Guidelines on the Effective Delivery of Infrastructure and Associated Services for the Olympic Games

OECD

International Olympic Committee

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Foreword

Entities entrusted with the delivery of large international sporting events, such as the Olympic Games, are confronted with a range of challenges potentially affecting their effectiveness and positive legacy. Central to the success of the Games, the efficient procurement of infrastructure and associated services is subject to numerous challenges going much beyond the technical expertise required to effectively deliver them.

Those challenges are exacerbated by the unique nature and mandate of the Organising Committees for the Olympic Games (OCOGs), the entities tasked with the preparations for hosting the Games. Besides being temporary in essence, these organisations, which are ultimately responsible for the delivery of the Games, are not always directly managing all procurement-related activities.

OCOGs have to navigate and effectively engage with a complex web of stakeholders, from administrations at all levels of government to international sports federations and citizens. They further have to introduce a legacy lens in all their actions while making sure that what is needed for the Games is being delivered on time and on budget. Last, in order to make the Games an outstanding athletes and fan experience, OCOGs need to bring seamlessly together all pieces of this giant puzzle.

The OECD's experience in the area of effective delivery of infrastructure projects and associated services builds not only on good practices synthesised in specific instruments. It also draws on experience ranging from long-term support to developing and delivering infrastructure projects as well as specific work on how to leverage global events for local development. In recent years, the OECD has developed different instruments and standards supporting quality infrastructure.

The *OECD Recommendation on Governance of Infrastructure* defines good governance principles that aim at laying the foundations and parameters of an environment conducive to the development of quality infrastructure. The *OECD Recommendation on Public Procurement* further provides the overarching principles necessary for the effective delivery of quality infrastructure and for the smart procurement of goods, services and public works. The *OECD Recommendation on Global Events and Local Development* provides a framework for understanding these issues in relation to major events and further underscores the need to promote the use of strategic procurement. The accompanying Toolkit to the *Recommendation* offers practical guidance and checklists on promoting more sustainable major events, implementing more effective delivery mechanisms and building stronger capacities to leverage local benefits throughout the lifecycle of the event.

The IOC has taken a leading role, on behalf of the Olympic Movement, in developing and providing tools, expertise, support and collaborative platforms and partnerships to turn challenges into opportunities. The *Olympic Agenda 2020+5* provides 15 recommendations to secure greater solidarity, further digitalisation, increased sustainability and strengthened credibility in the organisation of the Olympic and Paralympic Games.

Building on previous work, these guidelines are looking at the specific context in which OCOGs are required to contribute to the Games' ambitions and identify dimensions that have a significant bearing on the delivery of sports-related infrastructure and associated services. These guidelines highlight experiences from previous Olympic and Paralympic Games editions, share insights from on-going preparations of future Games but also draw on the wealth of similar challenges faced by other institutions tasked with the delivery of large infrastructure projects.

This report is accompanied by an online toolkit available at: www.oecd-ioc-olympics-planning-toolkit.org/.

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Executive Summary

The Olympic and Paralympic Games are the world's largest and most complex sporting events. For most spectators, the event lasts a few weeks; however, for athletes, it is the culmination of years, sometimes decades, of preparation. The same is true for the organisations that host the Games. The scale and complexity of organising an international sporting event of this nature poses a wide array of challenges and opportunities, involves years of planning and preparation, and leaves a lasting legacy for host cities.

To plan and deliver the Games, host cities establish temporary institutions known as Organising Committees for Olympic Games (OCOGs). OCOGs work with the International Olympic Committee (IOC), host cities and other institutions to deliver the various sporting events, lodge athletes and officials, manage transport, provide medical support and organise all of the supporting infrastructure for the Games. OCOGs are created for the specific objective of delivering the Games and are disbanded after the events. The ad-hoc nature of OCOGs is inherent to their objective of effectively delivering a one-time international sporting competition within a set time frame; however, this creates a number of challenges related to efficiency and sustainability.

Organising the Games involves significant risks, in particular those related to providing infrastructure such as sporting facilities and accommodation as well as services such as catering, transport and support staff. Despite the specific purpose and context, these challenges are not unique to the Games. Delivering any infrastructure project of scale or large international event will involve similar risks and strategies for addressing them. As such, the risks, guidance, and principles outlined in this report are applicable to various other contexts. Given the scope and complexity of major event delivery, the report does not seek to be comprehensive, but rather to address the largest challenges that would benefit from lessons drawn from beyond the world of sports.

This report looks at cross-cutting issues that can affect the effective procurement of infrastructure and associated services necessary to host Olympic and Paralympic Games. It offers experiences, good practice and practical tools that could help mitigate these risks. These Guidelines also provide checklists to help organisers of large international events assess their exposure to the risks identified in this report.

Based on experience and good practices collected from previous Games and other major projects and events, this report addresses four common areas of risk for OCOGs:

- *Institutional set-up and organisational management*: Overlapping mandates, unclear responsibilities, inadequate coordination, lack of skilled staff and high turnover rates are all critical risks for OCOGs; however, a number of tools and practices have been developed to address these risks. By defining clear decision-making bodies, establishing formal and informal collaboration mechanisms and a flexible organisational structure, OCOGs can ensure effective coordination and an adequately resourced, capable organisation.

- *Sustainability and legacy*: Over time, the Olympic and Paralympic Games have grown in nature and scale, and so too has its impact on host communities and the environment. Given the climate crisis and the urgency of achieving sustainable development, OCOGs now focus on organising sustainable Games that leave a positive impact on society. Key risks include the potential detrimental impact of hosting the Games on long-term development goals, poor post-Games use of infrastructure, and human rights and environmental risks associated with long, complex supply

chains. OCOGs can benefit from a range of policies, tools and good practices from the world of sport and from broader infrastructure governance and procurement practice to assess their current approaches and inform the development of their own strategies and policies.

- ***Stakeholder and citizen participation***: The Games present opportunities and challenges for citizens of host communities and other stakeholders. Without strong stakeholder and citizen participation, the delivery of infrastructure can have a disproportionate impact on vulnerable communities, exclude them from the benefits of the Games, and negatively affect their trust and engagement. To address these challenges, OCOGs can map the stakeholder landscape and ensure that infrastructure and services are accessible to all and as inclusive as possible.

- ***Programme management:*** OCOGs play many roles in a challenging delivery environment. Depending on the institutional arrangements and the infrastructure and services being procured, the OCOG may be directly conducting procurements, or setting specifications and standards and overseeing procedures by other actors. In both cases, the OCOG is responsible for ensuring the coordinated delivery of a full programme of infrastructure and associated services to an immovable deadline. OCOGs are ultimately responsible for the successful delivery of a suite of venues and services, an inherently more complex task then delivering a single sports event or a single venue. By relying on evidence-based analysis, taking a strategic and risk-based approach to the market, and increasingly by leveraging the event industry's ability to supply readymade solutions, OCOGs can ensure efficient, successful delivery of the Games.

1 Risk and the delivery of the Olympic Games

While Olympic Games hosts want to leave a positive legacy, this can be challenging within an inadequate delivery environment. This chapter discusses how Organising Committees are designed to deliver the infrastructure and associated services required for hosting the Olympic Games. It highlights challenges linked to their temporary nature and relationships with permanent bodies and institutions. This chapter further illustrates how previous experience and knowledge transfer could help Organising Committees in addressing some of the challenges they are confronted with.

1.1. Context

Entities entrusted with the delivery of large international sporting events, such as the Olympic Games, are confronted with a range of challenges potentially affecting their effectiveness and positive legacy. While interest in organising these events is often driven by the opportunity to introduce lasting changes in societies, an inadequate delivery environment can make these events fall short of their initial ambitions.

Organising Committees for Olympic Games (OCOGs) crystallize experiences in addressing the greatest and most varied challenges because of the scale and inherent complexity of the Olympic and Paralympic Games. The ad-hoc nature of these committees, created for the purpose of the Games and dismantled soon after, brings an overarching challenge to the effective delivery of large sports competitions: the risk of losing institutional memory. Complementing efforts initiated by the International Olympic Committee (IOC) on knowledge transfer between OCOGs, the IOC and the Organisation for Economic and Cooperation Development (OECD) have joined forces to develop guidelines on the effective delivery of the Games, focusing on cross-cutting challenges that affect the effective delivery of sports-related infrastructure and associated services necessary to stage Olympic and Paralympic Games. These guidelines are aiming at creating a repository of experiences and good practice and to provide future organisers with concrete guidance and references to tools to help them address challenges faced in organising large international sports competitions.

Central to the success of the Games, the efficient procurement of infrastructure and associated services is subject to numerous challenges going far beyond the technical expertise required to effectively deliver them. Those challenges are exacerbated by the unique nature and mandate of OCOGs. Besides being temporary in essence, these organisations, which are ultimately responsible for the delivery of the Games, are not always directly managing all procurement-related activities. In many instances, dedicated delivery institutions are created alongside OCOGs and are partially responsible for the procurement of sports-related infrastructure. OCOGs must navigate and effectively engage with a complex web of stakeholders, from administrations at all levels of government to international sports federations and citizens. They further must apply a legacy lens to all of their actions while making sure that what is needed for the Games is being delivered on time and on budget. Last, in order to make the Games an outstanding experience for athletes and fans, OCOGs need to seamlessly bring together all the pieces of this giant puzzle.

The OECD's experience in the area of effective delivery of infrastructure projects and associated services builds not only on good practices synthesised in specific instruments. It also draws on experience from long-term support to developing and delivering infrastructure projects as well as specific work on how to leverage global events for local development. In recent years, the OECD has developed different instruments and standards supporting quality infrastructure. The OECD's *Recommendation on the Governance of Infrastructure* (OECD, 2020[1]) defines good governance principles that aim at laying the foundations and parameters of an environment conducive to the development of quality infrastructure. The OECD *Recommendation on Public Procurement* (OECD, 2015[2]) further provides the overarching principles necessary for the effective delivery of quality infrastructure and for the smart procurement of goods, services and public works. Detailing major dimensions of public procurement systems, the *Recommendation on Public Procurement* supports a shift from an administrative, compliance-based approach to a strategic use of public procurement frameworks. The OECD's *Recommendation on Global Events and Local Development* provides a framework for understanding these issues in relation to major events and further underscores the need to promote the use of strategic procurement, including through social and environmental clauses to ensure access to employment opportunities and benefits from skills training in relevant sectors such as construction, hospitality and security and to safeguard the environment. The accompanying Toolkit to the *Recommendation on Global Events and Local Development* offers practical guidance and checklists on promoting more sustainable major events, implementing more effective delivery mechanisms and building stronger capacities to leverage local benefits throughout the lifecycle of the event (OECD, 2018[3]).

The IOC has taken a leading role, on behalf of the Olympic Movement, in developing and providing tools, expertise, support and collaborative platforms and partnerships to turn challenges into opportunities. The Olympic Agenda 2020+5 (International Olympic Committee, 2021[4]) provides 15 recommendations to secure greater solidarity, further digitalisation, increased sustainability and strengthened credibility in the organisation of the Olympic and Paralympic Games. Since 2017, the IOC and the OECD have been cooperating on combatting corruption and promoting integrity in sport within the framework of the International Partnership against Corruption in Sport (IPACS). The two organisations are co-founding partners of this initiative and have been playing an active role in IPACS' various focus areas, including work on reducing the risk of corruption in procurement relating to sporting events and infrastructure[1]. A range of tools have been developed in this area by IPACS, including the IOC publication "Procurement of major international sport-events-related infrastructure and services: Good practices and guidelines for the Olympic Movement" (International Olympic Committee, 2020[5]), developed with the contribution of the OECD. The experiences of IPACS stakeholders contributed to the development of the present guidelines.

Building on this broad interest and momentum, the IOC and the OECD agreed to develop actionable guidelines covering critical dimensions for the effective delivery of infrastructure and associated services necessary for hosting sports competitions. Building on previous work, these guidelines look at the specific context in which OCOGs are required to contribute to the Games' ambitions and identify dimensions that have a significant bearing on the delivery of sports-related infrastructure and associated services. These guidelines highlight experiences from previous editions of the Olympic and Paralympic Games and share insights from on-going preparations of future Games but also draw on the wealth of similar challenges faced by other institutions tasked with the delivery of large infrastructure projects.

1.1.1. The relationship between Organising Committees and the IOC

The Olympic Charter highlights the three main constituent groups of the Olympic Movement and their different roles and responsibilities with regards to the Games. They are the International Olympic Committee (IOC), the National Olympic Committees (NOCs) and the International Sports Federations (IFs). Those three stakeholders interact with the OCOG, which is ultimately responsible for the preparation and hosting of a particular edition of the Games.

In line with the Olympic Agenda 2020, the IOC launched a revised candidature process in 2017 which is structured around two main stages, introducing additional flexibility and better alignment with long-term development needs of hosting cities or regions. The new approach was first used for the 2026 Winter Olympic and Paralympic Games, ultimately awarded to Milano-Cortina. The two stages are the Continuous Dialogue and the Targeted Dialogue:

- **The Continuous Dialogue:** an ongoing, non-committal and non-edition specific dialogue to explore and create interest among interested parties for the Olympic Games. The Continuous Dialogue provides interested cities and National Olympic Committees with an opportunity to engage in a collaboration with the IOC to assess the benefits and requirements of hosting the Games. Cities are not required to submit any formal proposals and guarantees and the IOC and Olympic Movement take a more proactive role in assisting and supporting them by sending teams of technical experts to help develop their candidature.

- **The Targeted Dialogue:** a defined process to explore a proposal to host a specific edition of the Olympic Games. It is a collaborative partnership that is opened when the International Olympic Committee's Executive Board invites one or more Preferred Host(s) to enter into detailed discussions to refine their project. While there is no set timeframe for the Targeted Dialogue, it is not anticipated to exceed 12 months. During the Targeted Dialogue, the IOC will offer a series of workshops to help ensure Preferred Hosts' plans are in line with existing long-term development plans and are aligned with the latest developments in Olympic planning and delivery to provide operationally-efficient, cost-effective and sustainable Games. The subjects of the workshops will

be determined based on the needs of the Preferred Hosts, but can include topics such as venue masterplan, legacy, sustainability, finance and marketing, Games technology, digital engagement, and legal matters.

1.1.2. Knowledge transfer is central to building the capabilities of future OCOGs in delivering the Games

Knowledge transfer from one Olympic Game to the others has long been on the IOC agenda. The first OCOG to transfer knowledge to the next edition of the Games through a formal knowledge management program was the 2000 Sydney Organizing Committee of the Olympic Games (SOCOG) (Parent, MacDonald and Goulet, 2014[6]). In 2002, the IOC established Olympic Games Knowledge Services (OGKS), an independent company, to assist with knowledge transfer. In 2005, the IOC decided to bring its knowledge management activities in-house, with the establishment of the Olympic Games Knowledge Management (OGKM) program managed by the IOC's Information, Knowledge and Games Learning (IKL) Unit.

Since then, the IOC has put extensive effort into developing a Knowledge Management Program. Host cities are required to transfer certain types of knowledge to the next Games, and thousands of documents have been collected from every OCOG. The IOC has also formalised knowledge transfer through an Observer Program, by which representatives of forthcoming Games visit current ones, and through an Official Debrief held three months later in the next host city (Stewart, 2012[7]).

However, several barriers in knowledge management process of sport mega-events were also identified in the literature. Three barriers are often cited as hampering an effective knowledge transfer: trust and coordination between stakeholders, an imbalanced distribution of knowledge, and the context differences between host destinations (Qin, Rocha and Morrow, 2022[8]).

Besides knowledge stemming from previous experiences in staging the Games, insights from other large infrastructure projects could provide valuable reference points.

1.2. Methodology and target audience

1.2.1. Tools

This report presents a selection of tools and sources intended to guide the reader. The examples listed here include not only those taken from the OECD and IOC but also those from other institutions, including public and multi-lateral bodies. Many of these external tools do not pertain directly to sport but can be useful to organisers of large-scale international sporting events, as they detail relevant public procurement roles and functions. The tools serve as a point of reference and have been selected based on their pertinence, quality and usefulness in terms of each theme outlined in this report.

1.2.2. Target audience

The primary audience for these guidelines are organising committees that are tasked with the organisation of large international sports competitions, requiring the delivery of infrastructure, whether permanent or temporary, and/or associated services necessary for the hosting of the sport competition. Beyond this primary audience, relevant stakeholders (governments, public institutions, policy makers, oversight bodies, sports federations and citizens) could better understand some of the key challenges faced by organising committees when delivering on their mandate.

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Note

1 https://www.ipacs.sport/procurement-task

2 Institutional set-up and organisational management

The nature of Organising Committees, created to deliver the Games and dismantled once the competition finishes, and the fact that they may not hold direct responsibility for the delivery of sports-related infrastructure and associated services, creates specific delivery challenges related to institutional set-up and organisational management. This chapter examines those challenges, shares insights, good practices and tools addressing risks ranging from unclear or overlapping mandates to the inability to attract and retain skilled staff.

2.1. What are the risks?

OCOGs are established to deliver the Olympic Games on a predetermined and fixed timeline. Their mandate covers diverse aspects related to the organisation of the Games, as defined in the Host City Contract, ranging from communication, security, and the organisation of sports competitions to the delivery of sports-related infrastructure, among others. In addition, the OCOGs coordinate relations with and between the IOC, international sports federations, National Olympic Committees, as well as local and national governments. Since the 2000 Olympics, host countries have all passed special Games-related legislation which typically allows for the creation of public agencies to carry out key Olympic functions, such as building infrastructure and organising transportation and security. Governments will often appoint an Olympic minister or senior unelected official to coordinate between local, regional, and national stakeholders (Chappelet, 2021[1]).

The nature of OCOGs, created to deliver of the Games and dismantled once the competition finishes, and the fact that they may not hold direct responsibility for the delivery of sports-related infrastructure and associated services, creates specific delivery challenges related to institutional set-up and organisational management. This section examines those challenges in the context of the procurement and delivery of Games infrastructure and associated services, with a focus on four areas of risk:

- Overlapping mandates and unclear decision making;
- Weak coordination mechanisms;
- Lack of appropriately skilled staff; and,
- Inadequate or unresponsive on-boarding processes and high turnover rates.

2.1.1. Institutional framework

A transparent, coherent, predictable, legitimate and accountable institutional framework, in which relevant institutions are entrusted with clear, consistent mandates and ample decision-making powers, is a precondition for the effective delivery of infrastructure and associated services. OCOGs face challenges common to the delivery of major projects, related to both the complexity of formal structures, rules and norms, and to the number of parties, which requires a high level of ongoing interaction between many stakeholders (Denicol, Davies and Krystallis, 2020[2]). The fact that no single entity has ultimate decision-making power for the entirety of Games delivery creates a number of challenges for OCOGs.

Overlapping mandates and unclear decision-making powers can blur responsibilities around the effective delivery of the Games

OCOGs operate in an environment with a large number of institutions with varying responsibilities and decision-making powers. These stakeholders include national, regional and local governments, the IOC, the National Olympic Committee, international sport federations, and often delivery agencies established to deliver specific elements of the Games. Overlapping roles and responsibilities between these stakeholders can result in complex structures and processes that hinder effective decision making and blur the lines of responsibility and accountability. Weaknesses in defining organisational boundaries can introduce an additional layer of complexity when dealing with other challenges. A review of lessons learned from London 2012 found that there was clarity about responsibilities and decision making in most areas, with the exception of legacy, where responsibility was dispersed; legacy efforts were consequently found to be less successful. This lack of clear responsibility was also reflected in the lack of a specific legacy budget, which was described as a risk to achieving the maximum benefit from the Games (Norris, Rutter and Medland, 2013[3]).

> **Box 2.1. Sydney 2000's integrated approach to Games delivery**
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> The core team delivering Sydney 2000 was made up of three organisations: the Sydney Organising Committee for the Olympic Games (SOCOG), the Olympic Co-ordination Authority (OCA) and the Olympic Roads and Transport Authority (ORTA). The OCA was responsible for the construction of all permanent and temporary Olympic facilities, as well as providing the fit-out, while ORTA's function was to ensure coordinated planning and delivery of transportation services for the Games. A Minister of the Government of the State of New South Wales, Michael Knight, provided integrated leadership: the OCA and the ORTA were government agencies directly responsible to the Minister, who from 1996 was also the President of the SOCOG.
>
> The Sydney 2000 organisational structure was based on the local context of the Games and of the Sydney Bid, as well as the need for coordination between the different organisations. Through the bid process, the State of New South Wales committed to undertaking all Olympic construction and underwriting any operating losses, necessitating a large role for the State in the preparation and staging of the Games. Strong state and federal government coordination mechanisms were backed as far as possible by legislation.
>
> This integration with government had a number of advantages. For example, as a government body, ORTA was best able to manage the significant regulatory, political and financial risks associated with the provision of transport services for the Games. The high level of integration also enabled the preparation, tracking and reporting of a global Olympic budget (government plus SOCOG).
>
> The model evolved from the award of the Games in 1993 to mid-2000, with significant operational integration occurring across Olympic agencies in the nine months prior to the Games. For example, key OCA executives were appointed to SOCOG Board Committees and the CEO of ORTA also held the position of Deputy Director-General of the OCA. There was progressively more detailed interaction between all agencies, and by the time of the Games they were brought together in an integrated operational structure through the Games Coordination Group, chaired by the Minister.
>
> Source: (International Olympic Committee, 2020[4]; Sydney Organising Committee for the Olympic Games, 2001[5])

If institutional arrangements are not well designed and implemented, they can result in an inability to operate effectively under the tight time pressures inherent to Games delivery. Because of the large number of stakeholders, governance and decision-making structures for Games infrastructure are often complex. For example, the Board of the Vancouver 2010 OCOG included three members appointed by each of the federal and provincial governments, two each by the two host municipalities, seven by the Canadian Olympic Committee, one by the Canadian Paralympic Committee and one by local First Nations (Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games, 2010[6]).

The number of stakeholders involved in the delivery of Games infrastructure can make it challenging for OCOGs to implement effective co-ordination mechanisms and to establish and sustain timely decision-making processes. Designing and operationalising structures that include all relevant parties while also being able to provide clear and effective decision making is challenging, and legal and financial frameworks need to be supported by practical, sometimes ad-hoc, working arrangements and protocols. As shown in the above example of the 2000 Sydney Games, a more integrated governance structure could be progressively developed in the lead up to the Games to facilitate interactions between decision-makers. Governance mechanisms may also need to change over time, as OCOGs make fewer, more strategic decisions in the early years of planning and more frequent, operational decisions as the Games approach (Deloitte, 2013[7]).

Box 2.2. London Crossrail: delegation of procurement authority for efficient approval process

Crossrail Limited (CRL) was established as a special purpose vehicle for the delivery of the Crossrail Programme and is now a wholly owned subsidiary of Transport for London. In order to deliver efficient and proper decisions over procurement the CRL developed the Scheme of Delegations to record the personnel or committees to whom authority to make procurement decisions has been delegated by the CRL Board, including the financial limits in each case.

No contract or agreement was permitted to be entered into unless budget is both available and released. Financial approvals were based on best estimates of contract outturn costs including appropriate risk allowances. This ensured that unintended costs were not incurred.

Additionally, responsibly for the dissemination and application of this Policy lied with senior management of CRL and with those to whom the CRL Board or Chief Executive delegates authority for the application of policies. CRL Heads of Department thus could ensure that everyone involved in the procurement cycle is aware of this Policy and that there was clear definition of responsibility for specifying contract requirements and for managing expenditure within budget.

The Head of Procurement was responsible for monitoring the implementation of the Scheme of Delegations to ensure that authority is delegated and exercised appropriately in accordance with the needs of CRL and the project. The Head of Procurement also proposed any necessary revisions to the Scheme of Delegations. They were also charged with implementing an integrated policy that engaged with various stakeholder to support the CRL's overall objectives.

Source: (Crossrail Limited, n.d.[8])

Inadequate coordination mechanisms could impair OCOGs' ability to manage a large programme of projects involving various stakeholders

Co-ordination of institutional stakeholders is an essential pre-requisite for efficient and effective infrastructure planning, and should be established as early as possible (OECD, 2020[9]). Mutual learning among actors is critical to maximising the impact of investments, while failing to share financial information and underestimating co-ordination challenges can exacerbate risks (OECD, 2018[10]). Complex organisational structures and the absence of coordination mechanisms can heighten difficulties in inter- and intra-institutional cooperation. With a large number of projects taking place simultaneously, the chances of projects interlocking or overlapping, and the associated need for strong coordination efforts, are high. Conversely, well-thought through networks could help OCOGs coordinating a diverse set of stakeholders. The 2010 Vancouver Olympic and Paralympic Games, in the context of a federal country, provided a clear illustration of these benefits.

Box 2.3. Coordination of stakeholders for the 2010 Vancouver Olympics Winter Games

How did a large network of over 600 actors successfully organise itself to serve a mega project dominated by three levels of government? How did the three levels of government in Canada (federal, provincial and municipal) establish a network to coordinate efforts for hosting the 2010 Vancouver Olympic Winter Games?

To identify factors supporting effective coordination, academics explored the network created for the 2010 Olympic Winter Games in Vancouver, British Columbia. Created on 30 September 2003, the Vancouver Organising Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) had eight main divisions working towards hosting the Games. It was dissolved on 31 December 2010.

VANOC had only 7 years to prepare for the Games. As such, outsourcing to various stakeholders was required. Four governments assisted VANOC: the Canadian federal government, the British Columbia provincial government, and the Vancouver (host of city sports) and Whistler (host of mountain sports) municipal governments. Before it had been required by the IOC as a good practice, the governments signed a Multi-Party Agreement (MPA) with VANOC to outline each partner's responsibilities.

Each of the four governments created a Games secretariat or office to coordinate their respective departments. A cross-government and cross-partner governance structure (including other Games partners) was also created via the setup of various committees.

From the research conducted and comparing it with the institutional set-up on the London 2012 Olympic and Paralympic Games, nine governance themes emerged as being requisite for an effective network of stakeholders:

- **Coordination mechanisms:** coordination mechanisms and frameworks were important and needed to be established during the bid phase.
- **Internal engagement, momentum and motivation**: The success of the relationships created through the coordination mechanisms depended largely on the individuals representing the organisations.
- **External transparency**: transparency was used as an external process to gain support from the general public and media, and to help with these stakeholders' degree of engagement.
- **Formalisation**: to be successful, the network needed to formalize relationships and responsibilities.
- **Balancing autonomy and interdependence**: while departments and governments are technically autonomous, they are interdependent in such time-limited mega projects.
- **Colocation**: co-location or physical proximity in the same building was identified not only for the Vancouver 2010 Games but also for London.
- **Readiness exercises**: to ensure that the coordination mechanisms, lines of communication, and actors' responsibilities are ready, readiness exercises or test events were conducted.
- **Political alignment**: political alignment, continuity, or unity helped support the overall goal of the network, ensuring a more effective and efficient process.
- **Time**: the unmovable deadline of the Games' opening ceremonies helped create momentum and push actors to work together towards a common goal.

Source: Adapted from (Parent, Rouillard and Chappelet, 2018[11])

As shown above, diffused responsibilities amongst institutions can also increase challenges in coordination with different levels and structures of government, especially when these public entities have differing priorities, resources, responsibilities, or expectations. The new event delivery model promoted by the Olympic Agenda 2020+5 and the increased use of existing venues both have the potential to exacerbate these risks. Outsourcing the delivery of events and relying more heavily on existing venue owners and operators may increase the number or the relative leverage of delivery partners. Large, experienced event delivery partners may expect greater autonomy and have existing processes and suppliers, creating more complex coordination challenges.

2.1.2. Organisational capacity

A sound institutional framework for the Games delivery requires capable organisations equipped with relevant skills and resources. Without the necessary institutional arrangements and resources from the very start of the programme, OCOGs could risk being unable to deliver the required infrastructure and associated services within the expected timeframes or quality standards. A lack of understanding, adaptability or seniority of resources to launch and support the delivery of major sport events can be prejudicial in high-speed acquisition and spending contexts (International Olympic Committee, 2020[12]). Local and national governments, in particular, may lack prior experience hosting and organising large-scale sporting events, as well as delivering major sport infrastructure. As a result, OCOGs face challenges in terms of anticipating human resources needs and finding and retaining staff with the right experience and skill-set. Additionally, OCOGs may also face difficulties imparting new skills needed to existing or available staff as needs change throughout the preparation for the Games.

> *Lack of staff with diverse skills in the delivery of infrastructure and associated services could risk the effective and efficient delivery of the Games*

The delivery of the Games takes place in a fast-paced environment and imposes strict time constraints on OCOGs. They may be challenged to recruit qualified staff for time-limited employment, and to adapt their workforce to changing needs as the Games progress. The complexity and scale of infrastructure delivery often requires a specialised workforce, capable of designing and implementing complex procurement strategies, understanding and allocating risks, and adapting standard procedures to new and unique situations (OECD, 2021[13]). A wide range of skills and competencies are required at different points throughout the delivery cycle, including skills related to planning, procurement, construction, and operations. Beyond the universe of the Olympic Games, many countries have acknowledged the diversity of roles, skills and competencies that are core to the effective delivery of large projects. Such an example could be found in the Project Delivery Capability Framework developed, and last updated in 2021, by the UK.

> **Box 2.4. The Project Delivery Capability Framework in the UK**
>
> **Career paths, competencies and development opportunities in the government project delivery profession**
>
> The Project Delivery Capability Framework (PDCF) describes the job roles, capabilities and learning for Project Delivery Professionals across government in the UK. It contains four elements:
>
> - A Career Pathway/common set of job roles
> - A set of Competencies
> - A signpost for Development opportunities specific to job roles
> - The criteria and process to obtain Accreditation as a Government Project Delivery Professional.
>
> The PDCF is for all Project Delivery Professionals or aspiring professionals. It gives, as part of the large and diverse project delivery community, a common language to describe job roles, and the knowledge, skills and abilities needed to perform project work across all areas of government. It helps users to reflect on capabilities and development needs (or those of a team) and alongside the completion of the Government Online Skills Tool supports Government Project Delivery Profession Accreditation.
>
> Using the framework, users can align with one of the project delivery job roles. Each job role lists the required capabilities and capability levels for the role. Users then assess themselves against these to identify areas of strength and development.
>
> The Capability Framework is also the first step in the accreditation process and additionally sets out a range of learning opportunities to help in professional development towards the next level or a different area of expertise.
>
> Source: Adapted from (Infrastructure Projects Authority, 2021[14])

At the outset of the Games delivery cycle, OCOGs require staff with the ability to define responsibilities and accountabilities, develop policies and strategies, and establish processes to monitor progress. Key early skills also include the ability to define scope, timelines and resource requirements for individual projects and functions, as well as provide consolidated planning of the overall Games programme. This includes the capacity to estimate costs, produce budgets and develop processes for tracking spending, as well as competencies related to the identification and analysis of delivery options and the ability to develop and recommend optimal solutions.

OCOGs also require procurement knowledge and experience from pre-publication to post-award, as well as staff able to operate in an increasingly complex environment: along with traditional value for money procurement goals, they must also be aware of the OCOG's secondary procurement goals, such as sustainability, and the tools and techniques to incorporate them into the procurement process.

As Games delivery advances, OCOGs must manage the delivery of a programme of projects, and require staff with the ability to develop and maintain schedules that account for dependencies and constraints, manage complex and interconnected contractual relationships, as well identify, monitor and mitigate risk. Knowledge and experience with contract management, logistics and inventory management, and contract monitoring tools and techniques become increasingly critical as the Games approach. This list, while not exhaustive, provides a sense of the challenge OCOGs face in recruiting for this wide range of roles, and continuing to evolve their workforces as their needs change rapidly throughout the Games delivery cycle.

A lack of consistent, strong project leadership is also a potential risk for OCOGs. The more complex a project the greater level of required management expertise and experience, requiring leaders comfortable

making decisions and setting direction in an environment of uncertainty and continual change. Dedicated leaders who are committed to the success of the project are a key success factor in the delivery of large-scale, complex projects like the Games (Denicol, Davies and Krystallis, 2020[2]). The large number of stakeholders means that the ability to recognize, anticipate and effectively deal with existing or potential conflicts is critical, as well as skills to influence and impact decisions internally and externally.

Inadequate or unresponsive on-boarding processes and high turnover rates could hinder the rapid organisational growth to meet OCOGs' needs

In addition to challenges identifying and hiring appropriately skilled staff, the capacity of OCOGs to deliver the required sport infrastructure and related services can be compromised by slow on-boarding processes or insufficient continuity of resources throughout the different phases of the delivery of the Games ((International Olympic Committee, 2020[12])). To successfully deliver Games infrastructure, OCOGs must grow as organisations extremely quickly across a range of functions. The London 2012 Organising Committee grew from approximately 95 staff (Select Committee on Culture, Media and Sport, 2007[15]) in 2007 to a peak of over 8,500 by 2012 (London Organising Committee of the Olympic Games and Paralympic Games, 2013[16]), while the Vancouver 2010 Organising Committee added an average of 35 staff per month throughout 2008, two years before the Games (Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games, 2009[17]). Recruiting and on-boarding experienced key resources and leaders is a critical early challenge, while as the Games approach there is an ever-increasing need to hire large numbers of staff.

Box 2.5. Tokyo 2020 training on human rights at venues

Tokyo 2020 identified potential human rights impacts resulting from an inappropriate security response to physical or verbal communication at the Games. At the same time, the OCOG was concerned with infringements on the principle of non-discrimination enshrined in the Olympic Charter resulting from the verbal or physical communication of individuals. OCOG staff, volunteers, and contractors should have not only basic knowledge of human rights, but also the practical knowledge and ability to respond appropriately to incidents.

To address these risks, Tokyo 2020 established an inter-departmental task force charged with producing a number of outputs:

- The first output was a compilation of common discriminatory verbal expressions and gestures from countries around the world to help staff and volunteers identify discriminatory verbal expressions or gestures.

- The second output was the design of internal guidelines which would assist staff and volunteers to respond to individual situations on a case-by-case basis. The document was conceived of as 'guidelines' rather than a 'manual' or 'procedure' in order to acknowledge the importance of assessing and responding to each individual situation.

Tokyo 2020 then moved to building the capacity of all staff and volunteers on the compilation and the guidelines.

Source: (Tokyo Organising Committee of the Olympic and Paralymic Games, 2021[18])

OCOGs are also tasked with a broad set of responsibilities, requiring staff with a diverse set of skills; for example, the Sochi 2014 Organising Committee was organised into nine activity streams, each consisting of a total of 55 functional areas (Organizing Committee for the XXII Olympic Winter Games and XI Paralympic Winter Games of 2014 in Sochi, 2014[19]). Designing and executing a human resources strategy

that can quickly and effectively staff such a large and broad organisation, particularly in skill-dependent procurement and infrastructure roles, is a key challenge.

Successful delivery of infrastructure-related Games services such as transport, medical support at venues, and greeting and orientation, rely heavily on volunteers. Along with the challenges of training and onboarding tens of thousands of volunteers, risks include failing to secure sufficient volunteers (Rio 2016 and PyeongChang 2018 trained 50 000 and 14 000 volunteers respectively (Rio 2016 Organising Committee for the Olympic and Paralympic Games, 2016[20]; International Olympic Committee, 2019[21])) and potentially high attrition rates as a result of the commitment required or disillusionment over the roles volunteers are expected to play.

2.2. Experiences from Paris, Milano-Cortina and Los Angeles

Box 2.6. Mobilising institutional expertise: Paris 2024's Energy Council

Paris 2024 has set up expert committees to address specific Games-related challenges and bring together key institutional stakeholders: one such committee is the Energy Council. Chaired by the Paris 2024 Chief Executive Officer and the Director General for Energy and Climate at the French Ministry for the Ecological Transition, the Energy Council is made up of representatives from the private and public sectors, including Solideo, French electricity and natural gas distributors, the French energy regulatory commission, and local authorities.

The Council meets at least twice a year. Its main goals are to:

- Develop a framework through which risks related to the resilience of networks and the supply of electricity and gas for the Games can be understood, assessed, prioritised and presented for review by the appropriate authorities to enable decision making and the issuance of permits.

- Work with French government agencies and departments to establish a process to manage risks related to the supply of energy to Games sites.

Source: (Organising Committee for the Paris 2024 Olympic and Paralympic Games, 2021[22])

Box 2.7. Paris 2024's Volunteer Charter

The recruitment and deployment of 45 000 volunteers will be critical to the successful delivery of the Paris 2024 Olympic and Paralympic Games. Volunteers will be mobilised to support the planning and promotion of the Games, the preparation of the Games and during the Games. Volunteer roles are grouped into six categories: welcome, orientation and assistance; sports operations support; organisational operational support; transport; medical services support; and ceremonies support.

The first of its kind for a large-scale sports event, the Olympic and Paralympic Volunteer Charter outlines the rights and duties of volunteers at the Games, as well as a detailed description of available roles. The Charter was produced by Paris 2024 in collaboration with the French government and the partners represented on the Paris 2024 Social Charter Oversight Committee and the Paris 2024 Ethics Committee (including representatives from trade unions, employer organisations, independent French administrative authorities, and the OECD).

Volunteers will have the right to be assigned to a role aligned with their interests and skills, to receive appropriate training and to withdraw at any time. They are guaranteed a well-coordinated and safe experience, including provision of civil liability insurance. They will be required to undertake appropriate training, be available at the committed times (minimum of 10 days during the Games), and comply with all instructions related to the security and organisation of the Games. They must also be committed to the vision and values of Paris 2024, including respecting the essential principles of dignity, impartiality and integrity, maintaining appropriate confidentiality, and refraining from profiting from their participation.

Recruitment will be based on inclusive criteria: gender equality; representation of all French regions, as well as international, and particularly European, volunteers; openness to all age groups over 18; and engagement of people with disabilities.

Source: (Comité d'organisation des Jeux Olympiques et Paralympiques de Paris 2024, 2021[23])

Box 2.8. Mapping human resource needs for smooth Games delivery at Paris 2024

Paris 2024 undertook a mapping of the human resources required to deliver the Games to help the OCOG, SOLIDEO, and other stakeholders anticipate their recruitment needs and work together to develop appropriate plans to meet those needs. The mapping, undertaken in 2019 and updated in the wake of the COVID-19 crisis, had three objectives:

1. Provide an assessment of the number of jobs directly created by the Games from 2018 to 2024, including when in the lead up to the Games they would be required.
2. Determine the division of jobs between three broad sectors (construction, operations and organisation, tourism) involved in the delivery of the Games, with a breakdown by profession.
3. Study the conditions required to meet human resource needs and to meet commitments in terms of access for those facing barriers to employment.

The mapping allowed Paris 2024 to work with its partners understand the training and labour market preparation required to help ensure the necessary workforce for each broad sector and profession. Specific focus was placed on professions facing recruitment challenges, in order to prepare for those challenges and ensure the successful delivery of the Games.

Source: (Centre de Droit et d'Économie du Sport and Groupe AMNYOS, 2019[24])

2.3. Addressing institutional set-up and organisational management risks

2.3.1. Key principles

Box 2.9. Key principles for mitigating institutional set-up and organisational management risks

1. **Establish clear divisions of responsibility and decision making for the delivery of infrastructure and associated services**

OCOGs should seek to ensure that roles and responsibilities are clearly established as early and as comprehensively as possible. Instruments such as memoranda of understanding can supplement the Host City Contract to further delineate roles and responsibilities as well as governance structures, and can include a wider range of institutional stakeholders.

Decision-making structures should consider how institutions will work together throughout the evolution of the Games delivery cycle as capacities and appropriate responsibilities may differ significantly across through planning, delivery and post-Games phases.

2. **Put in place informal or technical coordination mechanisms to increase agility in decision making**

Formal governance structures should be supplemented with informal mechanisms and working groups, while measures such as physically siting institutional partners in the same building can help promote a common culture. Coordination mechanisms should integrate key decision makers and be sensitive to local context, aligning the Games within the institutional framework of the host city and country.

3. **Build a flexible organisational structure to support delivery of infrastructure and associated services**

OCOGs should invest in organisational structures that allow them to successfully bring internal and external institutional and operational threads together. The OCOG should be adaptive to changes throughout the delivery of the Games, and should reflect this flexibility in its human resources and organisational structure. OCOGs should seek to be flexible in both their structure and in their recruitment of personnel able to adapt and see through the full procurement and delivery cycle.

4. **Invest in leadership and staff with the capabilities to deliver a complex programme of infrastructure and associated services**

OCOGs should establish leadership that is empowered and committed to the success of the Games, with strong credibility and experience. Continuity through the delivery of the Games should be maintained to the extent possible.

OCOGs should invest in staff recruitment and retention to develop and accumulate knowledge and skills. Recruiting experts with previous Games experience in key areas and secondees from local operators is a key tool for facilitating knowledge transfer and leveraging local experience.

2.3.2. Checklist

Table 2.1. Institutional set-up and organisational management checklist

Task	Status (Yes/No)
Clearly define delivery roles and responsibilities, with a particular focus on decision making	
Have the roles and responsibilities of all stakeholders for the delivery of infrastructure and associated services been mapped?	
Is there a plan in place to regularly revisit the mapping of responsibilities over the course of the delivery of the Games as organisations are stood-up or wound down and roles evolve?	
Have mechanisms and instruments to institutionalise and formalise roles and responsibilities been developed? Potential mechanisms could include: • Ad-hoc legislation • Memoranda of Understanding • Terms of Reference • Letters of Direction • Responsibility matrices	
Is the senior leadership of key institutional stakeholders integrated in the OCOG's decision-making structures?	
	Score: /4
Establish formal and informal collaboration mechanisms to support the delivery of infrastructure and associated services	
Are there internal mechanisms and processes to ensure the OCOG speaks with one voice?	
Have formal governance and decision-making structures been established? Membership to these structures should seek to balance between the appropriate level of seniority for decision making and the technical expertise to provide adequate oversight.	
Are there informal governance mechanisms, such as working groups or peer networks, in place at a working level? The number of parties involved in the delivery of Games infrastructure can make efficient formal decision making challenging, reinforcing the need for informal collaboration and high levels of trust.	
Is there a plan to review the performance of collaboration mechanisms and their suitability as delivery progresses?	
	Score: /4
Develop a flexible organisational structure that can adapt to the changing requirements of infrastructure and service delivery	
Have you determined the roles and profiles required for the successful delivery of infrastructure and associated services? Do they account for the changing nature of the OCOG's role and associated skill requirements through the Games delivery process?	
Is the OCOG's functional structure adequately flexible to adapt through the Games delivery process? This could include different areas ramping up or down at different points in the process, or transitioning from one focus to another (e.g. from preparing and executing tenders to contract management).	
Are there specific plans for the rapid on-boarding, training and potential certification of the large number of volunteers generally required to successfully deliver infrastructure-related services?	
	Score: /3
Put in place leadership and staffing with the required skills to deliver infrastructure and associated services	
Have you identified positions and functions where experience in Games-specific delivery is most valuable? This may be most important where Games infrastructure and related supply chains are highly specialised or where there is limited local experience with delivering infrastructure related services at a comparable scale.	
Have you identified and leveraged opportunities for secondments from local organisations (e.g. national and regional governments)? This may be most important where local context is critical, such as security or transportation.	
Is there a detailed training and knowledge transfer plan focused on the roles and capabilities required for the successful delivery of infrastructure and associated services?	
	Score: /3
	Total Score: /14

2.3.3. External resources

To ensure optimal institutional set-up and organisational management, OCOGs can take advantage of a range of existing policies, tools and good practices from the world of sport and from broader infrastructure governance practice. These resources provide opportunities for OCOGs to assess their current practices and approaches, inform the development of their own strategies and policies, and serve as examples of good practice.

Many of these external tools do not pertain directly to sport, however, could be useful to organisers of large-scale international sporting events as they detail relevant procurement roles and functions. They have been selected on their pertinence, quality and usefulness in terms of institutional set-up and organisational management. Table 2.2 provides a selection of tools and guidelines that can support institutional framework and organisational management of projects. There is a focus on enhancing understanding of procurement and project delivery roles and responsibilities.

Table 2.2. External resources for institutional set-up and organisational management

Tool	Description	
Institutional framework tools and guidelines: These resources can provide OCOGs with a range of policies, tools and guidelines from broader infrastructure and project delivery practices to support the establishment of effective institutional frameworks.		
IPA Routemap on Governance	Project Routemap is the United Kingdom Government's Infrastructure and Projects Authority's (IPA) support tool for novel or complex major projects. The Governance module of Project Routemap helps to assess the suitability of existing or proposed governance arrangements. It includes consideration questions across four pillars (allocating and exercising accountability, empowering decision making, maintaining alignment with corporate strategy, and reporting effectively and embedding assurance) to assess governance arrangements and suggest improvements, as well as 10 good practice examples.	https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1031039/Governance_Module_FINAL.pdf
Responsibility Matrices	Responsibility matrices can be useful tools for mapping and assigning the participation of various organisations involved in the delivery of infrastructure and services. The example at right provides a range of approaches to setting up and assigning responsibilities: An approach from the Public Olympic Authority for Rio 2016, responsible for coordinating the efforts of federal, state and municipal governments to prepare and stage the Games. Its Responsibility Matrix listed projects, responsibilities and financial contributions and was regularly updated and published. A comprehensive example of the roles and duties of various positions compiled by Crossrail Limited for the Crossrail project in London, UK. It outlines the tasks and responsibilities across all levels of management, from the Chief Executive to the Head of Urban Integration. An example from the British Mountaineering Council of how to designate tasks amongst the leadership roles of an organisation. It specifically focuses on the president, chair and CEO of the British Mountaineering Council and their responsibilities vis-a-vis other parts of the organisation and outside stakeholders.	http://rededoesporte.gov.br/en/legacy/responsibility-matrix https://learninglegacy.crossrail.co.uk/wp-content/uploads/2017/03/HS27-01_CDM-2015-CRL-Roles-and-Responsibilities-Matrix-Section1.pdf https://www.thebmc.co.uk/Handlers/DownloadHandler.ashx?id=1695
Compendium of large infrastructure projects	Through an analysis of projects across the EU, this report identifies three recommendations for the European Commission, namely: 1) to improve the training of both procurement and project management professionals in the selection and implementation of the procurement procedures; 2) to recognise procurement as playing a significant role in the overall design of the project organisation and its resulting long term capability; and 3) to strengthen the efforts to facilitate a more dynamic form of knowledge creation through the development of national and pan European communities of infrastructure organisations.	https://op.europa.eu/en/publication-detail/-/publication/558f5917-9a45-11ea-aac4-01aa75ed71a1/language-en

Organisational management tools and guidelines: These resources can provide OCOGs with a range of policies, tools and guidelines to support the development of effective organisations, with a focus on procurement and delivery.

ProcurComp^EU	ProcurCompEU is a tool designed by the European Commission to support the professionalisation of public procurement. It defines 30 key competences and can be used by organisations to assess and enhance their procurement function to respond to the organisation's priorities.	https://ec.europa.eu/info/policies/public-procurement/support-tools-public-buyers/professionalisation-public-buyers/procurcompeu-european-competency-framework-public-procurement-professionals_en
Major Project Leadership training	Major Project Leadership training can help to retain and build critical infrastructure skills and expertise on major project delivery. While necessarily context dependent, the examples to the right have been identified by the G20 Global Infrastructure Hub.	Major Projects Leadership Academy (sponsored by Infrastructure and Projects Authority – UK) Centre of Excellence for Major Project Leaders (sponsored by Development Bureau Hong Kong) Australian Major Projects Leadership Academy (sponsored by Office of Projects Victoria, Australia)
IPA Routemap on Organisational Design and Development	Project Routemap is the United Kingdom Government's Infrastructure and Projects Authority's (IPA) support tool for novel or complex major projects. The Organisational Design and Development module of Project Routemap helps to establish appropriate organisational design and provides gives guidance on change management approaches. It includes consideration questions across four pillars (understanding organisational context, designing the organisation, developing the organisation, and a managing ongoing change) to guide organisational design and change, as well as 10 good practice examples.	https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1031043/ODD_Module_FINAL.pdf
IPA Project Delivery Capability Framework	The IPA's Project Delivery Capability Framework describes the job roles, capabilities and learning for project delivery professionals. It contains three main elements: 'Career pathways' that set out the job roles within the profession Technical and behavioural competencies aligned to those roles A development section to enable project delivery professionals to identify the right development for them. While developed for use in the United Kingdom Government, the Framework may be useful for OCOGs in identifying the skills and capabilities required for project delivery, as well as a template for skills development.	https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/755783/PDCF.pdf

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3 Sustainability and legacy

The IOC and Host Cities have increasingly placed sustainability and legacy at the centre of their design and preparation of the Olympic Games. How Organising Committees translate these commitments into their delivery strategies is a complex, multi-faceted endeavour. This chapter offers insights, good practices and tools to mitigate several risks which would hamper the delivery of sustainable Games with a positive legacy. These risks include "white elephants", "bridges to nowhere" or environmental harm caused by supply chains.

3.1. What are the risks?

The IOC, OCOGs and Host Cities have increasingly placed sustainability and legacy at the centre of their design and preparation of the Olympic Games. Sustainability and legacy were key elements of the Olympic Agenda 2020, which included recommendations to incorporate sustainability into all aspects of the Games

(International Olympic Committee, 2021[1]), and were carried forward in the Olympic Agenda 2020+5, which included recommendations to foster sustainable Games through measures such as supporting OCOGs in developing supply chain oversight and ensuring the delivery of lasting benefits for Host Cities (International Olympic Committee, 2021[2]).

This section examines risks to the Olympic Movement's sustainability and legacy goals in the context of the procurement and delivery of Games infrastructure and associated services. As this report focuses on the delivery of Games infrastructure and associated services rather than the full extent of activities undertaken in the framework of the multi-year legacy programmes delivered by OCOGs and host cities, there is a specific focus on three key challenges:

- Balancing the short-term goals of the Games with sustainability considerations and the long-term needs of Host Cities
- Planning for the transition to post-Games uses
- Addressing environmental and human rights risks across the supply chain

While OCOGs are only created after the Games are awarded and are focused on Games delivery, it is critical that governments incorporate legacy considerations such as the expected benefits and impacts, alignment with existing plans and strategies for urban and regional development, value capture, transport requirements, and tourism impacts during the pre-bidding and bidding stages (OECD, 2018[3]).

The Olympic Movement's ambitious sustainability goals, including ensuring that all Games be climate positive from 2030, addressing climate change, the loss of biodiversity and the impact of COVID-19 on sport, and contributing to relevant UN Sustainable Development Goals (International Olympic Committee, 2021[4]), are closely tied to the delivery of infrastructure and associated services. The IOC Sustainability Strategy's five areas of focus, infrastructure and natural sites, sourcing and resource management, mobility, workforce, and climate, all have direct relevance to infrastructure and service delivery.

Measures included in the IOC's Sustainability Strategy include maximising the use of existing infrastructure and temporary venues; ensuring that new infrastructure is viable and has a minimal environmental footprint; sourcing products and services in a way that accounts for environmental and social impacts; ensuring working conditions comply with relevant legislation and with international agreements and protocols; and putting in place carbon reduction strategies (International Olympic Committee, 2017[5]). These measures are particularly relevant for OCOGs as Host City Contracts require that they develop a Games-specific strategy that addresses key issues such as infrastructure and sourcing and is aligned with the IOC's Sustainability Strategy (International Olympic Committee, 2016[6]).

3.1.1. Focusing on the short-term goals of the Games can threaten sustainability and the long-term needs of Host Cities

In the Olympic context, large-scale sport facilities must be delivered over short periods and host very high numbers of guests, which can cause social and environmental disruptions in the local ecosystem that pose significant planning and design challenges (Dendura, 2019[7]). Certain events, such as alpine skiing, typically take place in environmentally sensitive areas (Chappelet, 2008[8]), while infrastructure construction in urban communities can result in the displacement of local residents. Short-term incentives can lead to the construction of facilities that are oversized for future use, for example to accommodate more spectators during the Games than will attend future events. OCOGs must balance their short-terms

goals, maximising the impact and success of the Games, with the need to align with the local characteristics and long-term needs of the community (OECD, 2018[3]).

In order to ensure that infrastructure is sustainable and delivers long-term benefits to the population it serves, it is key to incorporate social, economic and environmental considerations during the early stages of planning and assessment (OECD, 2020[9]). as retrofitting or upgrading is less efficient than planning facilities that can operate sustainably from the outset (KPMG, 2015[10]). For example, the United Nations Development Programme worked with Sochi 2014 to produce a Greening Strategy and Action Plan to achieve carbon neutrality; however, a review found that the project was implemented after planning was largely finished and construction was underway, and therefore had only a negligible impact on the greening of Games facilities (Zeman, 2014[11]). Likewise, poor planning that does not address potential constraints in terms of urban development and existing infrastructure networks (e.g., transport, energy, water and sewage) could create long-term issues for Host Cities (Dendura, 2019[7]).

The importance of adequate planning to mitigate legacy and sustainability risks applies equally to the delivery of services required to host the Games. When OCOGs are responsible for implementing sustainable procurement strategies that would provide legacy benefits, planning and early market engagement are critical to ensure that the private sector has the capacity to realise those commitments.

Box 3.1. The legacy of the 1994 Lillehammer Winter Games

The 1994 Lillehammer Winter Games were widely regarded as the first green Games. The OCOG chose to make the Games a showcase for sustainability and environmental policies, including placing a greater emphasis on the post-Games use of venues.

All 10 venues purpose-built for the 1994 Games remain in use, and seven were used for the Winter Youth Olympic Games in 2016. Venues were designed with post-Games usage in mind, and have had continued community and commercial use, while the housing built for the Games hosts more than 4,000 students. Parts of the media village were built as modules and moved to other parts of the country for use as student dormitories after the Games and service buildings in the athletes' village were converted into centre for the elderly and a church. Venues have also continued to host elite sporting events, including world championships for speed skating, track cycling, skeleton, luge, handball and ice hockey, World Cup events for biathlon and Nordic combined, and the 2016 Winter Youth Olympic Games.

Source: (Stoneman, 2016[12])

If not carefully planned for, the design and technical specifications of Games infrastructure can also lead to negative environmental and financial impacts for Host Cities. Previous Games have been criticized for the environmental damage associated with infrastructure construction (Cantelon and Letters, 2000[13]; McBride and Manno, 2021[14]) while concerns about the financial risks associated with hosting the Games have led to the withdrawal of a number of bids in recent years (Flyvbjerg, Budzier and Lunn, 2020[15]). Further, the omission of factors such as subsidies for land and supporting infrastructure and long-term operating costs, means that estimates of public subsidies for permanent sports infrastructure are often underestimated (Long, 2005[16]). Infrastructure assets are only part of a wider, more complex system, and need to be considered in their broader context. Decisions on the location, type, design and timing of infrastructure developments can have profound implications for the environment, with poor quality Games infrastructure contributing to air pollution, climate change, changes in water quality and quantity, biodiversity loss and the degradation of ecosystems (OECD, 2019[17]). The average footprint of the Games and associated infrastructure averages around 5% of the host city's total area, a significant use of urban land, with sports venues the primary determinant of the size of this footprint (Long, 2013[18]). Temporary venues, which can be viewed as both infrastructure and a service, are often more sustainable in the long-term, but can also have negative environmental impacts, from high carbon intensity relative to their lifecycle (i.e. venues built for only a short period of use) to impacts on local ecosystems.

3.1.2. Failure to plan for the transition to post-Games uses can weaken the long-run performance of sport infrastructure

As opposed to the short duration of major sports events, infrastructure assets have a long lifespan and are the most tangible legacy of the Games, making their long-term viability a key challenge for OCOGs. Maximizing the legacy of the Games requires having appropriate institutional and governance arrangements in place to ensure infrastructure can continue delivering long-term benefits. Failure to plan for long-term financial viability can lead to underuse, as well as creating challenges around the sustainability of long-term infrastructure operations. It is important to avoid the duplication and overbuilding of sport facilities, for example by ensuring that Olympic infrastructure is integrated into the long-term strategic planning of national sporting bodies and of host regions more broadly. There is a need therefore to assess post-games demand for different types of venues and include retrofitting for change of use in early stage planning where appropriate.

Infrastructure is particularly vulnerable to external shocks, natural hazards and extreme weather events, vulnerabilities which can be further aggravated by poor maintenance and rehabilitation. With the growing frequency and intensity of extreme weather events, infrastructure resilience is increasingly important, and a factor OCOGs must consider when planning for the long-term. Climate resilience needs to be integrated into project design to ensure that they are consistent with broader plans and future climate change scenarios. Through the implementation of climate change adaptation measures such as nature-based solutions, OCOGs can work with partners to develop infrastructure that is resilient to risks such as storms, floods, or extreme temperatures (OECD, 2021[19]). As weather and geographical conditions differ significantly across regions and countries, efforts to improve resilience need to be tailored to local circumstances (OECD, 2020[20]). Different resilience considerations may also apply at different phases of the infrastructure life-cycle: robustness and redundancies require investments in the design phase, while business continuity planning and maintenance relate to long-term operations (OECD, 2019[17]).

Box 3.2. Legacy planning good practice: Richmond Olympic Oval

The Richmond Olympic Oval hosted the speed skating events for the 2010 Vancouver Olympics. As Canada had an established speed skating oval, a legacy of the 1988 Calgary Olympics, maintaining long-term use for long-track speed skating was considered impractical. Post-Games, the Oval instead supports a wide variety of sports and community functions, with two ice rinks, eight gymnasiums, a running track and a fitness centre.

Legacy design, financing and governance issues were considered well before the Games in 2010:

- The Oval's operating and maintenance costs are partially funded by a trust established in 2003 with contributions from two levels of government. The trust is governed by a board appointed by the federal, provincial and municipal governments and the Canadian Olympic and Paralympic Committees.
- A municipal corporation with responsibility for operating the Oval and implementing and supporting a variety of long-term community services was established in 2008.
- The Oval was designed to be reconfigured post-Games for a variety of different sports and community functions, with 1.1 million visits in 2019.

Source: (Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games, 2009[21]; International Olympic Committee, 2020[22])

These risks are exacerbated if there is no involvement or discussion with potential long-term operators or users. OCOGs' short-term nature makes addressing these types of legacy challenges particularly difficult. Maintaining venues and covering the associated operating costs is often challenging, and can ultimately

impose a significant financial burden on local governments. The bodies or institutions ultimately responsible for Olympic legacy are often not part of the decision-making process during the planning and delivery stages, creating a vacuum of responsibility for long-term venue viability. Without these voices at the table, there is a risk that venues will not be responsive to their long term needs and capacity.

There are also opportunities should Games related sporting infrastructure be put to good use. By ensuring comprehensive legacy planning for each project, preferably from the initial planning stages, infrastructure can have a positive impact on the communities in which they are situated long after the Games have ended. To help achieve this impact, organisations can plan for and facilitate the repurposing of Games infrastructure.

Box 3.3. Establishing institutional structures to support long-term legacy

As OCOGs are dissolved shortly after the Games, creating institutions that can manage facilities and oversee the repurposing of infrastructure over the longer-term can help ensure a positive legacy.

The London Legacy Development Corporation

The London Legacy Development Corporation was formed to make the most of the opportunity presented by the 2012 London Olympics to transform East London. Charged with the task of managing the physical legacy of the Games, the Legacy Corporation set about developing the Queen Elizabeth Olympic Park to serve east Londoners.

As the UK's first Mayoral Development Corporation, it is accountable to citizens through the Mayor of London. Along with the Mayor, the Corporation works with the greater London Authority, the central government, the East London Host Boroughs, residents in neighbouring local communities, local organisations, businesses and regeneration agencies and national and international sporting, cultural and leisure organisations.

The repurposing of the Olympic Park has created a host of new services and activities for the local community. Notably, it provides sporting facilities for public use and accommodates for fitness classes and sport associations. It also a venue for culture and entertainment events, hosting concerts, performances, expositions and festivals.

Another key objective of the Development Corporation was to provide employment and apprenticeship opportunities to local residents. Over 5 000 people were engaged in the transformation of the Park and the development of the surrounding area has led to the creation of many jobs, it is predicted that by 2025 over 40 000 new employment opportunities will be generated.

The Utah Sports Commission and Utah Olympic Legacy Foundation

The Utah Sports Commission and Utah Olympic Legacy Foundation were created before the 2002 Salt Lake City Games to lead Utah's Games legacy efforts. The Utah Olympic Legacy Foundation manages the venues, while the Utah Sports Commission's mission includes attracting and hosting regional, national and international sports events and encouraging the development of amateur athletics. Both are governed by boards made up of sports, business, community, and government leaders.

Since 2002, the Games venues have seen continual use, and the organisations seek to encourage both public recreational and high-performance athlete involvement. They offer sport programs for youth, serve as community recreation centres and have hosted over 50 international World Cup or World Championship events since 2002. Salt Lake City has been selected by the United States Olympic Committee to represent the United States in a potential bid to host the 2030 or 2034 Games.

Source: (Utah Olympic Legacy Foundation, n.d.[23]; Utah Sports Commission, n.d.[24]; Queen Elizabeth Olympic Park, n.d.[25])

> **Box 3.4. Product-specific sustainability guidelines for Rio 2016**
>
> Rio 2016 took steps to integrate sustainability criteria throughout the management cycle of the Games from design and planning to implementation, review, and post-event activities.
>
> Rio 2016 developed specific plans for the procurement of infrastructure and related services. One such example is its "Sustainable Sports Flooring Guide" in which Rio 2016 lays out recommendations for sustainable practice and sourcing of four different floor types that are used for Games related infrastructure. As part of the broader Sustainable Supply Chain Programme, this guide aims to provide employees, partners, suppliers and affiliated organisations a road-map on how to source, construct and dispose of floors used in Games related infrastructure.
>
> The Guide considers the environmental, social, ethical, and economic aspects that are present throughout the life cycle of the products and services that are related to the procurement and licensing processes. It has suggestions on how to use flooring materials in the post-Games context.
>
> 1. Natural Grass: Grass must adhere to standards set by the Ministry of Agriculture to ensure it is of high quality and that producers comply with relevant tax and labour policy. Additionally, the Guide calls for cut and disposed grass to be reused for compost, animal feed or production of renewable oil.
>
> 2. Synthetic Grass: The Guide states that synthetic grass should meet the standards approved by the FIFA in Quality Concept for football fields. It should be made from recyclable materials and plans put in place to direct the Grass to schools, NGOs or back to suppliers after its use in the Games.
>
> 3. Sand: as an important floor material for many Olympic events, Rio 2016 recognises that sourcing sand can have negative impacts on the environment by altering the geography and ecosystem from where it is taken. Therefore, all suppliers should have environmental licenses and perform ecological compensation to counter impacts on local environments.
>
> 4. Rubber Flooring: The Guide notes the good practice and viability of using old tires to as a source for rubber flooring. It suggests that material for flooring in Games related venues be sourced in this way and that after the Games it be placed into other venues such as school and NGOs.
>
> Source: (Rio 2016 Organising Committee for the Olympic and Paralympic Games, 2014[26])

3.1.3. Supply chains are a significant source of environmental and human rights risks

There is increasing awareness of environmental and human rights-related risks in global supply chains and increasing pressure on organisations to take greater responsibility to prevent and address these risks. Value in public procurement more frequently incorporates considerations beyond cost and quality, such as environmental objectives. Quality, sustainability and social considerations, if not taken into account during the procurement process, can diminish the value for money yielded by infrastructure assets and services, both in the short-term context of the Games and in terms of its long-term legacy. In particular, failure to shift from a purely cost-focused approach to the adoption of responsible business conduct (RBC) objectives (e.g. environmental, human rights, labour rights, inclusiveness and diversity, integrity) in procurement can lead to the selection of less optimal bids (OECD, 2020[27]).

These dimensions are significantly heightened in the context of delivering major events which attract the world's attention. Associated reputational risks are considerably affecting the ability of OCOGs to effectively deliver the Games in conditions aligned with the spirit of the Olympic Movement.

Box 3.5. Sustainable building practices for London 2012

The Olympic Delivery Authority (ODA), the public body responsible for building the permanent venues and infrastructure for London 2012, engaged with its supply chain to develop more sustainable approaches to construction. The ODA set challenging sustainability targets for all projects, outlined in a Sustainable Development Strategy finalised five years before the Games.

In the case of concrete, a major contributor to CO_2 emissions, suppliers were required to meet or exceed the following standards:

- Construction materials (by value) be comprised of at least 20 percent recycled content
- 25% of aggregate used will be recycled
- 50% of materials (by weight) be transported to the site by sustainable means i.e. water or rail
- Use energy-efficient, low-emissions vehicles on-site.

The ODA worked with the concrete supplier to develop sustainable concrete mixes with greater use of recycled and secondary aggregate, resulting in savings of approximately 30 000 tonnes (24%) of embodied carbon and the elimination of over 70 000 road vehicle movements. The reduction of concrete use through efficient design led to a further savings of 20 000 tonnes of embodied carbon.

Centralised procurement, early supply chain integration and extensive testing were key in reducing the overall environmental impact. A strong understanding of needs at the early design stage enabled the production of clear specifications and allowed designers and contractors to take a proactive approach to reach targets.

Source: (Department for Environment and Rural Affairs, 2013[28]; Henson, 2011[29])

> ### Box 3.6. Rio 2016: Sustainable Supply Chain Guide
>
> Rio 2016's objective was to deliver an Olympic and Paralympic Games that promoted the global image of Brazil, based on social and urban sustainable transformation through sport. A key pillar of this project was establishing sustainability criteria throughout the Games management cycle, from design and planning to implementation, review and post-event activities, especially through the adoption of the Sustainable Supply Chain Programme.
>
> This programme sought to integrate the sustainability criteria into the procurement of Games related goods and services, specifically aimed at Rio 2016 employees, partners participating in Rio 2016 Supply Chain management or operation, suppliers, licensees, sponsors and organisations involved in the suppliers' development.
>
> The Programme consisted of the following steps:
>
> - **Establishment of requirements:** definition and disclosure of the evaluation criteria and minimum requirements to be considered in the analyses.
> - **Development and qualification of suppliers and licensees**: anticipated and intense communication about the needs until 2016, along with the specific requirements and guides for suppliers' assistance. At this stage, the programme includes workshops and training for suppliers, sponsors and licensees, focusing on sectors considered critical.
> - **Hiring:** inclusion of sustainability requirements and evaluation criteria along the goods and services procurement process, especially in the total cost acquisition and life cycle analyses. This evaluation also includes audits on the information submitted to Rio 2016 Committee.
> - **Supplier and licensee contract management and compliance monitoring**: inclusion of sustainability aspects in the supplier management mechanisms such as supplier record management, audit review, reporting and corrective actions. These activities will be continuously applied after implementation of each contract.
> - **Dissolution and products final disposal management:** planning and control of the final destination of all products, packaging and waste, through comprehensive logistics planning.
>
> Source: (Rio 2016 Organising Committee for the Olympic and Paralympic Games, 2014[30])

Many goods and services purchased by OCOGs and their partners are produced through global supply chains which are often fragmented, opaque and complex. Activities throughout the supply chain of Games infrastructure and associated services can result in adverse impacts on people, society and the environment. Supply chains can originate in or pass through countries with a poor record of implementing global standards on human rights, labour rights, and environmental protection, creating a significant risk that OCOGs become linked to human rights abuses and environmental degradation (OECD, 2020[27]).

Services associated with Games infrastructure can also be reliant on complex global supply chains with negative human rights and environmental impacts. In addition, OCOGs may be at risk if they have limited line of sight into labour practices. Precarious employment can perpetuate poverty and gender inequity, and infrastructure-related services, such as food services and cleaning, often comprise sectors and types of work associated with precarity (Pósch et al., 2020[31]).

OCOGs' broad range of operations and business relationships have the potential to negatively impact human rights. These human rights risks are greatest in OCOGs' relationships with other stakeholders, including suppliers reliant on complex supply chains, which are often labour intensive and frequently outsourced. OCOGs must ensure they maintain sufficient oversight over the actions of a large number of

actors, as well as implementing appropriate prevention and remedy mechanisms. As temporary organisations, OCOG may not have the skills and infrastructure to successfully address potentially complex labour rights or human rights grievances (International Olympic Committee, 2019[32]).

Box 3.7. Tokyo 2020's partnership with the International Labour Organization

Tokyo 2020's partnership with the ILO focused on advancing socially responsible labour practices amongst the Games' delivery partners, including sponsors, suppliers, and licensees. Using the Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration) as the guiding framework, the partnership included the following activities:

- Raising awareness of the labour dimension of corporate and social responsibility
- Collection and dissemination of good practices amongst delivery partners on socially responsible labour practices
- Organization of technical seminars
- Development and dissemination of tools to support Games' delivery partners in implementing socially responsible labour practices

The Tokyo 2020 Sustainability Plan and accompanying Sustainable Procurement Code incorporated references to both the ILO MNE Declaration and the ILO Fundamental Principles and Rights at Work.

Source: (International Labour Organization, n.d.[33]; The Tokyo Organising Committee of the Olympic and Paralympic Games, 2019[34])

3.2. Experiences from Paris, Milano-Cortina and Los Angeles

Box 3.8. Reducing the footprint of temporary infrastructure: Paris 2024's biodiversity tool

Tools, methods, and regulations already exist to evaluate and manage the biodiversity impacts of permanent venues. Paris 2024, however, created an innovative approach for managing the impact of temporary infrastructure. The approach involves defining and using an assessment tool to score each venue on five specific points:

- Biodiversity and ecosystem
- Scenery and heritage
- Environmental health
- Carbon footprint
- Circular economy

The method was developed in line with the ambitions and methods of the IOC and the International Union for Conservation of Nature (IUCN). It follows four steps:

- Defining categories for analysis based on the content of environmental impact assessments, the various applicable regulations and local specifics;
- Evaluating the identified environmental issues (presence of species, landscape, air and water quality, nearby public transport, etc.) using precise mapping tools consistently across all sectors;
- Evaluating the venue's potential effects on the environmental issues listed above;
- Mapping out an action plan to mitigate those potential effects.

This iterative assessment tool measures the environmental effects of Games infrastructures and events over time, from the planning phase up until the end of 2024. It has supported decision making to take action aimed at recognising, protecting and regenerating biodiversity, including reducing the size of the shooting range on account of the presence of rare toads in the area and routing equestrian event trails to avoid altering oak tree lines, use less land, and avoid disrupting water birds.

Source: (Paris 2024, 2021[35])

Box 3.9. Leveraging the scale and time-horizon of the Games: Off-grid energy innovation in Paris

While procurement can be a powerful tool for fostering innovation, it can also be challenging to implement successfully. Challenges include risk aversion on the part of buyers and the time required to conduct an innovative procurement process. Particularly in high-stakes situations, buyers often favour fast results that they know will deliver over innovative solutions that take time. In the case of providing back-up power to venues, Paris 2024 overcame these challenges through a high-level commitment to ambitious goals and by beginning the procurement process well before the solution was required. The high visibility profile of the event and its scale provide favourable grounds to incentivise prospective suppliers to invest in innovative solutions.

Paris 2024 has committed to 100% renewable energy use during the Games. This commitment presents specific challenges in the context of a major sporting event; for example, large events such as sports competitions, concerts, and festivals, require large back-up generators in case of power outages. Today, these generators are generally diesel powered. Generators running on renewable energy sources that could be replicated on a large scale could bring about commensurate benefits for the environment and the climate.

To address this challenge, Paris 2024 is aiming to implement solutions that set new standards for temporary renewable energy supply. As a first step, the OCOG and the French government launched a call for proposals in 2019 to source innovative clean off-grid energy production solutions. As they emerge, the first solutions will be trialled in real-world conditions as soon as possible. Through this call for proposals, the French government expects to drive innovation in ecological solutions tailored to the requirements of the Paris 2024 Summer Olympic and Paralympic Games and support projects that could power future sports venues with clean energy or replace traditional generators at large sporting events going forward.

Source: (Paris 2024, 2021[35]); (OECD, 2017[36])

Box 3.10. Concrete initiatives to implement sustainable sourcing at Paris 2024

A key tool for Paris 2024 to achieve its ambitious climate and sustainability goals is its sustainable sourcing strategy. Paris 2024 will purchase roughly EUR 2.5 billion worth of goods and services, increasing to EUR 5 billion including the contracts that Solideo, public contracting authorities and private partners will award in preparation for the Games. The OCOG has defined five key commitments linked to environmental and social concerns in its contracts.

1. **Circular economy:** suppliers should adhere to circular economy principles, maximising the reduction of waste and the use of non-renewable resources.
2. **Carbon neutrality and environmental protection:** a prioritisation of projects that are carbon neutral and respect the environment in which they are created, favouring projects that cultivate and protect local biodiversity.
3. **Social innovation:** projects that contribute to the overall well-being of society and support human rights objectives will be favoured. This includes projects that address issues such as gender inequality and cultivate social links in the local community.
4. **Inclusion of people with disabilities:** organising a Games that is accessible to all by providing infrastructure and services that permit the inclusion of people with disabilities.
5. **Local value creation:** initiatives should contribute to the overall economic, social and environmental value of the area in which they are situated by providing locals with employment or upskill opportunities and creating links within the community.

The implementation of sustainable sourcing is often more challenging than developing high-level strategies. In the case of Paris 2024, implementation includes the involvement of the sustainability function in developing tenders and bid evaluation and the development of sustainability guidelines for each category. Sustainability and environmental criteria are applied in 100% of the OCOG's purchases, with a minimum weighting of 20%.

To ensure a level playing field Paris 2024 disseminates information that outlines how suppliers can integrate the sustainability commitments into their bids, including producing educational tools that allow potential bidders to understand the selection criteria. It has also launched "Coach climat", an application developed to help its own employees understand and reduce their climate impact. This will contribute to establishing sustainability standards in French and international procurement that have a positive and lasting effect beyond the 2024 Olympic and Paralympic Games.

To go beyond environmental objectives in the implementation of the Games' sustainable sourcing strategy, initiatives such as the "Fabrique des jeux", launched in 2018 by the Seine-Saint-Denis departmental council, have already taken steps to mobilise local small to medium-sized businesses. They conducted workshops in late 2020 to advise on tenders and present the economic and environmental opportunities that Games infrastructure provided. In part as a result of this outreach, Paris 2024 has sourced over 10 000 companies.

Source: (Organising Committee for the Paris 2024 Olympic and Paralympic Games, 2021[37]; Organising Committee for the Paris 2024 Olympic and Paralympic Games, 2020[38])

Box 3.11. Milano-Cortina's alignment with long-term local development plans

The Games will act as a catalyst for cities and regions' long-term development plans, which include enhanced connections and cooperation between regional areas to improve the attractiveness of the mountains as a place to live. Sustainability and legacy programmes, which will be funded from both local authorities as well as private sector donors, ensure that projects related to the Games support and benefit from larger development projects in the region. Not only will the Games complement these plans, but also it will leave a lasting legacy by supporting them.

Specifically, the Games will support the following regional strategies:

The Milano 2030 Urban Development Plan

- This plan aims to transform Milan into Italy's largest metropolitan hub, a green, liveable and resilient city. The Games will assist by enhancing connectivity between the City centre and outlying districts.
- The Games is expected to support projects such as the development of abandoned railway yards into environmental regeneration areas that include housing and community infrastructure.

Lombardy Regional Development Programme

- The Games will support and benefit from this plan that aims to invest in smart energy, sustainable urban mobility and socio-economic regeneration.
- The regional intends to promote local culture, infrastructure and connectivity through the Games.
- The Livingo Olympic Village that will be built for the Games in the region will remain as a permanent sports centre for training and preparation.

The Strategic Plan of the Veneto Region and the City of Cortina

- The Games will support the Veneto region and City of Cortina in their long-term strategic objectives in their aspirations to increase tourism.
- Local business will benefit from the platform that the Games will provide, an opportunity for worldwide recognition.

By integrating with and complimenting already existing regional development plans that Milano Cortina 2026 will ensure a long-lasting legacy in Italy. It will also benefit from these ongoing projects to facilitate the efficiency and sustainability of the Games.

Source: (Milano Cortina 2026 Candidate City, 2019[39])

Box 3.12. Milano-Cortina 2026: Working with partners to recover non-consumed food

Milano-Cortina 2026 is working across four regional entities and eight municipalities to deliver the Games in line with circular economic principles and the event-centric delivery model. The food recovery system is one example of how the OCOG will aim to reduce environmental impact, involve diverse stakeholders and make a positive contribution to local communities.

The system aims to recover 100% of food waste in venues. Local charities, businesses and public bodies will be mobilised to collect and manage food waste from all venues used in the Games, including testing events. In order to ensure maximum efficiency of the collection and management process, a bespoke approach. This involves adapting the method of waste management based on the specific circumstances of each venue and event, leveraging the expertise of different partners.

The OCOG has designated three spheres of organisation outlined below. This set-up will allow good practices established in the Games to be transferred locally resulting in the creation of permanent food recovery systems that benefit the regions hosting the Games in the long run.

Sphere one: direct involvement in venues

- Local partners aid in directing operation control of food waste prevention in the competitive and non-competitive venues.
- Manage unconsumed food waste by using non-edible materials for animal feed.
- Involvement of local charities system and local authorities.

Sphere two: Integration of affiliated partners

- Involvement of all hotels and hospitality operators affiliated with the Games to set up an efficient and permanent food recovery system.
- Partners are encouraged to set-up food management systems in line with that developed by the OCOG and partners.

Sphere three: Regional legacy

- Spread good practice beyond the Games to bring about structural change to local communities.
- Create a permeant systems of food recovery leaving a long-term legacy.

Source: Information provided by Milano Cortina 2026 Foundation

3.3. Addressing sustainability and legacy risks

3.3.1. Key principles

Box 3.13. Key principles to mitigate sustainability and legacy risks

These key principles provide guidance to OCOGs on addressing the challenges of balancing short- and long-term goals, planning for transition, and managing supply chain risks.

1. **Maximize the use of existing infrastructure and use temporary venues where there is no long-term need**

Making use of existing and temporary facilities, where possible, is a key measure in mitigating sustainability risks related to environmental impacts and legacy. As articulated by Olympic Agenda 2020, Olympic Agenda 2020+5 and the IOC Sustainability Strategy, OCOGs should seek to use existing facilities and temporary venues where no long-term legacy needs exist. While a venues plan will exist from the bid phase, OCOGs should optimise planning as conditions change and new information becomes available.

2. **Incorporate and prioritise legacy considerations into the planning stages of the Games**

OCOGs should incorporate legacy considerations into all aspects of infrastructure planning. This can include engaging long-term operators and funders through the decision-making process, planning for the post-event transfer of assets, ensuring that sustainability expertise is embedded throughout the organisation, particularly in the procurement function, and integrating environmental, social and governance (ESG) considerations throughout the infrastructure lifecycle. It takes specific effort to sustain the legacy of the Games, and this may be best achieved through the work of a dedicated body.

3. **Implement clear sustainability strategies when procuring infrastructure and associated services**

Taking a strategic approach to procurement can help to mitigate adverse impacts on workers, human rights, and the environment. Setting policies early in the Games delivery process can provide clear guidance within OCOGs and with their partners, and help mitigate risks that are more challenging to address if they arise closer to the Games. OCOGs should set measurable sustainability targets, while ensuring appropriate prioritisation and reporting systems should be designed such that the information collected is accessible to all affected groups.

Given the complexity of the challenges, OCOGs may lack the institutional capacity to deal with the wide variety of risks. Where appropriate, they should seek out organisations with the expertise and experience to support them, both from inside and outside sports.

3.3.2. Checklist

Table 3.1. Sustainability and legacy checklist

Task	Status (Yes/No)
Maximize the use of existing infrastructure and use temporary venues where there is no long-term need	
Have you completed a full inventory and assessment of all existing venues in the area of the Games?	
Have you completed long-term business plans for all planned new or refurbished permanent venues to determine whether there is sufficient post-event demand and resourcing that investment in permanent venues is justified? Business plans should be adequately scoped for realistic legacy use and address ongoing operations and maintenance costs. Post-Games viability should be subject to a detailed assessment of costs and revenues, including of the market conditions in which the venue will operate in the long-term.	
	Score: /4
Incorporate and prioritise legacy considerations into the planning stages of the Games	
Have you clearly assigned responsibility for legacy within the OCOG?	
Have you established legacy considerations as part of the OCOG's decision-making processes? Resilience and maintenance criteria should be taken into account for project design, budgeting, selection and prioritisation and procurement processes should enable decision-makers to deliver in a way that maximises lifetime value.	
Has a dedicated body or organisation outside of the OCOG with responsibility for the longer-term legacy of the Games been established?	
If a specific body or organisation with responsibility for legacy exists (whether dedicated or not), is that organisation formally involved in relevant decision making?	
	Score: /4
Implement clear sustainability policies strategies when procuring infrastructure and associated services	
Have you created a dedicated sustainability function and/or made a senior leader responsible for sustainability targets?	
Have you conducted an assessment and prioritisation exercise to identify areas where a sustainability lens should be applied? This may include (among others): • Climate change and carbon footprint • Gender and racial equity • Disability inclusion	
Have you developed robust policies for priority areas, and incorporated sustainability goals into broader policies (e.g. procurement policy)? This could include leveraging existing good practices and tools from inside and outside sport.	
Have you clearly defined standards and targets, and communicated them widely? Particular emphasis should be placed on communication with the supplier community.	
Have you established a framework to undertake monitoring and regular reporting on progress towards sustainability targets? This could include clearly identifying the data required for monitoring and evaluation and assigning responsibly for the collection and storage of that data.	
Have you conducted an evaluation of sustainability risks the OCOG does not or will not have the institutional capacity to adequately mitigate? For example, this might include workers' rights and remedy mechanisms.	
Have you identified appropriate organisations to partner with to address these risks? Elements of these partnerships could include policy development and learning and the organisation of technical seminars.	
	Score: /7
	Total Score: /15

3.3.3. External resources

To address sustainability and legacy risks related to the delivery of Games infrastructure and related services, OCOGs can take advantage of a range of existing policies, tools and good practices from the world of sport and from broader infrastructure governance practice. These resources provide opportunities for OCOGs to assess their current practices and approaches, inform the development of their own strategies and policies, and serve as examples of good practice.

Many of these external tools do not pertain directly to sport; however, they may be useful to organisers of large-scale international sporting events as they detail relevant public procurement roles and functions. They have been selected on their pertinence, quality and usefulness in terms of ensuring sustainability and legacy. Specifically, they are divided into three groups: costing and cost-benefit analysis, self-assessment and sustainable procurement.

Table 3.2. External resources for sustainability and legacy

Tool	Description	
Costing and cost-benefit tools: Fully evaluating the costs and benefits of options around the construction of new infrastructure, renovation of existing infrastructure or use of temporary infrastructure is critical to managing sustainability and legacy risks. These tools can help guide OCOGs' evaluation of decisions around when to build new or temporary venues, or use upgrade existing venues.		
European Investment Bank: The Economic Appraisal of Investment Projects at the EIB	The Guide illustrates how the Bank conducts economic appraisal of projects. It takes a broader view than standard financial appraisals that focus on private financial returns to include other benefits and costs to society, accounting for all resources used by the project, whether human, technological, or natural, and gauges the value the project generates to all stakeholders. The Guide includes methodology specific to the tourism sector, including venues, and a case study involving a multi-purpose sport, social and cultural arena.	https://www.eib.org/attachments/thematic/economic_appraisal_of_investment_projects_en.pdf
Asian Development Bank Guidelines for the Economic Analysis of Projects	The Guidelines set out a general approach to the economic analysis of projects. They include a financial evaluation of the project and financial analysis of the implementing entity, supported by detailed guidelines on the financial management and analysis of projects.	https://www.adb.org/documents/guidelines-economic-analysis-projects
OECD Infrastructure Toolkit: Value for Money	Ensuring fiscal sustainability is an integral part of ensuring the success of infrastructure projects. This involves embedding evidence-based project appraisals, implementing an effective prioritisation process and ensuring affordability within public budgets. The OECD Infrastructure Toolkit is an online resource to guide the planning, financing and delivery of infrastructure.	https://infrastructure-toolkit.oecd.org/governance/value-for-money/
Self-assessment tools: These tools provide guidelines for OCOGs to evaluate their progress in addressing sustainability and legacy risks in their planning for the delivery of Games infrastructure and associated services.		
Implementing the OECD Recommendation on Global Events and Local Development: A Toolkit	The toolkit provides concrete guidance on the full life cycle of global events, including the pre-bidding, bidding, operational and delivery, and evaluation phases. It includes a detailed self-assessment checklist to track progress. Many elements of this checklist are applicable to full range of risks faced by OCOGs.	https://www.oecd.org/cfe/leed/Implementing-the-OECD-Recommendation-on-Global-Events-Toolkit.pdf
Fédération internationale de l'automobile's (FIA) environmental accreditation programme	The programme introduces a clear and consistent environmental management system, and includes a detailed self-assessment tool. While aimed at motor sport and mobility stakeholders, the Guidelines and Self-Assessment Tool can be a useful guide and tool for OCOGs.	https://www.fia.com/environmental-accreditation-programme
Nature-Based Solutions Tools Catalogue	The catalogue provides an inventory and assessment of nature-based solutions tools (methodologies, software, catalogues, repositories, e-platforms, guidelines and handbook) to support climate resiliency. Aimed primarily at cities, a number of the tools can be useful for OCOGs and their partners.	https://naturebasedcity.climate-kic.org/reports/nature-based-solutions-tools-catalogue/
Sustainable procurement tools and guidance: These tools provide approaches and guidance that can help OCOGs integrate sustainability considerations into their procurement and ensure their supply chains for infrastructure and associated services are sustainable.		

UNEP Sustainability-Weighted Procurement Portfolio Model	The model supports organisations in identifying procurement categories that represent the highest sustainability risk exposure, and where interventions will yield the highest relative sustainability impact.	https://wedocs.unep.org/handle/20.500.11822/37039
European Commission Green Public Procurement (GPP) Criteria	The GPP criteria provide a framework and examples to facilitate the inclusion of green requirements in tender documents for categories including catering and cleaning services. OCOGs could choose, according to their needs and priorities, to include all or only certain requirements in their tender documents.	https://ec.europa.eu/environment/gpp/eu_gpp_criteria_en.htm
OECD Guidelines for Multinational Enterprises – National Contact Point (NCP)	The Guidelines provide non-binding principles and standards for responsible business conduct in a global context. Governments adhering to the Guidelines have set up NCPs whose role includes providing a mediation and conciliation platform for resolving practical issues that may arise with the implementation of the Guidelines. OCOGs operating in adherent countries could consider promoting the NCPs' grievance process for the resolution of issues of alleged non-observance of the Guidelines throughout their supply chains.	https://www.oecd.org/corporate/mne/ncps.htm

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4 Stakeholder and citizen participation

In the context of the Olympic Games, stakeholders can include a wide range of interested or affected parties, including the IOC and its national counterpart, international sports federations, athletes, spectators, local and national governments, local communities and civic groups, media, sponsors and suppliers. This chapter shares insights, good practices and tools on how to effectively manage the stakeholder engagement necessary to efficiently deliver the required infrastructure and associated services.

4.1. What are the risks?

Stakeholder participation can enhance the delivery of infrastructure and associated services by supporting the identification of needs and promoting transparency (OECD, 2017[1]). Weak participation can reduce the perceived legitimacy of infrastructure projects and major events and negatively impact trust and shared ownership of planning and delivery (OECD, 2021[2]).

The OECD Recommendation on Open Government defines stakeholder participation as all the ways in which stakeholders can be involved in service design and delivery, including (OECD, 2017[3]):

- **Information:** an initial level of participation characterised by a one-way relationship in which information is produced and delivered to stakeholders. It covers both on-demand provision of information and proactive measures to disseminate information.

- **Consultation:** a more advanced level of participation that entails a two-way relationship in which stakeholders provide feedback. It is based on the prior definition of the issue for which views are being sought and requires the provision of relevant information, in addition to feedback on the outcomes of the process.

- **Engagement:** when stakeholders are given the opportunity and the necessary resources (e.g. information, data and digital tools) to collaborate during all phases of service design and delivery.

While the Recommendation groups together citizens and any interested and/or affected party, the OECD's Guidelines for Citizen Participation Processes make the following distinction when referring to these groups (OECD, 2022[4]):

- **Stakeholders**: any interested and/or affected party, including institutions and organisations, whether governmental or non-governmental, from civil society, academia, the media or the private sector.

- **Citizens**: individuals, meant in the larger sense of 'an inhabitant of a particular place', which can be in reference to a city, region, state, or country, and is not meant in the more restrictive sense of 'a legally recognised national.

Citizen and stakeholder participation are not mutually exclusive and can often overlap. However, stakeholders and individual citizens require different conditions to participate and produce different inputs. For example, stakeholders can provide expertise and more specific input than citizens through mechanisms such as advisory bodies or experts' panels, whereas citizen participation requires providing the public with time, information, and resources to produce quality inputs.

Stakeholder and citizen participation can also help to ensure that the benefits of hosting the Games are distributed equitably. The OECD Recommendation on Global Events and Local Development advises employment and skills strategies should be implemented to create local job opportunities and develop local residents' skills. The Recommendation also advises that the design and planning of major events like the Games should consider how they can support gender equality and the inclusion of people with disabilities, as well as increase the labour market participation of disadvantaged groups (OECD, 2018[5]). Achieving these goals requires that relevant groups are included in the planning, decision making and oversight of infrastructure and associated services.

In the Games context, infrastructure stakeholders can include a diverse range of interested or affected parties, including the IOC, the National Olympic Committee, international sports federations, athletes, spectators, local and national governments, local communities and civic groups (e.g. residents, local businesses, activist groups, trade unions), media, sponsors and suppliers. (Chappelet, 2021[6]; Parent, 2013[7]). As outsourcing entities embedded in a complex institutional environment, OCOGs need strong relationships with stakeholders and citizens to ensure successful delivery (Parent, 2013[7]). This section examines risks related to OCOG's engagement with stakeholders and citizens in the context of the

procurement and delivery of Games infrastructure and associated services, with a specific focus on the following key challenges:

- The number of stakeholders and the complexity of the stakeholder environment faced by OCOGs;
- The risk that a lack of citizen participation will threaten public trust and engagement with the Games; and,
- The risk that a failure to meaningfully engage with vulnerable communities will result in disproportionate impacts.

4.1.1. The multiplicity of stakeholders impacted by sport infrastructure delivery demands additional efforts to map and target interested parties

The OECD Recommendation on the Governance of Infrastructure highlights the need for an upfront stakeholder mapping and analysis to ensure engagement efforts are effective in including relevant groups in decision making. The diversity and number of Games stakeholders creates challenges for OCOGs, as these diverse stakeholders will necessarily have different and sometimes competing priorities. For example, in developing the Olympic Village, London 2012 faced challenges reconciling the priorities of developers focused on long-term use and legacy and the need to ensure Games operations were accommodated (London Organising Committee of the Olympic Games and Paralympic Games, 2013[8]).

In addition, for some infrastructure stakeholders, the full impact of the Games will only be realised years after the Games have finished and venues have transitioned to their long-term use. OCOGs must be aware of the diversity of stakeholder groups, who vary in the degree to which they need to be actively engaged in decision making and to which they may be positively or negatively impacted by the Games. OCOGs may have limited ability to modify scope and requirements specified in the host city contract (signed before the OCOG existed), as changes require time-consuming negotiations with other actors. This can be particularly challenging for OCOGs in the face of immovable deadlines and significant scrutiny of their expenditures.

Multiple stakeholders have a direct stake in the short- and long-term impacts of Games infrastructure delivery. From end-users and civil society organisations to sports federations to local residents, all require extensive engagement. For London 2012, the use of landmark settings, venues and locations across the region required extensive, long-term communication with businesses, residents, and service providers to ensure services such as traffic management, security, and transport could continue to operate (London Organising Committee of the Olympic Games and Paralympic Games, 2013[8]). Without a strong upfront understanding and analysis of relevant stakeholders, OCOGs will struggle to ensure engagement efforts are effective in informing and including relevant groups in decision making. If stakeholders are not properly identified and targeted, mechanisms to actively engage them during the planning and delivery stages can be fruitless.

> **Box 4.1. Stakeholder mapping to promote large infrastructure projects: Crossrail, United Kingdom**
>
> Crossrail, Europe's largest infrastructure project and among the most significant infrastructure projects ever undertaken in the UK, involves a network of railways mainly in central London. In 2001, Cross London Rail Links (CLRL) was established to oversee project appraisal and design. From the outset, CLRL recognised the sheer scale of the project and the need for buy-in from stakeholders in national and local government, the transport sector, local businesses and residents. CLRL created a consultation strategy based on principles of transparency, accessibility and inclusivity. The strategy provided clear objectives: to identify and contact stakeholders; to record positive comments; to identify areas of concern; and to deliver mitigations.
>
> To achieve this, CLRL developed a well-resourced and empowered Public Affairs department team. Their first task was to undertake a significant stakeholder mapping exercise to identify all bodies with a consent-granting function, or a geographic or functional interest. To facilitate an effective and open dialogue during the consultation, a major awareness campaign was conducted. A stakeholder database was created to track stakeholder interactions and record feedback and comments.
>
> Targeted communications were directed to the most impacted stakeholders to encourage participation in the dialogue. Land-owners that would be directly impacted by the project were contacted and provided with access to the project team to field any queries or concerns.
>
> CLRL developed "information papers" which provided brief, plain-language explanations on items expected to raise concerns along with publishing relevant information in newspapers. CRLR also set up a 24/7 helpdesk as a first point of contact for enquiries, operated by well-briefed in-house staff that did not use scripts to provide responses. By providing access to knowledgeable project representatives, full answers could be given to questions, and the project team gained a better understanding of stakeholders' concerns. CLRL also wrote to relevant statutory bodies and representative groups to offer meetings to discuss the project. The awareness campaign developed familiarity with the project and the perception of Crossrail as a transparent and inclusive project helped promote buy-in among stakeholders. As a result, the initial consultation saw good levels of participation with high-quality responses. A summary report of the results of the consultation was made publicly available and formed the basis for ongoing communications. A second consultation was then carried out, which allowed feedback to be provided to stakeholders on concerns raised in the initial consultation.
>
> By placing such emphasis on stakeholder participation at the outset of the project, the delivery body was able to foresee those areas of most critical concern and, in a number of cases, introduce mitigations or changes to the project in response.
>
> Source: (Bennett, 2018[9])

4.1.2. Lack of participation can threaten public trust and engagement

Facilitating public access to information, open debate, and participation in planning is a precondition for good infrastructure governance. A lack of participation and transparency in the delivery of infrastructure and associated services can undermine public trust and citizen engagement with the Games. Successful Games rely on support from an engaged public, and failure to engage citizens and be transparent about Games delivery creates significant reputational and delivery risks. Late or insufficient stakeholder and citizen involvement can prevent the Games from achieving transformative and long-term impacts if end-users' priorities are left out of the infrastructure planning and design process. Weak engagement during

planning and design can reduce the scope of benefits from sport infrastructure, while proactively informing, consulting, and engaging with stakeholders and citizens at all stages can facilitate the incorporation of their perspectives and expertise (OECD, 2021[2]).

Box 4.2. Mapping employment opportunities to promote development in Dakar

As host of the 2026 Summer Youth Olympic Games, Dakar will become the first African city to host an Olympic event. Dakar 2026 has a vision to use the Games as a catalyst to spur economic and social development and seeks to promote the Games as a platform through which young Senegalese take centre stage in sporting, economic and social activities.

The Games will offer significant employment opportunities for young people in Senegal. Dakar 2026 undertook a study in 2022 to identify the potential jobs linked to the Youth Olympic Games and to identify key sectors, such as construction, transport and tourism, where employment opportunities would be generated. Training programs are then being introduced to equip young people with relevant skills to match the opportunities.

The mapping of employment opportunities generated by the Games also aims to address capacity gaps in the local economy. For example, in exploring the transport sector and needs for the Games, the report identifies issues such as a dilapidated taxi fleet, lack of bus routes and the need for more cycle or footpaths. It suggests that by addressing these issues for the Games, and thus developing the local transport system, Dakar can generate over 2000 local jobs.

The process of the mapping study was as follows:

- Identified and listed 27 activities and services linked to the Games, including operation of ceremonies, medical services, transport, and security.
- Established the timeline of mobilisation with four broad periods; planning and mobilisation of local youth, follow up and finalisation of infrastructure, operation and opening of Games and legacy and heritage.
- Identification of employment that should be mobilised for the Games, in terms of both the sectors and specific skills needed.
- Provision of formal training related to the specific needs of the Games.
- Prioritisation based on the economic potential and sustainability of the employment. It analysed the economic benefit of each sector and job type and allocated resources to them accordingly.
- Provided a final list of the employment opportunities associated with the Games by sector so as to provide information to those seeking employment and to Dakar 2026. Approximately 140 types of employment were identified.

Source: (PROMAN, 2022[10])

The OECD's *Principles of Good Practice for Public Communication Responses to Mis- and Disinformation* highlight how changing media and information ecosystems provide unprecedented opportunities for engagement, while also presenting challenges related to the consumption and sharing of information. Communication technologies like social media platforms have amplified the volume and reach of mis- and disinformation about the impacts of infrastructure and about the Games more broadly. If it is not appropriately anticipated and countered, misleading or malicious content can work against OCOGs' goals, undermining public trust and the OCOG's legitimacy. OCOGs can seek to build capacity for proactive, responsive and effective public communication that provides factual information, fills information voids and counters mis- and disinformation. Interventions should be designed to reach all groups, delivered in plain

language that is relevant and easily understood. Channels, messages and messengers should be appropriate for intended audiences, and communication initiatives conducted with respect for cultural and linguistic differences and with attention paid to reaching disengaged, underrepresented or marginalised groups (OECD, 2022[11]) (OECD, 2022[12]). By contrast, empowering citizens through participatory processes helps to build relationships based on mutual trust and prevent conflict situations that might arise from not taking into account needs of all relevant groups (OECD, 2022[4]).

Box 4.3. Engaging with indigenous peoples in Chile

Chile has faced challenges with economic development infrastructure projects due to its history of territorial conflict with indigenous communities. To address the need for greater territorial integration and social inclusion, the Chilean government has introduced specific mechanisms for transparency and consultation, including infrastructure monitoring platforms, the creation of sub-national institutions to improve indigenous participation, and adoption of the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) in 2007.

To ensure citizens are aware of their rights and to minimise corruption, a Council for Transparency was introduced in 2009 to help combat corruption, ensure citizens' access to information and monitor lawful conduct. Chile's "National Investment System" was also introduced and provides information relating to the status and cost of public investments across all sectors and regions. The Ministry of Social Development and Family provides information to civil society through its online "Integrated Project Database", particularly aimed at those affected by infrastructure investments such as indigenous communities.

Consultation was the next step. The Ministry of Public Works established specific participation mechanisms through *Resolution 315* in 2015. This resolution stipulates that public participation must be guaranteed throughout the whole infrastructure life-cycle. This means engaging with involved stakeholders, including indigenous communities, from the very beginning of the planning stages of infrastructure projects. Citizen consultation is carried out by selecting participants that are representative of the entire community with special attention given to gender, disabilities and indigenous identities.

The *Official Document from the Public Works General Directorate 539* further ensures consultation of indigenous people in infrastructure. Under this directorate infrastructure projects delivered by the Ministry of Works, require consultation with indigenous communities conducted by the Ministry of Social Development and Family. The latter Ministry consults directly with indigenous communities and draws up recommendations based on this. The Ministry of Works must then integrate these recommendations into its projects. There are thus multiple legal and institutional frameworks that ensure indigenous stakeholder participation in infrastructure projects in Chile.

Source: (OECD, 2017[13]; UN Envrionment Programme, 2021[14])

A lack of transparency in the delivery of infrastructure and associated services risks undermining the Olympic Agenda 2020+5's commitment to good governance, while transparency about success and failure supports accountability and promotes public engagement and trust. The OECD Recommendation on Global Events and Local Development stresses the importance of transparency throughout the event lifecycle (OECD, 2018[5]). It can be promoted during all phases of event delivery, as well as embedded in overarching governance structures, through transparent stakeholder consultation, procurement and tendering, supply chains, monitoring and reporting and decision-making processes.

Involving citizens supports the public's understanding of outcomes and the legitimacy of decision making. OCOGs face challenging trade-offs between the objectives of delivering the Games within budget and providing an extraordinary experience, which often manifest in decisions about infrastructure and associated service levels. A lack of citizen participation can reduce the public's ability to follow and understand the processes leading to these decisions, undermining the legitimacy of the hard choices inherent to Games delivery (OECD, 2022[4]). On a practical level, citizen support is central to the successful delivery of Games services, which rely heavily on large numbers of volunteers to perform critical roles. For example, Paris 2024 will mobilise 35 000 to 45 000 volunteers in six categories: greetings, orientation and assistance; operational support (sporting events); operational support (organisation); transport; medical services; and at ceremonies (Paris 2024 Organising Committee for the Olympic and Paralympic Games, n.d.[15]). Failing to meaningfully engage citizens in decision making can undermine the public trust and support OCOGs need to mobilise communities for successful delivery.

4.1.3. Without strong stakeholder and citizen participation, the delivery of infrastructure can disproportionately impact vulnerable communities, and exclude them from the benefits of the Games

The *OECD Recommendation on the Governance of Infrastructure* emphasises the importance of considering the needs of users and impacted communities throughout the project life cycle, through the assessment, debate and oversight of economic, fiscal, environmental, and social impacts (OECD, 2020[16]). Without a clear vision to guide the integration of inclusiveness and diversity considerations during planning and delivery, there is a risk that the Games will not address the needs of Host Cities and fail to reach the goals of the Olympic Movement. Decisions will not respond to the needs of the entire population in an exclusive and sustainable way without a thorough needs assessment and participation process (OECD, 2021[2]).

OCOGs face the challenge of working with partners to quickly implement an extensive infrastructure programme while avoiding or appropriately mitigating the displacement of residents and businesses and associated human rights impacts (Heerdt, 2020[17]). They must also be careful to ensure that Games infrastructure and related development do not result in the exploitation of vulnerable communities, including impacts on archaeological and built heritage or on indigenous sacred sites and monuments (International Olympic Committee, 2021[18]). Lack of participation can lead to venues that are not useful to communities after the Games, or to missed opportunities for creative reuse.

Box 4.4. Ensuring inclusivity in the U.S. Bank Stadium workforce

The State of Minnesota has set ambitious goals for the inclusion of women, ethnic minorities, veterans and lower income residents in large infrastructure developments. They are aimed at ensuring all members of the community have access to procurement opportunities during the design, construction and operation phases.

One government-led program encouraged women and minorities to pursue employment opportunities that were created by the construction of the U.S. Bank Stadium in Minnesota. The Stadium is owned and operated by the Minnesota Sports Facilities Authority (the Authority), which was also responsible for its design and build. Completed in 2016, a key objective for the Stadium was to maximise benefits for local communities. Several initiatives that aimed to promote an inclusive agenda were implemented throughout its design, construction and operation. Of note is the Equity Plan which was developed under state mandate to ensure social inclusion.

Initially set up in the design and construction phase and since extended to the operations phase, the Equity Plan includes pragmatic goals to integrate women, minorities and low-income residents into the

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workforce and to involve women- and minority-owned businesses in design and construction activities. The Equity Plan outlines how to provide employment and equal access to labour market opportunities, and establishes goals for contracts to be awarded to capable, available and willing women- and minority-owned businesses. Veterans and low-income residents were also included in employment initiatives, with much of the engagement led by specialised employment assistance firms.

A robust monitoring approach with a web-based database was established and contractors, subcontractors and vendors were required to submit data in an electronic format. A member of the Authority visited the Stadium's construction site on a weekly basis to supervise and randomly check on the accuracy of the data provided through the web-based tool. During the construction phase alone, 36% of the jobs were positions held by minorities, 9% by women, and 4% by veterans. In addition, 90% of the construction budget (a total of USD 400 million) was allocated to local businesses, of which 16% were owned by women, 12% were minority-owned and 1 % were businesses owned by veterans. This was above the threshold set by the original Equality Plan of 32% minority and 6% women for the workforce and 9% minority owned and 11% women owned business.

Key success factors included strong leadership and a robust governance structure, as well as a collaborative approach and transparent web-based reporting that allowed for continuous monitoring. Identified challenges included the time required to familiarise contractors, subcontractors and vendors with the new approach to monitoring and reporting progress, along with the need to create a culture supportive of the Equity Plan's inclusive approach to avoid a return to former practices.

Source: (Global Infrastructure Hub, n.d.[19])

Inadequate participation can also undermine OCOGs' commitments to accessibility, particularly with respect to the Paralympic Games. Under the practice of "one bid, one city", OCOGs are responsible for delivering both the Olympic and Paralympic Games, including the provision of venues scaled to the needs of the Paralympics. It is important to ensure infrastructure and associated services appropriately serve both events, and that services such as websites and apps, ticketing, and transport are accessible. For example, different mobility needs to be accommodated, both at Games sites and in accessing venues. This can be challenging in urban environments that may not be fully accessible, but where the OCOG has limited control outside of venues and other Games areas. If planning for the Paralympics is not integrated from the early stages of the Games and included at all levels of the OCOG's organisation, OCOGs risk failing to deliver an accessible event or incurring additional costs to incorporate accessibility requirements late in the delivery process.

Failure to consider inclusiveness and diversity considerations in the procurement and delivery of infrastructure and associated services can also hinder the prevention and mitigation of risks specific to certain population groups. Failure to assess impacts on minority or under-represented populations, and to incorporate these considerations in areas such as technical specifications or sourcing strategies, can threaten an equal and fair distribution of the benefits of the Games. This is particularly true of marginalised communities such as migrant workers, people with disabilities, minorities, the less affluent, and LGTBQI+ people, who may have less access to decision makers. Local communities negatively impacted by a project often mobilize to ensure their interests are protected (Denicol, Davies and Krystallis, 2020[20]), creating additional challenges for OCOGs. Involving citizen through targeted outreach and meaningful opportunities to contribute to decision making can improve the social sustainability of infrastructure projects by helping ensure that all voices are taken into account.

> ### Box 4.5. Gold Coast 2018 Commonwealth Games Reconciliation Action Plan
>
> The 2018 Commonwealth Games, held in Gold Coast, Australia, implemented a Reconciliation Action Plan to guide efforts to acknowledge Aboriginal and Torres Strait Islander values, culture and heritage and advance outcomes for Aboriginal and Torres Strait Islander peoples. The community engagement process began more than three years before the Games and also included a commitment to continue to engage and provide updates on the implementation of the Reconciliation Action Plan.
>
> Based on a commitment to respectful engagement with local stakeholders and the development of key relationships with Aboriginal and Torres Strait Islander peoples, the Plan included efforts to provide employment and procurement opportunities. The state government and Gold Coast 2018 Commonwealth Games Corporation committed to:
>
> - Support Aboriginal and Torres Strait Islander peoples to secure employment and training outcomes on the Commonwealth Games Village.
> - Promote supply chain strategies to support Aboriginal and Torres Strait Islander employment through contract opportunities.
> - Develop at least six commercial relationships (either directly or via sub contract) with Aboriginal and Torres Strait Islander businesses each year.
>
> Strategies and initiatives undertaken during the procurement and tendering process included workshops, mentoring opportunities and platforms for Indigenous businesses to meet with prime contractors to showcase their businesses and capabilities and receive support on key contractual priorities. The Games generated more than AUD 14 million in contracts and other additional revenue for Aboriginal and Torres Strait Islander businesses, with procurement activities involving recycling and waste management, civil works, design services, and workforce-related categories.
>
> Source: (Gold Coast 2018 Commonwealth Games Corporation, 2017[21]; Cultural and Indigenous Research Centre Australia, 2019[22])

The Olympic Movement aims to support sustainable development, and opportunities for businesses led by under-represented groups in the delivery of infrastructure-related services can play a significant role in achieving those goals. However, without early development and engagement with these stakeholders, the success of these measures can be put at risk. Businesses led by people from marginalized or under-represented groups can be smaller and less experienced, and may struggle to respond to large and complex tender processes, while it can be challenging for OCOGs and their sub-contractors to shift procurement from known and regular suppliers with extensive experience, particularly given the time pressures of the Games. SMEs are often unable to compete for or deliver large or comprehensive contracts, and OCOGs should be conscious of the risks of developing uniformly large work packages, whether for infrastructure or associated services.

4.2. Experiences from Paris, Milano-Cortina and Los Angeles

> ### Box 4.6. Maximising the impact of the 2024 Games by supporting social enterprises
>
> The Games bring significant economic and social potential to the host city. Paris 2024 is making the most of this potential by offering a platform to socially engaged enterprises. Économie Sociale et Solidaire 2024 (ESS 2024) is an online platform that aims to inform, support, recognise and promote businesses engaged in the social and solidarity economy by placing them at the heart of the organisation of the Games.

The OCOG and the Société de Livraison des Ouvrages Olympiques (Solideo) joined forces with Les Canaux and the Yunus Centre to develop ESS 2024 and contribute to the realisation of the first sustainable, inclusive and solidarity-based Olympic and Paralympic Games. Les Canaux is an association created the City of Paris which supports actors in the social and solidarity economy, while the Yunus Centre is a resource centre for social business in France.

ESS provides the following online services:

1. **Information:** ESS 2024 provides an overview of strategic information on markets, employment opportunities and requirements of Game organisers for the benefit of businesses. It organises frequent meetings, newsletters, and other supports to increase the participation of the social and solidarity economy in the Games. This engagement also provides opportunities for two-way communication with Paris 2024, with feedback from Les Canaux informing the development of tender documents.

2. **Certification:** Interested businesses have access to a site where they can register to be certified as a social and solidarity economy company and be made known to the organisers of the Games.

3. **Support:** ESS 2024 is conducting a series of workshops and providing tools to support companies to find new ways of working. It connects social and solidarity economy actors and those in the traditional economy with a view to making the most of the opportunities provided by the Games.

4. **Inspire and promote:** ESS 2024 promotes international good practices to create the conditions for their replication in France, as well as promoting examples of good practice in France that can be replicated internationally.

The implementation of ESS and other engagement efforts have helped lead to approximately 65% of contracts being awarded to SMEs and 15% to social enterprises.

Source: Information provided by Paris 2024

Box 4.7. Increasing local access to sports facilities and activities in Los Angeles before the Games

In the lead-up to the Games, LA28 is engaging with communities to enhance affordable access to youth sports programs. Partnering with the Los Angeles Department of Parks, the OCOG is delivering the PlayLA programme to ensure youth of all abilities have access to quality sports facilities and activities in their local neighbourhood.

The PlayLA programme is made possible by a USD 160 million (approx. EUR 150 million) commitment from LA28 and the IOC to youth sports in Los Angeles. The programme will:

- Provide sporting programs, classes and clinics throughout the school year. This will include Olympic sports to be featured in the Games such as surfing, skateboarding, football, judo, and tennis, as well as measures such as extended pool hours.
- Adaptive programs will be provided to include children of all abilities.
- Subsidise fees for low-income families.
- Provide training and tools to ensure the safety of all youth participants in sports and fitness programs.
- Donate sports and outdoor safety equipment to kids and childcare centres across the city.

PlayLA launched in November 2021, with sporting activities offered across the city. As of 2022, 90 000 children have enrolled in the program and increasing numbers of programmes are being made available. For example, in the 2022-23 school year PlayLA added several adaptive sports to its programming, including para-swim, wheelchair tennis, wheelchair basketball, visually impaired and blind soccer, para-equestrian, sitting volleyball, adaptive skateboarding and para-surfing.

Source: Information provided by LA28

Box 4.8. Building institutional structures to connect with local communities in Los Angeles

LA28 is establishing Working Groups and a Youth Council to provide a platform for diverse community voices to be represented in the delivery of the Games. They will provide advice and guidance relating to community and business procurement, local hire and sustainability. Members will ensure the Games reflect Los Angeles, including those with diverse backgrounds and interests.

Working groups set up to support the delivery of the Games include:

- **Local Hire Working Group:** will advise LA28 in its program development to ensure the Games' workforce represents the diversity of Los Angeles, including programs for youth and transitional workers and a volunteer program to maximize public benefit in connection with the 2028 Games.
- **Sustainability Working Group:** will advise LA28 as it develops and implements a Sustainability Plan for the 2028 Games that is consistent with the International Organization for Standardization 20121 standards and supports the advancement of the City's applicable sustainability goals.
- **Community and Business Procurement Working Group:** will advise the LA28 Games in program development that seeks to ensure small, local and underrepresented businesses have access to and can participate in contract opportunities associated with the 2028 Games. Procurement and collaboration with local LA business is critical to the success of the LA28 Games.

Working Group members come from organisations across Los Angeles that are actively engaged in their local communities and interested in shaping the future of the city and the Games. They will be expected to have a credible track record for serving greater Los Angeles, experience with educational institutions and other community organisations, extensive networks, and significant subject matter knowledge. The Working Groups will be established more than five years before the Games, providing the opportunity to meaningfully impact delivery.

The Youth Council brings together a diverse group of young people to discuss topics critical to hosting the Games, including environmental impact, accessibility, and inclusion. Comprised of Angelenos ages 18 to 24, the Youth Council will also ensure the Games engage the next generation of fans and reflect the Los Angeles community. The inaugural Youth Council was launched in 2021 with members nominated by community-based organisations. New members will be welcomed every year leading up to the Games.

Source: Information provided by LA28

4.3. Addressing stakeholder and citizen participation risks

4.3.1. Key principles

> **Box 4.9. Key principles to address stakeholder and citizen participation risks**
>
> **1. Detailed and ongoing mapping is required to understand the stakeholder landscape**
>
> OCOGs should undertake stakeholder mapping to identify key infrastructure delivery stakeholders and inform the development of stakeholder participation strategies. Recognising that Games infrastructure and associated services can have both positive and negative impacts on a range of groups and understanding the impacts of specific measures is key to anticipating and mitigating risks.
>
> Stakeholder interest and prioritisation may change through the Games delivery cycle, and requires ongoing attention. OCOGs should ensure that efforts to understand the stakeholder landscape and the impact of the Games are not static and confined solely to the initial planning phases of the delivery of infrastructure and associated services.
>
> **2. Ensure access for all stakeholders and citizens with an interest in Games infrastructure and associated services**
>
> The successful delivery of Games infrastructure, as well as the long-term achievement of positive economic, social and environmental outcomes, is contingent on transparent information sharing, meaningful consultation and inclusive decision making with affected communities throughout the project life cycle. It requires significant engagement and consultation with local communities to encourage early buy-in and to ensure that infrastructure actually meets the needs of local users post-games. Public communication should be conducted transparently, use inclusive messages and channels, and promote two-way dialogue with stakeholders and the broader public. OCOGs should promote systematic and effective stakeholder participation, which can include producing and delivering information, seeking feedback through consultation, and looking for opportunities to promote collaborative processes.
>
> Participation can help to build legitimacy and inform infrastructure design, delivery and operations. OCOGs should seek opportunities from early stages to bring all relevant stakeholders and citizens into the decision-making process to increase trust and ownership of planning and delivery. This could include measures such as making available clear, complete and relevant data and information that is free of cost, as well as providing stakeholders and citizens with the opportunity and resources (e.g. information, data and digital tools) required for impactful participation.
>
> **3. Stakeholder participation strategies should promote inclusive collaboration**
>
> Infrastructure stakeholders are diverse and require different approaches and processes to help ensure that decisions respond to the needs of the entire population in an inclusive and sustainable way. Inclusive participation can help OCOGs ensure that Games infrastructure and related development do not result in the exploitation of vulnerable communities and that sustainable development goals are met. The public nature of the Games increases the importance of fostering this participation and leveraging it into concrete outcomes.
>
> OCOGs should consider how governance structures can be designed to not only include the OCOG, the IOC, national and international federations, and governments, but other Olympic stakeholders such as athletes and civil society groups as well as vulnerable communities.

4.3.2. Checklist

Table 4.1. Stakeholder and citizen participation checklist

Task	Status (Yes/No)
Stakeholder mapping	
Have you undertaken a stakeholder mapping for the delivery of infrastructure and associated services, or a broader stakeholder mapping which includes the delivery of infrastructure and associated services? Determining who the relevant stakeholders are, their interests, how they will be affected by the Games, and the influence they could have on the delivery of infrastructure and associated services is a key step to managing risks around stakeholder participation.	
Have you identified any legal requirements for stakeholder participation? Depending on the local context, there may be legal obligations to undertake some forms of stakeholder participation or to engage with certain groups.	
Is there a plan to maintain and update the stakeholder mapping throughout the delivery cycle?	
	Score: /3
Ensure access for all stakeholders and citizens	
Are there measures to disseminate information on infrastructure projects and associated services, including their potential short and long-term effects? This should include the on-demand provision of information and proactive measures to disseminate information.	
Is information being disclosed in a standardised, accessible, reusable, understandable and machine-readable format, in a periodic and timely fashion?	
Are there opportunities for stakeholders and citizens to provide feedback on the planning and delivery of Games infrastructure and associated services? Are there processes and measures to incorporate stakeholder and citizen perspectives, concerns, and recommendations into decision making? This could include open meetings and town halls (online and in-person), public consultations, or deliberative assemblies.	
Have you considered mechanisms and processes that would involve citizens and stakeholders in decision making, co-creation, or ongoing monitoring related to infrastructure and associated services? This could include crowdsourcing, hackathons or public challenges, civic monitoring, or the co-design of solutions.	
Is there a strategy to address mis- and disinformation? By building capacity for timely and preventive efforts to respond to problematic content, OCOGs can position themselves to counter the spread and effects of mis- and disinformation.	
	Score: /5
Inclusive participation	
Has a stakeholder participation plan been developed and published? The plan should include details of how the OCOG will engage with different groups, such as how to provide meaningful information, what venues or formats to use, and how input from stakeholders will be incorporated into decision making.	
Are there specific and tailored tools to remove potential barriers to participation for vulnerable, underrepresented, or marginalised groups in society? Are there incentives in place to foster the participation of these groups?	
Have you identified specific measures and policies required for disadvantaged groups to benefit from the delivery of Games infrastructure and associated services?	
	Score: /3
	Total Score: /11

4.3.3. External resources

To maximise stakeholder and citizen participation, OCOGs can take advantage of a range of existing policies, tools and good practices from the world of sport and from broader infrastructure governance practice. These resources provide opportunities for OCOGs to assess their current practices and approaches, inform the development of their own strategies and policies, and serve as examples of good practice.

Many of these external tools do not pertain directly to sport, however, could be useful to organisers of large-scale international sporting events as they detail relevant public procurement roles and functions. They have been selected on their pertinence, quality and usefulness in enabling stakeholder and citizen participation. Table 4.2 outlines mechanisms that can be used to enhance citizen participation by integrating them into the planning process, stakeholder engagement with private partners and creating platforms to support active participation from all those who may be impacted by projects.

Table 4.2. External resources for stakeholder and citizen participation

Tool	Description	
Stakeholder and citizen participation tools and guidelines: Stakeholder participation is critical to successful delivery of Games infrastructure and associated services. These tools and guidelines can help OCOGs conceptualise their approach to stakeholders, including the development of stakeholder participation plans.		
OECD Guidelines for Citizen Participation Processes	Guidelines for organisations designing, planning, and implementing a citizen participation process. The guidelines describe ten steps for designing, planning, implementing and evaluating a citizen participation process, and discuss eight different methods for involving citizens: information and data, open meetings, public consultations, open innovation, citizen science, civic monitoring, participatory budgeting and representative deliberative processes.	https://www.oecd.org/publications/oecd-guidelines-for-citizen-participation-processes-f765caf6-en.htm
Meaningful stakeholder engagement: A joint publication of the Multilateral Financial Institutions Group on Environmental and Social Standards	Based on lessons learned and evolving standards, this technical note summarizes key objectives, principles and elements of stakeholder engagement with an emphasis on integrating stakeholder engagement into project design and implementation. The note proposes ten elements that ought to be present in a systematic and meaningful stakeholder engagement process.	https://publications.iadb.org/publications/english/document/Meaningful_Stakeholder_Engagement_A_Joint_Publication_of_the_MFI_Working_Group_on_Environmental_and_Social_Standards_en.pdf
Stakeholder engagement: A good practice handbook for companies doing business in emerging markets	The handbook aims to provide good practice "essentials" for managing stakeholder relationships, with a dedicated focus on stakeholder groups that are external to the core operation of the business, such as affected communities, local government authorities, non-governmental and other civil society organisations, local institutions and other interested or affected parties. Part One of the handbook contains the key concepts and principles of stakeholder engagement, the practices that are known to work, and the tools to support the delivery of effective stakeholder engagement. Part Two shows how these principles, practices and tools fit with the different phases of the project cycle, from initial concept, through construction and operations, to divestment and/or decommissioning.	https://www.ifc.org/wps/wcm/connect/topics_ext_content/ifc_external_corporate_site/sustainability-at-ifc/publications/publications_handbook_stakeholderengagement__wci__1319577185063
OECD Good practice principles for deliberative processes for public decision making	This guide presents common principles and good practices on the establishment of deliberative processes. Deliberative processes convene groups of people representing a wide cross-section of society to learn, deliberate, and develop collective recommendations, and can provide an innovative approach to engaging with citizens.	https://www.oecd.org/gov/open-government/good-practice-principles-for-deliberative-processes-for-public-decision-making.pdf
Inclusive infrastructure and social equity: Practical guidance for increasing the positive social outcomes of large infrastructure projects	This Reference Tool on Inclusive Infrastructure and Social Equity provides an actionable framework for an inclusive approach to infrastructure and is designed to provide guidance that is practical and based on global lessons learned. It presents the key pillars of inclusive infrastructure and their related practices in detail, as well as a number of case studies.	https://cdn.gihub.org/umbraco/media/2437/gih_inclusiveinfrastructure_full-document_web_art_hr.pdf
Open Policy Making toolkit	This manual from the UK Cabinet Office includes information about using collaborative approaches and applying analytical techniques to create more open and user-led policy.	https://www.gov.uk/guidance/open-policy-making-toolkit
EPA Public Participation Guide	This guide from the American Environmental Protection Agency provides tools for public participation and public outreach in environmental decision making; however, many of the tools and insights are widely applicable where public input is important to decision making.	https://www.epa.gov/international-cooperation/public-participation-guide-introduction-guide

| How to design and plan public engagement processes: a handbook | This handbook provides guidance for designing and planning effective and empowering public engagement processes. It includes a structured framework with concrete stages to map strategic considerations, identify requirements, develop a process design and elaborate a detailed plan. | https://policyscotland.gla.ac.uk/wp-content/uploads/2020/04/WSPublicEngagementHandbook.pdf |
| Guide to Digital Participation Platforms | This guide explains how digital participation platforms can engage citizens in all types and stages of participatory processes. It also includes guidance for selecting and setting up a platform, and using it to run a participation process. | https://www.peoplepowered.org/digital-guide-home |

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5 Programme management

Organising Committees are ultimately responsible for the delivery of a complex web of individual projects ranging from sports-related infrastructure to associated services such as hospitality or transport. Bringing all these pieces together to form a successful, coherent Games' experience comes with specific challenges: interlinked procurement strategies, lack of market capacity to support delivery or complex relationships with suppliers. This chapter provides insights, good practice and concrete tools to help Organising Committees delivering a full programme of projects and services.

5.1. What are the risks?

OCOGs operate in a challenging delivery environment. Along with risks related to the delivery of specific elements of the Games, OCOGs face challenges related to the management of the integrated delivery of the full programme of projects and services. OCOGs play a diversity of roles in the delivery of infrastructure and associated services: depending on the institutional arrangements as well as the infrastructure and services being procured, the OCOG may be directly conducting procurements, or setting specifications and standards and overseeing procedures by other actors. In both cases, the OCOG is responsible for ensuring the coordinated delivery of infrastructure and associated services. OCOGs are ultimately responsible for the successful delivery of a suite of venues and services, an inherently more complex task than delivering a single sports event or a single venue.

Choosing the wrong procurement strategy or failing to adequately manage delivery risks can lead to cost overruns, delays, and quality issues. The first stages of the procurement cycle – including delivery model choice and assessment of market capabilities – are of key importance, and shortcomings in these early phases may set the stage for later challenges, as they tend to be overlooked in the infrastructure procurement of sporting mega-events (OECD-IPACS, 2019[1]).

As explained in Section 1, the new delivery model seeks to provide a more efficient and cost-effective approach to event delivery. Supported by the enhanced flexibility in delivery that is a critical component of the IOC's 'New Norm', the new delivery model seeks to leverage the event organisation industry's ability to supply readymade solutions, reducing the scope and complexity for OCOGs and promoting efficiency.

This section examines those challenges in the context of the procurement and delivery of Games infrastructure and associated services, with a focus on four areas of risk:

- Choice of delivery mode (i.e. the way in which the infrastructure asset or service will be procured and financed);
- Market capacity and readiness;
- Contract and supplier management; and,
- The fast-paced environment and tight time constraints of the Games.

5.1.1. Choosing the wrong delivery mode can negatively impact value for money

Selecting the delivery mode which provides the optimal value for money is critical to successful delivery. Factors such as the capabilities of the OCOG and its potential partners, the characteristics of the project or service, and the desired allocation of risks and controls (OECD, 2021[2]) should all be considered when deciding whether to bundle different components of event delivery in a single contract, as well the bidding procedures and payment mechanisms. When these key factors differ significantly between events, projects or services, imposing a single delivery mode risks costs overruns and delays. For example, a turnkey solution with payment terms that transfer significant risks to the supplier may be appropriate where there is a robust market of sophisticated suppliers, the event scope and outputs can be fully specified, and there are limited risks related to integration with the overall Games programme. However, if outputs cannot be well specified ex-ante and risks cannot be defined and measured, it may be more appropriate to implement a more traditional approach, where the OCOG would take on a project management role and be responsible for integrating multiple suppliers.

Box 5.1. Joint management for dual purpose: the 2015 Pan Am Games Athletes' Village

The Athletes' Village for the Pan American and ParaPan American Games in Toronto had two objectives. First, it was to provide temporary residences for the athletes, staff and coaches involved in the Pan Am Games. Second, it was to serve the needs of future residents with a mixture of affordable housing and community spaces. As the facilities would have mixed purpose and multiple stake holders, the design, construction and management of the Athletes' Village were overseen by different partners at different times. The joint management of the facilities, between Infrastructure Ontario (a provincial government agency) and Toronto 2015 (the organising committee for the Games), allowed it to both serve the needs of the international sporting event and residents.

In the construction phase, the project used a design-build-finance delivery mode. Infrastructure Ontario, the owner, worked with several private partners to deliver the facilities. For the purposes of the Pan Am Games, temporary infrastructure was designed and constructed under the supervision of Toronto 2015.

During the period of the Pan Am Games (the 'Operational Period') private partners remained involved. They were responsible for building management and maintenance, along with maintenance of the roads and grounds within the site. Following the end of the Operational Period, the facilities were turned over to Infrastructure Ontario, which repurposed the Village to serve the long-term residential population. This included the creation of a community centre and sports facility, a student housing complex and 253 affordable rental units. The decision to use the site for the Village expedited the area's redevelopment by five to 10 years.

Source: (Global Infrastructure Hub, n.d.[3]; Office of the Auditor General of Ontario, 2016[4])

Delivery mode choice that is not grounded in an analysis of risk and uncertainty can reduce the pool of potential bidders and allocate risk inefficiently, undermining value for money. The number of parties involved in Games planning and delivery creates risk allocation challenges by making it more difficult to map the distribution of responsibilities and decision making across all of those involved. For OCOGs, risk allocation can be a particular challenge where responsibility for delivery and funding of non-sport infrastructure or services, such as transportation or security, is unclear or sits with other stakeholders.

In the case of London 2012, the OCOG was responsible for venue security operations, while the government was responsible for setting security requirements and overseeing security arrangements. By 2010, however, the government and the OCOG had not fully agreed on the responsibilities or budget for venue security: costs eventually reached over GBP 500 million from an initial GBP 29 million budget and the military and police were forced to provide thousands of additional personnel after the OCOG's contractor was unable to fulfil its obligations (House of Commons Committee of Public Accounts, 2013[5]). While a settlement was reached with the contractor to reduce payments, the OCOG was unable to transfer the full delivery risk, and ultimately bore a significant reputational cost for the high-profile failure.

Box 5.2. Considerations to guide delivery mode choice

Delivery mode choice requires an understanding of strategic outcomes and their relationships to the full Olympic programme, an analysis of the market and the relevant delivery risks, and a consideration of a full range of potentially suitable options.

The following questions can support OCOGs' in their decisions about the delivery mode for different events:

Event Scope and Characteristics	Capacity and Capabilities	Risk Management and Transfer
• What are the expected efficiencies or service enhancements from packaging different aspects of event delivery? • Are there potential issues that may impact the scope during delivery (e.g. complex stakeholders, dependence on third parties)? • Can the overall scope and outputs of the event be well defined? Is it possible and/or desirable to complete design/detailed specifications before engaging the market? • How would packaging different aspects of event delivery impact integration with overall Games delivery?	• How many firms capable of delivering the solution are present in the market? Does packaging different aspects of event delivery impact the size of the market? • Does the OCOG have the capabilities to deliver some or all of the event in-house? What is the cost of developing those capabilities? • What are the capabilities required for the OCOG to manage and oversee complex packaged event delivery partners? • Is the market willing and capable of bearing some of the risks of event delivery?	• What are the key risks of event delivery (e.g. is there a need for strict cost control/certainty)? How well can those risks be quantified and priced? • What is the OCOG's capacity to manage key risks versus a private partner? • To what extent would packaging different aspects of event delivery improve or harm risk management? • What is the cost of transferring responsibility for key risks? How would packaging different aspects of event delivery impact the costs of risk transfer?

Source: Adapted from (OECD, 2017[6]; OECD, 2022[7]; Department of Infrastructure and Regional Development, 2008[8]))

Box 5.3. Centralising risk for the construction of Heathrow T5

In the early 2000s, the construction of Heathrow Airport Terminal 5 (T5) was the largest construction project in Europe. The British Airports Authority (BAA), a major airport operator that was privatised in 1986, realised that if the projects were to be built on time and within budget, a unique approach would be required.

The foundation of the BAA's project management strategy was the T5 Agreement, a relational contract between the BAA and all the T5 first-tier suppliers. The Agreement was structured differently from traditional construction contracts. It aimed to create incentives for positive problem-solving behaviours in order to minimise the conflicts that had previously plagued major projects.

The BAA took a different and unique approach to risk in the T5 project: it held all the risk. As such, incentives were required to encourage all other partners involved in the project to minimise risk. This was achieved through financial incentives for suppliers, rewarding successful performance. GBP 100 million was taken from individual projects and put into a central pot. This allowed the risk contingency to be allocated based on need. This allowed for greater control over the financial implications of risk at a more global level and thus tighter overall budget control.

Source: (OECD, 2015[9])

### *5.1.2. Limited market readiness and capacity can result in high costs*

The new delivery model emphasizes the need for a strong market of potential suppliers: outsourcing delivery to entities that have existing capacity and experience can reduce costs and delivery risks, but may reduce competition. For example, there may only be one existing venue that is appropriate for the Games, leading to its owner or operator having an advantageous position. Without appropriate mitigation processes in place, this has the potential to create significant risk. The OECD Recommendation on the Governance of Infrastructure advises engaging in transparent and regular dialogues with suppliers and business associations to present procurement strategies (including planning, scope, identified delivery mode, procurement method, requirements and award criteria) and to assure an accurate understanding of market capacity, while addressing possible risks of collusive practices.

A strong network of experienced and reliable suppliers is key to an efficient procurement strategy and the successful delivery of Games infrastructure and associated services. OCOGs will face significant challenges if this delivery environment, and the associated relationships, are not in place early in the Games delivery process. For example, London 2012's heavy use of temporary venues led to challenges sourcing enough suppliers of items such as seating, toilets and other temporary infrastructure, which made up 30% of the OCOG's procurement budget (London Organising Committee of the Olympic Games and Paralympic Games, 2013[10]). Whereas a typical organisation can rely on supplier capability and capacity building and continual improvement to achieve its objectives, an OCOG does not have the time or repeated market engagements required for such an approach. Much of an OCOG's leverage is likely to be at the start of its engagement with suppliers and partners, with little or no leverage in the final stages of the Games when infrastructure and services have been delivered and the OCOG is close to dissolution (International Olympic Committee, 2019[11]).

5.1.3. Contract management strategies need to be tailored to the characteristics of elements of the programme

Although inherently unique, individual projects included in the overall programme present one common trait because of their size and complexity: by far, the longest phase of the procurement cycle is contract execution. However, while pre-tendering activities and the tendering stage concentrate the attention of stakeholders, further efforts could be devoted to contract execution so objectives defined during early development phases translate into tangible achievements.

Further, limited resources available in OCOGs to manage the multitude of contracts composing the overall programme require a strategic approach to contract management, acknowledging that contractors have varying influence on the effective delivery of the Games. Contract management objectives and supplier relationship strategies need to be enshrined into projects and defined well before works or services are put to tender. As shown in the figure below, strategic contract management requires to define mechanisms and reporting requirements which would be integrated in tender documents and will form the basis on which suppliers will also be assessed based on their capabilities to adhere to reporting requirements.

Figure 5.1. Development of contract management strategies
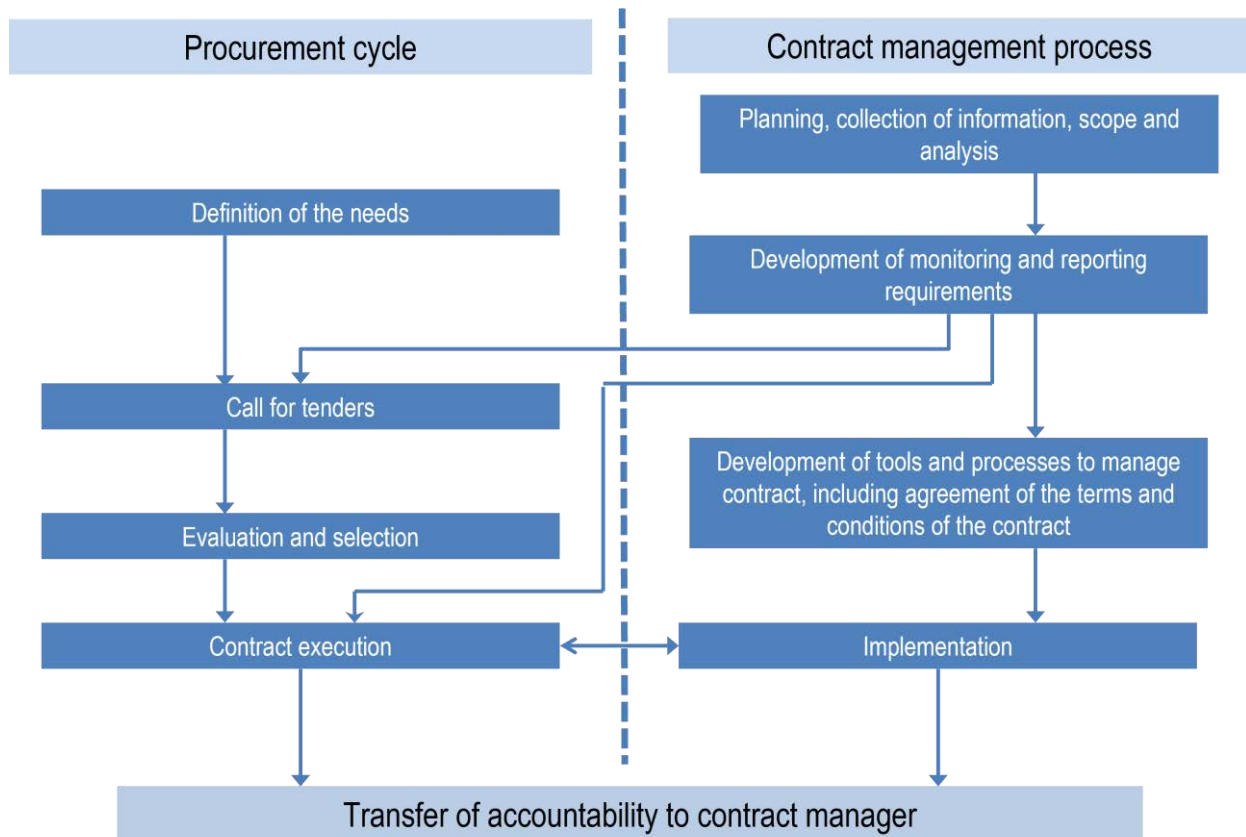
Source: (OECD, 2018[12])

Being one of the most labour-intensive activities, construction works have a direct impact on the supply base, especially for projects of large magnitude. This holds particularly true in countries where markets in the construction industry are concentrated. The impact on the supply base is further emphasized by the relative low share of cross-border procurement in OECD countries and, sometimes, local content provisions.

Those elements directly influence contract management strategies since they provide for a higher probability of suppliers holding multiple contracts in the overall programme. This calls for a transition from individual contract management to supplier relationship management. Analysing OCOGs' portfolio of suppliers could provide insights to better rationalise the allocation of internal resources dedicated to contract management and to ensure that supplier relationship management strategies are the most effective in supporting the delivery of the programme. Indeed, suppliers' relative importance to OCOGs in terms of risks and business value warrants for tailored contract management strategies.

This effort should first build on a structured segmentation of the supply base according to criteria based on OCOG's values and objectives. This exercise can be supported by longstanding literature on supplier segmentation helping to allocate suppliers in the following categories.

Figure 5.2. Supply base segmentation

Source: (Runar Stalsberg, 2018[13])

Last, procurement for Olympic programmes often imply long and sometimes interconnected supply chains. Further, considering the high degree of specialisation of some works, specific subcontractors might provide critical inputs to the overall programme. It is therefore necessary to define contract management and supplier relationship strategies that go beyond first-tier contractors and provide OCOGs with a clear visibility on supply chains composition. This enhanced understanding of relationships between OCOGs, first-tier suppliers and subcontractors would provide critical insights to effectively manage risks posed to the execution of the whole programme as well as supply chains risks such as possible violation of human rights.

By tailoring supply contracts based on values and objectives OCOGs can ensure that contracts are efficient and well defined. This means defining contracts based on the specific interaction with suppliers and would simultaneously mitigate risks relating to insufficient financial and human resources allocated to contract management. For example, referring to figure 5.2, suppliers categorised as routine might only be subject to contractual oversight with operational involvement whereas critical or strategic suppliers would be subject to greater involvement of senior management on both ends with the view to improve performance beyond contractual obligations.

5.1.4. Fast-paced environments and tight time constraints create a challenging delivery environment

Delivery for major events like the Games is complex, and a strategy and procedures must be in place in order to deliver on time, on budget, and according to specifications. If not prepared from an early stage, a weak cost plan or unfinished project scope and requirements can create unnecessary contract and financial management difficulties, as well as variations post-contract award that can significantly raise project costs (International Olympic Committee, 2020[14]). The immovable deadline of the Games poses significant challenges: with no room for delay, there is a heightened risk of cost overruns to ensure infrastructure is delivered in time and that services meet requirements.

Failure to adequately oversee and evaluate infrastructure delivery and performance can have a negative impact on value for money throughout the infrastructure life cycle. Immovable deadlines incentivises a focus on the swift delivery of assets and less on their quality and life cycle performance or on controlling costs. If long-term operators are not involved in the procurement and delivery process, risks around life cycle performance and long-term financial viability can be significantly exacerbated.

Box 5.4. Coordinating temporary overlays at Tokyo 2020

Temporary overlays for Tokyo 2020 included not only simple structures such as tents, prefabricated buildings, and seats, but also buildings with heavy steel frames, light towers, and extensive utility work. Temporary overlays were constructed in all 85 venues, including existing, new and temporary competition venues, across ten prefectures. A large number of parties were involved in the construction of the overlays, including different areas of the OCOG, the IOC, sports associations, venue owners and administrators, and local municipal entities.

To manage this challenging set of projects and help manage costs, the OCOG put in place a number of strategies:

- Use of design-build contracts (including demolition, removal, and restoration) to reduce the number of involved parties and associated change orders. However, separate procurements were conducted where the scale and characteristics were particularly challenging for the market, for example temporary seating.
- Where possible, overlays for multiple venues were procured together as a cluster to facilitate construction schedule control and achieve economies of scale.
- The OCOG set standard specifications for elements that would be commonly procured, such as tents and security fences.
- The implementation of coordination mechanisms such as an Overlay Book, which compiled the plans for all venues and was updated every six months, and a Venue Integration Group, which managed the progress of planning and construction and maintained a consolidated construction schedule.

Source: (Tokyo Organising Committee of the Olympic and Paralympic Games, 2022[15])

An overly strong focus on financial criteria during the pre-tender and tender phases can encourage the selection of proponents that submit low proposals, instead of suppliers that have valuable experience in the delivery of sport infrastructure and related services (International Olympic Committee, 2020[14]). Low-balling strategies can also lead to subsequent post-contract-award negotiations and significant cost increases during implementation.

5.2. Experiences from Paris, Milano-Cortina and Los Angeles

Box 5.5. Paris 2024 is leveraging external expertise to deliver a more efficient Games

Paris 2024 is pioneering the use of the new event delivery model for the 2024 Games. From infrastructure to services, the model aims to leverage existing experience as much as possible in the delivery of the Games. This model has two objectives: excellence in delivery, capitalising on existing expertise while limiting the OCOG's operational costs and creating sustainable opportunities for the sports and events sector.

The OCOG is overseeing delivery while engaging external providers for support, helping the Games benefit from a greater range of innovation and efficiency. An event platform was established where interested stakeholders could view opportunities and needs related to the Games organisation. This provides transparency for bidders and a way for Paris 2024 to assess the most optimal delivery option.

Three venues, Yves du Manoir in Colombes for field hockey, Golf National in Saint-Quentin-en-Yvelines, and the Paris La Défense Arena for swimming races, were chosen to pilot the delivery model with external stakeholders and providers. Through these pilots, the OCOG decided on two approaches to delivery: a delivery model based on the involvement of several delivery entities overseen by Paris 2024, and a delivery model handled in-house by Paris 2024 for complex events where there is limited expertise available on the market.

Source: Information provided by Paris 2024

Box 5.6. Implementing the new event delivery model for Milano-Cortina 2026

Milano-Cortina 2026 aims host the Olympic and Paralympic Games in a fiscally responsible, socially sustainable, and environmentally friendly manner. A key goal of the OCOG is to maximize the use of local expertise and capabilities by involving Event Delivery Entities (EDEs). EDEs are organisations with existing experience and expertise contracted to deliver venues and sport operations for selected disciplines. Partnering with EDEs that have previously organised world-class events will allow the OCOG to leverage their specific knowledge. EDEs will be selected based primarily on their previous experience in organising specific Games events. For example, the OCOG will partner with an existing South Tyrol-based company which successfully organised the 2019 Biathlon World Cup to deliver biathlon at the Games.

Each Games venue or zone will be planned and delivered differently depending on the most efficient solution for the specific context. The events will be delivered by the OCOG, EDEs or a combination of both. Where an EDE is not in place (e.g. in Milan), the OGOC will manage event delivery in-house, while still leveraging the expertise of venue owners and operators through extended venue use agreements. This event-centric organisation model will rely on a local management structure with an Event Director who has responsibility for the venue and event.

The strategy is underpinned by the following considerations:

- Establish an event-driven planning process to enhance the effectiveness of venue design and development, particularly with respect to sustainability, legacy, operational excellence, and cost-efficiency.
- Accelerate knowledge-sharing procedures to shorten the preparation time and Games delivery, thus reducing the overall resource requirement and the size of the workforce.
- Reduce the cost and complexity of each venue and event where possible.
- Explore the most efficient way to deliver each sport/discipline, outsourcing the delivery to selected EDEs to leverage their expertise where appropriate.
- Increase the knowledge and capabilities of EDE staff regarding best practices in sustainable event management, that can be applied to future events organised by the EDEs after the Games.

Source: Information provided by Milano-Cortina Foundation

5.3. Addressing programme management risks

5.3.1. Key principles

> **Box 5.7. Key principles for mitigating programme management risks**
>
> 6. **Use robust, evidence-based analysis to guide delivery mode decisions**
>
> OCOGs should work carefully to evaluate available delivery modes against well-defined criteria rather than applying one-size-fits-all solutions. Delivery options should be assessed based on projects' characteristics, local context, optimal risk allocation and value for money evaluations.
>
> The questions in Box 5.2 provide a guide for the development of criteria by OCOGs.
>
> 1. **Take measures to ensure market readiness and capacity**
>
> OCOGs should work with delivery partners to ensure that the supplier market is able to meet the requirements of the Games. This can include engaging in transparent and regular dialogues with suppliers and business associations to present procurement strategies (including details such as scope, identified delivery mode, procurement method, requirements and award criteria) and to develop an accurate understanding of market capacity.
>
> 2. **Take a strategic approach to supplier management**
>
> OCOGs should define contract management objectives and supplier relationship strategies during the planning phase, before contracts are put to tender. Coordination mechanisms and reporting requirements should be integrated into tender documents. A supplier relationship management approach can be effective in supporting the delivery of the full Games programme. Identifying the relative importance of suppliers to the overall delivery of the Games, including subcontractors, can help to manage risks.
>
> 3. **Implement a risk-based approach to manage the short timelines inherent to Games delivery**
>
> A focus on risk identification, assessment, mitigation and monitoring throughout planning and delivery can help to prevent cost overruns and delays. By integrating risk management in their delivery processes and implementing appropriate risk management tools, OCOGs can mitigate the challenges posed by the immovable deadline of the Games.

5.3.2. Checklist

Table 5.1. Programme management checklist

Task	Status (Yes/No)
Make evidence-informed decisions about delivery modes to maximize value for money	
Are there clear criteria for evaluating available delivery modes? Criteria should be based on projects' characteristics, the optimal risk allocation and the use of value for money analytical tools.	
Does the project have a transparent and appropriate allocation of risks throughout the full life cycle?	
Have the different delivery models been stress tested by checking their sensitivity to circumstances when certain risks materialise?	
	Score: /3

Ensure market readiness and capacity

Has a comprehensive analysis and evaluation been undertaken to ensure a strong understanding of the structure of the market?	
Is there a plan to engage with suppliers and business associations to present procurement strategies? This could include details on planning, scope, identified delivery mode, procurement method, requirements and award criteria.	
	Score: /3

Take a strategic approach to supplier management

Has an overall contract and supplier management strategy been developed before going to tender? Has the strategy been incorporated into the development of tender documents?	
Have you undertaken an analysis of the OCOGs' supplier portfolio, including evaluating the relative importance of suppliers to OCOGs from a risk perspective?	
Have you implemented mechanisms and processes to go beyond first-tier contractors and develop visibility on the full supply chain?	
	Score: /3

Implement a risk-based approach to manage the short timelines inherent to Games delivery

Has risk management been incorporated into all stages of the delivery of infrastructure and associated services?	
Are there standardised tools to identify, assess and monitor risks and bring them to the attention of relevant personnel?	
Have procurement activities and tracking been integrated into the OCOG's overall financial management and budgeting processes?	
	Score: /3
	Total Score: /12

5.3.3. External resources

OCOGs can take advantage of a range of existing policies, tools and good practices from the world of sport and from broader infrastructure governance practice to develop the methods for programme management. These resources provide opportunities for OCOGs to assess their current practices and approaches, inform the development of their own strategies and policies, and serve as examples of good practice.

Most of these external tools do not pertain directly to sport, however, could be useful to organisers of large-scale international sporting events as they detail relevant public procurement roles and functions. The STEPS tool outlined in Table 5.2, for example, allows organisers to identify the best procurement method and approach for their specific project. Other tools provide specific advice on how to manage a project that is under tight time and constraints while adequately addressing risks.

Table 5.2. External resources for programme management

Tool	Description	
Tools and guidance to support procurement strategy: these tools provide advice and concrete support in the development of procurement strategies, including decisions around delivery mode and evaluating market capacity.		
Support Tool for Effective Procurement Strategies (STEPS)	The STEPS tool bridges a major capability gap for public and private sector procurement of infrastructure and other bespoke projects. STEPS approaches the development of procurement strategies in an evidence-based way, helping project owners identify and manage potential procurement failures. A comprehensive procurement strategy developed using STEPS helps to define, among others, the capabilities required in-house, contract scoping, and commercial terms. More broadly, STEPS sheds light on the options and trade-offs project owners face in achieving their objectives.	https://www.oecd.org/gov/infrastructure-governance/STEPS-brochure-april-22.pdf
Reference Guide on Output Specifications for Quality Infrastructure	This reference guide is designed to assist in the development of output specifications (i.e. a technical specification that predominantly adopts performance-based requirements to define the project scope) to deliver quality infrastructure. Focused on PPPs, it includes sector case studies and output specification examples across a range of jurisdictions and sectors.	https://cdn.gihub.org/umbraco/media/2761/gih_output_specs_art_web.pdf

OECD Infrastructure Toolkit: Procurement Strategies	Procurement is an essential part of the infrastructure life cycle, it is thus important that it is done in an efficient and transparent manner to ensure infrastructure objectives are achieved. The OECD Infrastructure Toolkit is an online resource to guide the planning, financing and delivery of infrastructure.	https://infrastructure-toolkit.oecd.org/governance/procurement/

Tools and guidance to support programme management: these tools provide strategies and templates to support the delivery of Games infrastructure and associated services in fast-paced environments and under tight time constraints.

Rapid mobilisation playbook	The New Zealand rapid mobilisation playbook is designed to help construction or infrastructure projects get started faster. It includes tools such as checklists and templates to support tasks including risk allocation and project team and governance selection.	https://www.procurement.govt.nz/assets/procurement-property/documents/rapid-mobilisation-playbook.pdf
Project and programme management	The United Kingdom's Infrastructure and Projects Authority (IPA) supports the successful delivery of infrastructure and large-scale projects.	https://www.gov.uk/guidance/project-and-programme-management
Tasmania's (Australia) checklist of potential risks in the goods and services procurement process	The Tasmanian Government (Australia) developed a checklist of potential risks in the procurement cycle that is composed of 11 parts.	https://www.purchasing.tas.gov.au/Documents/Checklist-of-Potential-Risks---goods-and-services-procurement-process.doc

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Guidelines on the Effective Delivery of Infrastructure and Associated Services for the Olympic Games

These guidelines discuss cross-cutting issues that can affect the effective procurement of infrastructure and associated services necessary to host Olympic and Paralympic Games. Designed for organising committees responsible for the overall delivery of the Games, the guidelines offer examples, good practices and practical tools to help mitigate these risks. They also provide checklists to help organisers of large international events assess their exposure to the risks identified in this report.

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