2024 Olympic Bid Evaluation
A Human Rights Review

Briefing

July 2017

About this Briefing

On 5th July 2017 the IOC Evaluation Commission 2024 published its assessment of the LA and Paris bids for the 2024 Summer Olympic and Paralympic Games. The Evaluation report focuses on four broad categories: Games Concept, Games Experience, Sustainability and Legacy, and Games Delivery.

This briefing offers an overview of what the Evaluation says about each candidate city's approach to human rights, with a summary table at the end drawing out the main 'strengths' and 'challenges' from the Evaluation. It has been produced by the Institute for Human Rights and Business (IHRB) as the secretariat to the Mega-Sporting Events Platform for Human Rights (MSE Platform). The information in this briefing does not necessarily reflect the views of MSE Platform members.

Overview of the Evaluation Process

The Evaluation Commission 2024 includes IOC members and representatives of the International Federations, National Olympic Committees, Athletes' Commission, International Paralympic Committee, and experts. As defined by the Olympic Charter, the Evaluation Commission's mandate is to:

- Analyse the Candidature Files and guarantees submitted by the cities
- Carry out a site visit to each city
- Produce a report highlighting the opportunities and challenges of each bid city with a strong focus on sustainability, legacy, and athletes' experience,

Following final presentations from the two candidate cities and the IOC Evaluation Commission Chair in September 2017 at the IOC Session in Lima, Peru, IOC members will vote to elect the 2024 host city and sign the host city contract. The other city is expected to be awarded the 2028 Games at the same time.

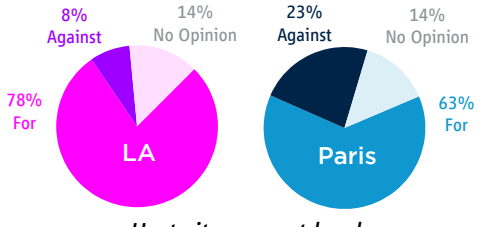
Key Features of the Bids

The Los Angeles and Paris bids for the 2024 Games are the first to benefit from the Olympic Agenda 2020, a strategic roadmap for the future of the Olympic movement. As a result, there has been much greater collaboration than previously between the IOC and the candidate cities, as well as a greater emphasis on sustainability and legacy with candidates presenting bids that will meet their future economic, social, environmental, and sporting needs.

The bids for LA and Paris have several commonalities. Both have strong public support from local, regional, and national governments and political parties (with the Paris Organising Committee even set to receive all necessary public services without charge). LA's candidature was found by the IOC to receive greater backing from host citizens, with 78% from LA supporting the bid compared to just 63% in Paris.

Other similarities include:

- Both bids are rooted in existing long-term development plans.
- Both focus on increasing partic-



Host city support levels

ipation in sport, and on social inclusion and development.
- Both place a strong emphasis on the use of public transport.
- Minimal construction is needed for either candidate city, with strong emphasis on using existing infrastructure. LA is building just 3 new venues, which will happen irrespective of the Games, and Paris proposes 1 new venue that is Games dependent, and 1 that is already planned.

Human Rights Commitments

Both cities have strong commitments to sustainability, though the bulk of their commitments and plans relate to largely environmental goals and positive impacts in terms of social cohesion and community benefit.

While some human rights related measures are evident within the sustainability plans and evaluation process (see summary table below), no clear policy commitment on protecting and respecting human rights has been made by either bid Committee beyond references around sustainable sourcing, nor has an indication been given that such policies would be implemented if the bid were successful.

Despite the increased collaboration between the IOC and candidate cities borne out of Agenda 2020, when it comes to protecting and respecting human rights, the bids to some extent suffer from a lack of policy coherence. This is the result of new bidding requirements being introduced *after* the candidate city questionnaire had already been issued to competing cities. As such, the bids were not written in a way expressly reflecting these new human rights related bidding requirements.

This is somewhat understandable on the part of the LA and Paris Committees, given they are expected to answer the questionnaire, but means that the Evaluation Commission and IOC itself could and should do more to explicitly clarify how the bids meet the new human rights requirements.

Budgets

The estimated budget of the Organising Committee for the Olympic Games (OCOG) for LA is USD 5.3 billion, compared to just under USD 4 billion for Paris. The IOC contribution is a significant proportion of each OCOG budget (13.8% for LA, and 20% for Paris), but the biggest proportions come from international and domestic sponsorships (43.6% for LA and 38% for Paris) and also ticket sales (28.9% for LA and 30% for Paris). The LA Games are relying on private venues, meaning any construction or upgrades to venues will not require support from public funds. By contrast, roughly 50% of planned investment in venues for Paris will come from public authorities, with the French Government contributing 3% of the OCOG budget (compared to just .1% in LA) and underwriting the development of the Olympic and Media Villages.

Paris has allocated a much higher budget of USD 70 mill (1.76%) to sustainability commitments, compared to 25 mill by LA (0.4%).

Revenue	USD mill	%	USD mill	%
	LA		Paris	
IOC Contribution	735	13.8%	775	20%
TOP Programme (gross)	390	7.3%	415	10%
Domestic Sponsorship (gross)	1,931	36.3%	1,125	28%
Ticket Sales	1,537	28.9%	1,195	30%
Licensing & Merchandising	225	4.2%	130	3%
Government Contribution	10	0.2%	114	3%
Lotteries	7	0.1%	50	1%
Other revenues	490	9.2%	160	4%
TOTAL	5,325	100%	3,964	100%

2024 IOC Host City Contract Principles

III.13.2. the Host City, the Host NOC and the OCOG shall, in their activities related to the organisation of the Games ***protect and respect human rights*** *and* ***ensure any violation of human rights is remedied*** *in a manner consistent with international agreements, laws and regulations applicable in the Host Country and in a manner consistent with all internationally-recognised human rights standards and principles, including the* ***United Nations Guiding Principles on Business and Human Rights****, applicable in the Host Country.*

Human Rights Due Diligence

Both cities have expressed their intention to implement Sustainability Management Systems in line with ISO 20121 certification standards, but no reference has been made in the Evaluation to explicit human rights due diligence processes.

Assessing Risks: Only Paris 2024 has made commitments to undertake studies into the environmental, social, and economic impacts of each new venue (though no further detail is provided in the Evaluation).

Construction: Both cities have committed to utilising existing infrastructure to deliver the Games, meaning neither city requires substantial building of new venues or any displacement of communities (although there is some need for private land acquisition and possible impact on local businesses). This substantially reduces human rights risks in the construction phase of the Games – though neither would be without risks to construction workers, or persons within the supply-chains for sourcing of construction materials needed for such venue overlay and improvements.

Sourcing: Both cities plan to introduce sustainable sourcing criteria, which will be based on national and international standards. LA plans to monitor its sourcing activities using GRI guidelines, while Paris plans to use ISO 20400 standards.

Child Rights: Other assessments have found child rights to be a neglected area, receiving only a brief mention in relation to sourcing for Paris.

Meaningful Engagement: While some consultation with affected groups has taken place, for example, with athletes, this process could be strengthened. For example, Paris 2024 has stated that it engaged with labour unions to ensure smooth Games and that affected populations will underpin studies planned on the social impacts of each new venue, but the scope of the engagement remains unclear. Similarly, LA plans to create a multi-stakeholder advisory group on its sustainability strategy and legacy, including establishing a Youth Sports Committee to engage young people, but more detail on the process is needed. In particular, both cities face long-standing challenges around community cohesion, especially for marginalised communities such as religious, ethnic, and racial minorities living in the Paris Banlieue and in downtown Los Angeles. Both bids should work with these communities and assess how and whether they may be adversely affected, such as by transport suspensions or commercial exclusion zones.

Key Elements of the Corporate Responsibility to Respect Human Rights

Incoherence: Of perhaps greatest concern from a human rights perspective is reference in the Evaluation to important human rights protections being seen as "challenges" to budgets, in particular maximum working hours rules in France. Such a conclusion highlights an inconsistency between IOC evaluation criteria and one of the fundamental goals of Olympism in preserving human dignity.

Business Relationships: It will also be important for the IOC to recognise and carry out due diligence into the ways its operations, products, or services are linked to human rights impacts caused by others. For example, this is likely to arise in relation to land use and infrastructure upgrade. In such instances, if engagement with affected communities and/or re-housing of communities has been inadequate, the IOC could come under human rights scrutiny. In the case of Los Angeles, it would be sensible to explore potential adverse human rights impacts associated with the Metropolitan Transportation Authority's transport plan, which allocates USD 88 billion to transport infrastructure projects by 2024, and the development of the LA Stadium at Hollywood Park, for which the land is secured, approvals are in place, and construction is under way. In the case of Paris, human rights risk assessments might be needed in relation to the Paris Arena II (a mid-sized stadium), which is scheduled for completion in 2021 and to be built irrespective of the Games.

Tracking Progress: Neither the Evaluation or bids go into much detail on how systems and actions will be actively monitored, and as such require clarification.

Access to Effective Remedy

The IOC evaluation of the LA and Paris bids does not make any reference to remedy mechanisms at any stage of the event lifecycle (e.g. construction, sourcing, broadcasting, or operations), and it is unclear whether such mechanisms are something that the winning city would be required to put in place.

Understanding the process through which affected groups can access effective remedy at different phases of the MSE lifecycle is an essential component of the state duty to protect and corporate responsibility to respect under the UN Guiding Principles on Business and Human Rights and should therefore be clarified by the IOC and each candidate city.

Human Rights Strengths and Challenges

The table below highlights some of the key aspects relevant to protecting and respecting human rights that can be drawn from the Evaluation report, using the Evaluation's terminology of "strengths" and "challenges".

	Governance
LA	*Strength:* Oversight of environmental, economic and social sustainability would be embedded into LAOCOG's executive team through a Chief Impact Officer who would report directly to the CEO.
Paris	*Strength:* Commitment to create a sustainability function to drive the sustainability strategy within the OCOG from the beginning of the planning phase and to report directly to the OCOG executive level. It would be supported at all governance levels by the appointment of a sustainability champion in each function.

	Coordination with Government
LA	*Challenge:* Evaluation identified that no official structure in place for interface between LAOCOG and public authorities at regional, state and national levels to coordinate government services.
Paris	*Challenge:* Evaluation identified that as there is no hierarchical structure between the different Games-related entities, it would be important to clearly define the detailed roles and responsibilities in the multi-party agreements.

	Systems
LA	*Strength:* Commitment that a Sustainability Management System (SMS) would be developed and implemented in accordance with ISO 20121, and would be third party certified. *Challenge:* Evaluation identified that the bid's sustainability management systems approach needs further development.
Paris	*Strength:* Commitment that a Sustainability Management System (SMS) would be developed and implemented in accordance with ISO 20121, and would be third party certified. *Challenge:* Evaluation identified that the bid's sustainability management systems approach needs further development.

	Funding
LA	*Strength:* The Chief Impact Officer would manage a USD 25 million seed fund to support achievement of the Games' sustainability goals, and report directly to the CEO.
Paris	*Strength:* USD 70 million has been allocated within the OCOG budget to implement the sustainability strategy.

	Construction
LA	*Strength:* No new permanent construction required for the Games and no identified 'significant risk' of environmental, cultural or social impacts from venue construction in Evaluation.
Paris	*Strength:* Only two new permanent venues required, with no identified 'significant risk' of environmental, cultural or social impacts from venue construction in Evaluation.

	Systems
LA	*Strength:* Commitment to no displacement of residents or businesses. *Strength:* Commitment to no negative impact on protected sites.
Paris	*Strength:* Commitment to no displacement of residents, with measures to compensate relocated businesses. *Strength:* Commitment to no negative impact on protected sites. *Challenge:* Evaluation notes land acquisition from private owners is incomplete (30% of land still to be acquired) but public authorities are empowered to acquire it under an accelerated process (project of public interest).

	Labour Rights
LA	*Strength:* Evaluation notes the support of 'local labour leaders'.
Paris	*Strength:* Positive engagement to date with the labour unions. *Challenge:* Labour protections deemed in Evaluation as a "challenge" for budgets (e.g. increased costs due to maximum working hours limits). From a human rights perspective, such protections should be deemed a 'strength'.

	Sourcing
LA	*Strength:* Will introduce a Sustainable Sourcing Code to apply to all stages of the procurement process, including for sponsors, suppliers, licensees and merchandisers – this Code would adhere to national standards such as the Fair Labor Standards Act. *Challenge:* No reference to creating a corresponding grievance mechanism.
Paris	*Strength:* Sustainable procurement process will be based on ISO 20400 standards and apply to all OCOG functions, all lifecycle phases, and all types of contracts – commits to being 'particularly compliant with international standards on child labour and human rights'. *Challenge:* No reference to creating a corresponding grievance mechanism.

	Security
LA	*Strength:* Would be under National Special Security Event designation, meaning the US Secret Service would be the lead security agency, supported by numerous other federal agencies, including the FBI and the Federal Emergency Management Agency. *Challenge:* Evaluation noted the increased risk of terror threats. *Challenge:* No evaluation of commitments to international standards on use of force, or to community policing that does not unfairly target certain racial / religious / ethnic groups.
Paris	*Strength:* French Minister of the Interior would centrally command all safety and security forces across France, including Paris. Paris 2024 would utilise 20,000 private security personnel; military personnel would supplement security forces if sufficient private security personnel were not available. *Challenge:* Evaluation noted the increased risk of terror threats. *Challenge:* No indication of commitments to international standards on use of force, or to community policing that does not unfairly target certain racial / religious / ethnic groups.

Impact Assessments	
LA	*Challenge:* No reflection in Evaluation of plan to conduct impact assessments at any stage of MSE lifecycle.
Paris	*Challenge:* Evaluation notes a study will be launched 'as early as' the planning phase for each venue looking at environmental, social, and economic impacts. Whilst a welcome commitment, opens possibility of late-stage or post-hoc assessments that could undermine prevention efforts.
Monitoring & Evaluation	
LA	*Strength:* Evaluation notes overall sustainability strategy would be monitored and evaluated against Global Reporting Initiative requirements, and performance evaluations conducted by an independent third party.
Paris	*Strength:* Paris bid document states that they will set up regular monitoring of the ISO 20121 management system and establish corresponding corrective actions. This is not reflected in the IOC Evaluation report.
Legacy	
LA	*Strength:* Commitment to set up an LA2024 Foundation to engage young people beyond the Games.
Paris	*Strength:* Legacy Paris 2024 to be established to ensure sharing of best practice from Paris 2024 and achievement of long-term Games legacies. *Challenge:* Paris 2024 has stated that the Olympic Village will be re-purposed into 'much-needed' housing following the Games; but does not specify an intention to make any/all of these homes socially affordable.
Engagement with Potentially Affected Groups	
LA	*Challenge:* Commitment to engage stakeholders through an external Sustainability and Legacy Committee, which would include distinct multi-stakeholder advisory groups. Unclear whether 'stakeholders' includes potentially affected groups, what the remit of an 'external' Committee would be, and the extent of any such Committee's mandate to meaningfully engage on potential and actual human rights impacts and any necessary mitigation / remedy measures. *Strength:* Active Games promotion by Athletes Commission and local Olympians – already more than 500 Olympians and Paralympians engaged. *Strength:* Plan to establish a Youth Sports Committee to engage young people and encourage them to get active.
Paris	*Strength:* Affected populations noted in Evaluation as 'underpinning' the impact assessment process – unclear what level of consultation and/or consent the OCOG is committed to undertaking / securing. *Strength:* Commitment by Paris 2024 to provide training and support for local populations to access job opportunities. *Strength:* Positive engagement with labour unions to date noted. *Challenge:* Managing concerns of local stakeholders regarding the planned Media Village at Le Bourget identified in Evaluation.
Training	
LA	*Challenge:* Evaluation states that experienced staff in the Olympic villages already in place and will train a new generation on sports expertise, but no reference to training specifically on human rights.
Paris	*Challenge:* The sustainability function would implement regular awareness and training programmes regarding sustainability, targeting all current and newly-joined staff members and aimed at engaging everyone toward sustainable Games operations, including volunteers and all service providers. Unclear if this will incorporate human rights.

	Consulting with Experts
LA	*Strength:* Commitment to engage stakeholders through an external Sustainability and Legacy Committee which would include distinct multi-stakeholder advisory groups. Unclear if human rights will be a focus.
Paris	*Strength:* Commitment to create bespoke multi-stakeholder working groups, to serve as the 'guardian' of the sustainability programme. Unclear if this will include a human rights working group or focus.

	Knowledge Sharing
LA	*Challenge:* LA bid does not appear to make reference to how they will share knowledge from the Games. Instead, bid focuses on leveraging existing knowledge, such as sustainability expertise at venues, and learnings from the LA84 Foundation.
Paris	*Strength:* A Sustainable Lab would be created in order to engage the international community and identify sustainable, replicable, and economical solutions for the Games, shared on an Open Source basis. *Challenge:* Legacy 2024 is committed to sharing best practices. Unclear if includes human rights practices.

	Athletes' Rights
LA	*Challenge:* Evaluation identified that some areas of the Paralympic Village would be difficult to access for wheelchair users due to steep gradients.
Paris	*Strength:* The City of Paris has declared its intention to clean up the River Seine by 2024. *Challenge:* Evaluation identified that water quality could be a challenge if targets are not achieved. While, a backup solution exists that ensures athletes would compete in good conditions, plan is unclear.

	Sponsorship
LA	*Strength:* Commercial opportunity identified in Evaluation for the Paralympic brand which is strongly undervalued in the US market. *Strength:* Evaluation identified US market for sponsorship offers significant opportunity to exceed projected revenue. *Challenge:* Existing laws deemed in Evaluation to offer strong basis for protection from ambush marketing. No recognition in Evaluation of the balance required to avoid undue restrictions on local vendors / businesses.
Paris	*Challenge:* Existing laws deemed in Evaluation to offer strong basis for protection from ambush marketing. No recognition in Evaluation of the balance required to avoid undue restrictions on local vendors / businesses.

	Equality
LA	*Strength:* Evaluation identified strong gender equality concept in the athlete experience.
Paris	*Strength:* Commitment to 100% gender equality in the actions of the OCOG. *Strength:* Commitment to 6% of OCOG employment opportunities for people with impairments.

	Legal Matters & Guarantees
LA	*Strength:* The US Government has guaranteed to respect the Olympic Charter and the HCC and to grant "unhindered access to the United States for all qualified persons presenting valid travel documents". *Challenge:* No recognition in Evaluation of current Executive Order 13769 – Protecting the Nation from Foreign Terrorist Entry (more commonly referred to as the travel ban) – which if still in force could create discrimination risks that are not addressed in the bid or evaluation.
Paris	*Strength:* Evaluation identified procedures regarding entry and stay in France are aligned with international best practice and HCC requirements.