations depends on this document.

The instability overview presented by the TORINO 2006 Organising Committee in the “**Plan for the prevention of natural risks, and geomorphological and hydrogeological, avalanche and seismic dangers**”, lists the most significant critical areas and the consequent list of the works deemed necessary in order to mitigate the risk conditions and provide an environmental goodwill factor to the protection of the terrain.

Parts of these Works are included in the **Olympic Dossier** and parts in the **Related Works**.

They are:

- hydraulic remedial work;
- extra work consolidating the passive defence of the road network;
- networks for topographical monitoring and monitoring of Sites deemed to be particularly at risk;

- execution of geophysical and geognostic investigations (carottage).

With regard to the **ski lift installations** (to be restored or replaced with new installations), the areas for programmed snow and the pistes, they are all bound, under the geological and forestry point of view, by the current regulations which minimize any risks and must therefore be strictly observed.

### 3. TRAFFIC AND TRANSPORT

**The intensity of the flow of movement** of people during the Olympics is calculated as being:

- **1.100.000 persons/day** travelling on **public transport**;
- **3.100.000 persons/day** travelling in **private vehicles**.

This is a huge mass of people coming into the City and its Valleys, bound mainly for the Olympic Sites. If this traffic is not well regulated, it could lead to the **risk of congestion and interruptions** to the road network for incidents, particularly in the two Valleys, Susa and Chisone.

The situation could become alarming in the case of **adverse meteorological events** (snow).

In order to guarantee Safety and free-flowing traffic, without affecting normal local traffic, the TORINO 2006 Organising Committee has developed a “**Transport Plan**”, of which the **strategic points** are as follows:

- guarantee **Sustainable Mobility** through effective management of the Olympic transport services, compatible with the normal mobility of people and goods;
- set up a **System to manage and control the flow of transport and vehicles** relating to the categories of users, under the responsibility of a “Traffic operating Centre”, in close coordination with the existing local traffic control services;
- identify effective means and tools of communication for the public and private transport services, which are easy to read and understand;
- identify a **primary, strategic role in the use of collective public transport** for the transport services, both in the city area and in those linking the Olympic Sites in the mountain area;

- give incentives to encourage use of public transport and the railways, through **integrated special fare offers**, together with actions to discourage use of private vehicles;
- encourage **car-pooling and car-sharing**;
- support and encourage the use of ecological vehicles (gas powered) and rail/tube transport to achieve **sustainable environmental mobility**;
- set up and consolidate a **method of coordination and consultation** between Local Bodies on topics concerning the territorial aspects of large areas.

**Regulating access** to the various Olympic Sites is particularly important.

**The mountain area** site of the Games is in fact characterised by limited accessibility (particularly Val Chisone and the high Val di Susa), which will produce some **critical areas of road traffic**, considering the following:

- low potential of the roads and lack of places to pull over or stop;
- significant demand for mobility due to the high concentration of competitions in different localities at the same times;
- the presence of residents and tourists (it is the high season), aside from the Games;
- an actual need for the FREJUS and MONGINEVRO international policies (whose limitation may not be considered certain);
- considerable incidence of adverse meteorological conditions.

The **tools and the actions to begin** in order to regulate access and transit are as follows:

- regulation of access to the mountain area, with passes to be assigned to specific categories of vehicles (Olympic family, residents, the Police, Medical services and First Aid, etc.); etc.);
- the creation of a Park & Ride system set up along the main access roads to the area and in strategic areas for reaching the Sites;
- the organisation of an efficient shuttle service connecting the Park & Ride stops and the Sites;
- setting up road block positions to control access and to deviate the flow of vehicles in the event of road congestion or lack of parking spaces at the Park & Rides, or interruptions due to accidents;

- regulation of or banning heavy traffic on some days and in some hours of the day;
- promoting use of the railway for the Valle di Susa.

The extent of the people and vehicles which will come every day to the Olympic Theatre for the various activities (competitive and non-competitive) has been defined when the probable scenarios were simulated, taking into account the following:

- the potential of the railway and road networks and the related parking areas;
- receptiveness of the Sites;
- the “Olympic” staff complex (the Olympic family, Toroc, security forces, volunteers, residents);
- the predicted influx of spectators.

#### **4. PUBLIC HEALTH**

The role of the **TOROC Medical Services** consists of providing the assurance of **basic and urgent medical care** to athletes, members of the Olympic family, Olympic staff, CIO Members, Journalists, Spectators and Games operating staff.

The medical care will take place at **all Olympic sites**, competition and non-competition, **in the villages** and in the **identified hotels**, in the “Media” centres for the whole duration of the Olympic and Paralympic Games, in accordance with the CIO requirements.

The Medical Services’ Olympic plan covers the whole “**Olympic System**” territory of the Province of Turin, where specific requirements have been identified for the **metropolitan and alpine districts** for the purposes of defining strategies for action.

With regard to the **Alpine district** in particular, the peculiar orographic characteristics of this area make it necessary to set up **temporary medical care systems** and to implement strategic solutions, aimed at the management of medical transport which takes into consideration the problems concerning the road network.

The “**Host City Contract**” envisages the constitution of **plans of action** specifically for:

- Olympic Family (Athletes, technicians, accompanying persons), CIO Members, NOC Members, IF (International Federation) Members and staff accredited by the Olympic Committee;

- Journalists and television technicians;
- Staff involved in organising the Games (Volunteers, Security Forces, etc.);
- Staff and Institutions accredited by Toroc.

This will mean a **population of approximately 55,000 people**.

Medical care that is no less than normal must also be guaranteed to all the **resident population** in the Olympic area even residents who are not directly involved in the event, and also to the **spectators** (calculated at one and a half million people).

The following were **taken into consideration** in the Planning stage:

- The risks involving the sporting activities carried out, with particular attention paid to the problems related to **acute traumatological injuries**;
- The risks concerning the onset and/or flare-up of **non-traumatic pathologies**;
- The risks involved in exposure to **low temperatures**;
- The risks related to traffic and the transport network (pedestrian, road and rail);
- The risks attached to **adverse meteorological conditions** (snow, ice);
- The hydrogeological and environmental risks;
- The risks concerned with unforeseeable **natural or provoked events**;

**The Presidential Decree of 27/03/92** and subsequent guidelines and amendments identify the **National Health Service**, embodied by the **Medical Emergency System 118** for all urgent rescue operations.

The **Medical Services** shall operate in **close cooperation** with the National, Regional, Provincial and Municipal **Authorities**, coordinating with these institutions in accordance with the regulatory framework referred to.

## **TOROC MAXI EMERGENCY**

The territory including the Olympic sites has been taken into consideration with particular attention being paid to the risk of **major incidents**, due to the **orographic characteristics** as well as to the geographical position, both for the **situation caused** by the displays programmed for the event and for the intense **movement** of people and vehicles in **particular climatic conditions**.

In their **Strategic plan**, the **Toroc Medical Services** envisaged the constitution of a **system dedicated to the maxi emergency** limited to the **competition sites** for events classifiable as **major incidents**.

This system comprises 7 Units called **Major Incident Arrangements (DIM)** which is able to assist up to 100 patients.

This organising arrangement, which will run alongside the **Medical Emergency System** planned by Toroc for the Olympic event, will be integrated with the **Medical Emergency System 118**, which is in turn part of the more general emergency system, the **Civil Defence**.

The entire **medical arrangements** envisage the presence, within the territory, of **12 Olympic Hospitals**, the constitution of **3 General Hospitals** (one for each Olympic village) and 2 Medical Stations (one for the athletes and the other for the spectators) and **1 anti-doping station** for each competition site.

The organisation will employ **2000 people between medical professionals and rescuers** on the slopes and it will be able to count on 8 medical services Partners and on 3 Volunteer Associations (ANPAS, CRI, Alpine Rescue).

**500 volunteers** will be used for the anti-doping checks as well as the staff of the CONI anti-doping Laboratory, which will operate at the new laboratory in Orbassano.

The **advanced rescue model** is based on a training course with common protocols for the basic rescue professionals as well as for the advanced rescue doctors, and on the integration between doctors and healthcare operators. These protocols, which are coded by the CIO, will be reference models for safety on the slopes.

## **5. SAFETY**

The concept of “**RISK**” is associated with that of “**SAFETY**”, intended as a “**complex and articulated activity of Information, Prevention, Management and Intervention, realised through the coordinated and synergic use of several components, aimed at safeguarding the integrity of persons and ensuring the smooth running of the Olympic Event**”.

De Coubertin’s **ideal** was to “participate in the Olympic Games in the context of a World Sports festival”.

The **Reality** is that the Olympics form the greatest platform in the World, which is observed by all Countries worldwide. As such the event is considered to be a potential strategic objective for demonstrations, actions involving intolerance and terrorism.

The threats and acts which occurred at the 1977 Olympics (Munich) to the last Olympics at Salt Lake City are proof of the above.

Today more than ever, **Safety**, in the widest sense of the word constitutes, the **fundamental and determining element** required for the success of a Big Event and it exerts a considerable amount of **influence** on the planning, organisation and execution of the event.

The most significant **Threats** to Public Safety can be summed up in the **fifteen** listed in the arrangements.

I have already dealt with the threats consequent to the **objective risks** connected with the environment, the traffic and Public Health. Let us now talk about the **Public Order threats** determined by **subjective will**.

A foreseeable Scenario for the Torino2006 Olympic period could be as follows:

- The permanent threats connected with **international terrorism**;
- The current and possible increase in the activities by **local dissent movements**, either connected with the Olympic Event or to other pre-existing situations (see NO TAV);
- Possible displays of dissent by **international antagonist movements**, achieving worldwide resonance due to the Event of 2006.

The **Inspirational Criteria** at the basis of the planning and management of Safety issues are as follows:

- Guarantee the safety of the Olympic Games in harmony with the Olympic Spirit, using the legislative tools which already exist;
- Maintain **normal levels** of safety services which are essential for the population;
- Create a **Single operational Plan** and have a single Planning Body and a **Single Command Centre** for managing Safety issues;
- Resolving problems at the **lowest possible level** (the Olympic sites are independent in ordinary management);
- Keep the operational **management** of the Games **distinctly separate** from that of the local Police.

Our **Legislation** recognises the **Minister for Home Affairs** as being the National Public Safety Authority, and attributes the strategic coordination of the interventions concerning order and Public Safety within his own Province to the **Prefect**.

The Government has appointed the **Prefect of Turin** as the “**Governing Authority for Safety**” for the TORINO 2006 Olympics.

Compared with the models set up by other Countries (e.g. the United States), the **Italian Legislation** presents some **peculiarities** which exemplify the planning, organisation and management of a large National event.

In fact there is already a **Command, Coordination and Control structure** in place which operates on both a National and a provincial level; the Police, Armed Forces and the Emergency Forces for Public Disasters already have a regulatory structure which comes under a **National Command Centre**.

The “**Contract**”, relating to the assignation of the 2006 Winter Olympics to the City of Turin, which has been stipulated with the International Olympic Committee, attributes the **National Authorities with the responsibility for Safety in all its aspects**, with the integration and support of the City of Turin, CONI and the Organisation Committee (TOROC).

The many **Sectors concerned**, which, taken together, make up the “**Safety System**” can be seen in the slide.

The following slides show the Public Safety **Command, Control and Coordination Structure** and the **Organising Structure** of an Olympic Site.

Many functions must be carried out within each Olympic Site, both competitive and non-competitive, by the TOROC Safety, Police, Armed Forces – such as:

- Operating the **Vehicle Permit Checkpoint (VPC)** ;
- Controlling access and operating the **Vehicle Screening Area (VSA)**;
- Managing the **Mag & Bags**;
- Internal and external safety **patrols**;
- Maintaining **Public Order**;
- Supporting the **anti-doping checks**;
- **Surveillance** of the sensitive areas in the Olympic Theatre in the Pre-games and Games period.

This is a complex, articulated organisation which involves approximately **10,000 Police, 2000 Volunteers and at least 3000 between Firemen, Medical Emergency Services, Civil Protection and Armed Forces.**

## **6. CONCLUSION**

The **Olympic Games** are without doubt the biggest sporting event worldwide, but for the country hosting them, they are also an **unrepeatable occasion** for cultural, tourist, environmental and social development and for the improvement of the infrastructures.

It is an event which **involves the whole Country**, which then presents itself to the world with its culture, its traditions, its nature, its efficiency, its level of civility and democracy and its quality of life.

It is an event which must certainly be **a starting point**, not an arrival point, in order to ensure continuity and further development of the immense wealth which is inherited in terms of infrastructure, buildings, professionalism, experiences, technology, motivations and sporting culture,

The complexity and size of the Olympics has required the synergic undertaking of a huge number of Institutions, Bodies, Agencies, and single operators, as well as the contribution of increasingly sophisticated technology in order to optimise the solutions and to reduce the risks connected with the event to a minimum.

