

MULTI-STAKEHOLDER GUIDELINES



MULTI-STAKEHOLDER GUIDELINES ON MEGA-EVENTS AND THE PROTECTION AND PROMOTION OF HOUSING RIGHTS

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INTRODUCTION TO THE MULTI-STAKEHOLDER GUIDELINES ON MEGA-EVENTS AND THE PROTECTION AND PROMOTION OF HOUSING RIGHTS

The importance of mega-events in fostering cooperation and dialogue among the world's peoples and nations is indisputable. Such events, through the bringing together of humanity in all its diversity to celebrate excellence in sport and other pursuits, have the potential to promote peace and global solidarity. However, the staging of such large events frequently results in large numbers of people being forcibly evicted from their homes and plunged into severe economic hardship. This is one of the unfortunate darker sides of mega-events, most of which are founded on the admirable ideals of promoting and protecting universal ethical principles. These events have the potential to unite people from all corners of the world in pursuit of common goals, and yet they unfortunately can also cause misery and hardship to large number of people.

COHRE's *Multi-Stakeholder Guidelines on Mega-Events and the Protection and Promotion of Housing Rights* call on all mega-event stakeholders to play their part in promoting and protecting housing rights, so that everyone, including the local residents, can reap the benefits of hosting a mega-event. They should become a standard for all future mega-events.

These *Multi-Stakeholder Guidelines* are a result of COHRE's Mega-Events, Olympic Games and Housing Rights Project.¹ This project involved more than three years of research on the impact that mega-events, such as the Olympics Games, have upon the enjoyment of housing rights for the local populations in host cities. The results of this research and the recommendations of the project are detailed in the COHRE report *Fair Play for Housing Rights: Mega-Events, Olympic Games and Housing Rights*, the 'Executive Summary' of which is contained in this brochure. This project took the Olympic Games as a case study, and analysed the way in which the Olympic Movement could minimise negative housing impacts and maximise opportunities for enhancing housing rights throughout the various phases of preparing for and hosting the Olympic Games.

COHRE's *Multi-Stakeholder Guidelines* are aimed at furthering the goal of protecting and promoting housing rights in the broader context of mega-events in general. They are intended to provide guidance on how to create a sustainable housing legacy when hosting a mega-event, regardless of the type of event under consideration. COHRE's *Multi-Stakeholder Guidelines* are based on the principle of ensuring that the housing concerns of local residents are adequately taken into consideration in the planning of a mega-event – a key step in ensuring that housing rights are respected, protected and fulfilled.

¹ See further www.cohre.org/mega-events. This project was financed by the Geneva International Academic Network (GIAN). The Centre on Housing Rights and Evictions (COHRE) coordinated the project, working in partnership with a number of United Nations (UN), academic and other partners. Active participants in the project include UN-Habitat, the Office of the Special Adviser to the Secretary-General on Sport for Development and Peace, the Graduate Institute of International Studies (IUHEI), the Graduate Institute of Development Studies (IUED), the Geneva School of Architecture, the University of Toronto, the New York University Law School, the University of Wisconsin-Madison and a corporate social responsibility expert. Other institutions, such as the United Nations Environment Programme (UNEP) have contributed to the academic research.

COHRE's extensive research has shown that the staging of a mega-event can have a significant impact upon the enjoyment of housing rights for many of the host city's inhabitants. When cities prepare to host large-scale events such as major sporting, cultural or political gatherings, people are often displaced, sometimes forcibly, and many are disproportionately affected by rising housing prices. Many poor and marginalised communities are discriminated against as the city undergoes the significant redevelopment considered necessary in order to put it 'on the world map'. The homeless are particularly affected – sometimes even treated as criminals – and frequent efforts are made to remove them from sight so as not to attract negative attention in the publicity that accompanies such meetings. These aspects of hallmark events are generally overlooked and, as a result, largely neglected, although they may call into question a country's compliance with international human rights law. In the worst-case scenarios, these harms are presented as necessary outcomes, or downplayed as marginal compared to the benefits brought by mega-events.

The housing impacts of mega-events can take different forms; they can be direct or indirect, visible in the short-term, or displaying longer-term effects. In most cases they affect the most vulnerable and poorest sectors of society, including the poor, the homeless and other minorities. Such impacts are evident when analysing many different types of mega-events, including sporting, cultural and political events. Such impacts can be seen in host cities located in affluent First World countries as well as in less affluent parts of the world.

The results of COHRE's studies on mega-events such as the Olympic Games demonstrate that the main features of these housing impacts include:

- Displacement and forced evictions of communities and/or individuals in order to pave the way for the construction of mega-event related infrastructure;
- Displacement and forced evictions of communities and/or individuals related to redevelopment and gentrification processes that are linked to or brought about by the staging of the mega-events;
- Displacement and forced evictions (particularly of tenants) related to significant increases in housing costs related to the hosting of the mega-event;
- Escalation of housing costs having a significant impact on the local population's access to affordable housing;
- Reduction in the availability of social and low-cost housing in the pre- and post- mega-event phases, as well as during the event itself;
- 'Cleaning operations' to remove homeless people from sight before and during the mega-event, as well as the criminalisation of homelessness;
- Introduction of other 'special' legislative or policy measures to facilitate the preparations for or staging of the mega-event: for example, measures allowing for expropriation of private property, or targeting homeless or minorities, increases in police powers, or restrictions of freedoms such as assembly and movement;
- Discriminatory and disproportionate effects on marginalised groups including the poor, low income earners, those with insecure tenure, the homeless, ethnic minorities, indigenous peoples, the elderly, the disabled, street vendors, sex workers, migrants, and other vulnerable groups;
- Limited transparency and participation of residents and civil society in decision making affecting housing issues.

These housing impacts have often been perceived as an inevitable and acceptable side-effect of staging a mega-event: an unpleasant but necessary sacrifice to be borne in order to enable a country and a city to enjoy the significant benefits in investment, tourism and international recognition that come from hosting an important international event.

However, the staging of mega-events and their impact upon local housing raises serious concerns under international human rights law. It raises questions of who is accountable for violations of the right to adequate housing, and who is responsible for ensuring the protection and promotion of housing rights throughout the process of staging a mega-event. The answer is that many different entities play a role in protecting and promoting housing rights: governments, host cities,

organising committees, the events' governing or regulatory bodies, corporate sponsors, those involved in constructing the event facilities, and even the participants in an event.

Questions then arise about how to protect against possible violations and how to ensure that housing rights are best promoted at all stages of preparation for and staging of a mega-event? COHRE's *Multi-Stakeholder Guidelines on Mega-Events and the Protection and Promotion of Housing Rights* are an attempt to provide some answers to those questions.

COHRE's *Multi-Stakeholders Guidelines* are directed at all the various entities involved in the organisation of a mega-event: those who are impacted by mega-events and those who can impact mega-events. They aim to propose concrete measures, as well as monitoring mechanisms, that could be implemented in order to ensure that the negative impact that future mega-events could have upon housing rights is at worst minimised and at best eradicated. They also aim to show how mega-events can be used as a tool for promoting housing rights – if implemented, COHRE's *Multi-Stakeholder Guidelines* can facilitate mega-events acting as a catalyst for ensuring a positive and sustainable housing legacy.

COHRE's *Multi-Stakeholder Guidelines* build upon best practices developed in the context of previous mega-events. They are also informed by prior experiences of situations where the devastating consequences of mega-events, in terms of impact on the local population's housing, taught us what to avoid and what not to do. COHRE's *Multi-Stakeholders Guidelines* are based upon and refer to international human rights law,² which provides for the protection and promotion of the right to adequate housing and other associated rights. They also draw on other useful sets of principles and guidelines from related fields.³

2 Including, amongst other instruments: the *Universal Declaration on Human Rights* (1948), the *International Covenant on Economic, Social and Cultural Rights* (1966), the *International Covenant on Civil and Political Rights* (1966), the United Nations Committee on Economic, Social and Cultural Rights' (UNCESCR) *General Comment No. 4 on the Right to Adequate Housing* (1991) and UNCESCR's *General Comment No. 7 on the Prohibition on Forced Evictions* (1997).

3 Such as: the *Greenpeace Olympic Environmental Guidelines: A Guide to Sustainable Events* (2000); the *Basic Principles and Guidelines on Development-Based Evictions and Displacement* (UN Doc. E/CN.4/2006/41, 2007); the *Basic Principles and Guidelines on the Right to Remedy and Reparation for Victims of Gross Violations of International Human Rights Law and Serious Violations of International Humanitarian Law* (adopted by the General Assembly in its resolution 60/147, 2005); the *Guiding Principles on Internal Displacement* (UN Doc. E/CN.4/1998/53/Add.2, 1988); the *Principles on housing and property restitution for refugees and displaced persons* (The Pinheiro Principles) (UN Doc. E/CN.4/Sub.2/2005/17, 2005); *The Practice of Forced Evictions: Comprehensive Human Rights Guidelines on Development-Based Displacement* (UN Doc. E/CN.4/Sub.2/1997/7, annex, 1997); and the proposed *Guidelines for the Prevention and Remedy of Forced Evictions*, contained in Annex 1 of Malcolm Langford and Jean du Plessis, 'Dignity in the Rubble? Forced Evictions and Human Rights Law', Working Paper (COHRE, 2005).

THE MULTI-STAKEHOLDER GUIDELINES ON MEGA-EVENTS AND THE PROTECTION AND PROMOTION OF HOUSING RIGHTS

These *Guidelines* call for all mega-event stakeholders to play their part in promoting and protecting housing rights, so that everyone, including the local residents, can reap the benefits of hosting a mega-event. They are founded on the principle of compliance with international human rights laws and standards. They call for the full implementation of strategies directed at preventing any potential negative impacts on housing rights and maximising the possible positive legacies in terms of the enjoyment of the right to adequate housing.

These *Guidelines* are directed towards all mega-event stakeholders, including: mega-event governing bodies, cities applying to host or selected to host mega-events, governments applying to host or selected to host mega-events, municipal authorities, mega-event organising committees, mega-event sponsors and partners, shareholders, development corporations, architecture firms, building corporations, members of the construction industry, mega-event suppliers, mega-event participants such as athletes, volunteers, and spectators, sporting associations and federations, event exhibitors, consumers, community activists, NGOs, housing policy makers, service providers, urban planners, landlords and property owners, the media, the international community as a whole, and not least of all local residents.

Even where some responsibilities for promoting and protecting housing rights lie clearly with a particular entity (for example, governmental or event-organising authorities), other stakeholders still have a role to play in ensuring that these responsibilities are fulfilled. Everyone has a role to play in promoting and protecting housing rights.

The suggested methods of implementing each Guideline, which are set out below to accompany the explanations of each Guideline, are by no means exhaustive. It is incumbent upon all stakeholders to identify and adopt appropriate implementation measures. Stakeholders should work with each other to ensure compliance and implementation of these Guidelines.

All entities and individuals involved in a mega-event should:

GUIDELINE 1: RESPECT, ENSURE RESPECT FOR, AND IMPLEMENT ALL INTERNATIONAL HOUSING RIGHTS LAWS AND STANDARDS IN ALL ASPECTS OF HOSTING A MEGA-EVENT

The most important aspect of promoting and protecting housing rights in the context of mega-events is to respect, ensure respect for, and implement all international housing rights laws and standards in all aspects of hosting a mega-event. This means complying with and implementing all the international treaties, covenants, resolutions, guidelines and other legal instruments that establish and clarify the scope of the right to adequate housing and other associated rights, including (and in particular) the prohibition of forced evictions, the rights to participation and information, the requirement of non-

discrimination, and the protection against any other form of arbitrary or unlawful interference with privacy, family, home, and legal security of tenure.⁴

This means ensuring that the responsibility to protect housing rights is taken into account in all stages of the event-hosting process: from the time of the initial development of the proposal to host the mega-event, in the planning and implementation phases, throughout the event itself and afterwards into the post-event legacy period. This entails the full integration of housing rights considerations into the host city candidature and selection processes for all mega-events.

This requirement to respect, ensure respect for, and implement all international housing rights laws and standards applies to all acts and omissions, and all entities and individuals whose actions impact upon or could influence the enjoyment of housing rights. Stakeholders must not only refrain from acting in a manner that violates or abuses housing rights, they should also take proactive steps to protect and promote housing rights.

Governments can implement this Guideline by signing and ratifying international instruments protecting the right to adequate housing and other rights related to housing, and ensuring the incorporation of these elements of law into the domestic legal order. Applicant, Candidate and Host Cities can implement this Guideline by outlining (for example in bid documents) precise mechanisms to ensure all aspects of preparing for, staging and following up after a mega-event comply with international housing rights laws and standards, and implementing mechanisms to ensure this commitment is fulfilled. Mega-event governing bodies can require such compliance among the criteria to be met as part of the process for selecting host cities, and can ensure such requirements are satisfied by enforcing sanctions or withdrawing hosting rights if housing rights are violated or abused. International organisations can also work with national governments, event organisers and governing bodies, and other stakeholders, to share expertise and help ensure the mega-event project is compatible with international housing rights and support the monitoring of this compliance. Corporate sponsors and other entities involved in the mega-event can respect housing rights and promote them within their respective spheres of activity and influence, and from the outset should not sponsor or be involved in any mega-event project that may involve violations or abuses of housing rights. Sports organisations (in the case of mega sporting events) and individual participants and spectators can themselves ensure the respect of international housing rights laws and standards by actively advocating for compliance, and immediately declaring their opposition to acts that violate or abuse housing rights – for example, by boycotting an event in which the construction of event facilities involved the forced eviction of local residents.

GUIDELINE 2: THOROUGHLY ASSESS, MONITOR AND EVALUATE POTENTIAL AND ACTUAL HOUSING IMPACTS OF MEGA-EVENTS AND DEVELOP AND IMPLEMENT POLICIES AND INITIATIVES TO ADEQUATELY ADDRESS THESE

In order to adequately incorporate and address housing concerns in all aspects of hosting a mega-event, and guard against any violations or abuses of housing rights, stakeholders need to thoroughly assess, monitor and evaluate potential and actual housing impacts from both a qualitative and quantitative perspective, paying due attention to the need to disaggregate data. These processes must be accompanied by the introduction of policies and other measures (including legislative and budgetary measures) to adequately address the issues highlighted. For example, where a concern regarding a potential violation or abuse of housing rights is identified in the monitoring process, or where the initial assessment identifies the potential for housing rights to be improved through the mega-event project, the responsible authorities must ensure that adequate steps are taken to address the issues identified, and other stakeholders should seek to ensure that these measures are implemented. Accountability measures must also be instituted in order to protect against failures in the implementation of such policies and programmes, and to provide adequate avenues of redress for victims.

⁴ International housing rights laws and standards include, amongst others, those set out in the following: the *Universal Declaration on Human Rights* (1948); the *International Covenant on Economic, Social and Cultural Rights* (1966); the *International Covenant on Civil and Political Rights* (1966); the United Nations Committee on Economic, Social and Cultural Rights' (UNCESCR) *General Comment No. 4 on the Right to Adequate Housing* (1991); UNCESCR's *General Comment No. 7 on the Prohibition on Forced Evictions* (1997); the UN Commission on Human Rights' *Resolution 2004/28 on the Prohibition of Forced Evictions* (UN Doc. E/CN.4/2004/127); the UN Commission on Human Rights' *Resolution 1993/77 on the Prohibition of Forced Evictions* (UN Doc. E/CN.4/RES/1993/77); the *Convention on the Elimination of all forms of Racial Discrimination*; the *Convention on the Rights of the Child*; the *Convention on the Elimination of Discrimination against Women*; the *San Salvador Protocol*; the *African Charter on Human and Peoples Rights*; the *American Convention on Human Rights*; the *European Social Charter*; the *European Convention for the Protection of Human Rights and Fundamental Freedoms*; the *Fourth Geneva Convention*; the *Basic Principles and Guidelines on Development-Based Evictions and Displacement* (UN Doc. E/CN.4/2006/41, 2007); the *Basic Principles and Guidelines on the Right to Remedy and Reparation for Victims of Gross Violations of International Human Rights Law and Serious Violations of International Humanitarian Law* (adopted by the General Assembly in its resolution 60/147, 2005); the *Guiding Principles on Internal Displacement* (UN Doc. E/CN.4/1998/53/Add.2, 1988); the *Principles on housing and property restitution for refugees and displaced persons* (The Pinheiro Principles) (UN Doc. E/CN.4/Sub.2/2005/17, 2005); and *The Practice of Forced Evictions: Comprehensive Human Rights Guidelines on Development-Based Displacement* (UN Doc. E/CN.4/Sub.2/1997/7, annex, 1997).

One way in which this Guideline can be implemented is by conducting pre-event social impact assessments (SIAs), followed by monitoring (including by the community) and independent (and/or government sponsored) post-event impact evaluations or audits. Full SIAs - which pay particular attention to housing issues – should be carried out prior to the initiation of any mega-event project, and candidates to host mega-events should be evaluated on their willingness to undertake SIAs and implement effective policies directed towards addressing the findings. Independent monitoring, auditing and reporting on social impacts should continue throughout the life of the mega-event project and after its completion.

All stakeholders should ensure that the assessment, monitoring and evaluation of the social impacts of mega-events are comprehensive and publicly transparent. Monitoring, assessing and evaluating housing commitments can serve as the platform for discussion between stakeholders.

GUIDELINE 3: PREVENT EVICTIONS AND DISPLACEMENTS RELATED TO MEGA-EVENTS

To prevent evictions and displacements related to mega-events, stakeholders: should not carry out forced evictions; should not support those that do carry out forced evictions; and should do whatever is in their power (or within their realm of responsibility or influence) to ensure forced evictions do not occur. No stakeholder may carry out, sanction, demand, propose, initiate, condone or acquiesce in evictions related to the hosting of a mega-event.

In the context of mega-events, all stakeholders should strive to eliminate and reduce evictions and displacements. No-one (whether individuals, businesses, groups or communities) should be displaced for the sake of a sporting, cultural, political or other event. All stakeholders can play a role in ensuring that no forced evictions occur because of a mega-event, and that there are strict controls on the circumstances under which displacements can be carried out.

For example, national or regional governments or municipal authorities should adopt legislation forbidding forced evictions in connection with mega-events, and ensuring the effective protection of individuals, businesses, groups and communities from forced eviction. Such prohibitions should extend to preventing unlawful or uncompensated displacement, demolition of houses, destruction of agricultural areas and the arbitrary confiscation or expropriation of land for the sake of the mega-event. The legislation should protect residents from evictions by third parties, and ensure that there are sufficient penalties and disincentives to prevent agents or entities from conducting or allowing forced evictions. The prohibitions on evictions or displacements should be consistent with international human rights laws and standards, and the protections should extend to everyone within the government's or authority's legal jurisdiction or effective control.

Mega-event organisers and host cities should make clear commitments that they will not conduct, request, or tolerate forced evictions carried out in relation to the mega-event, and that they will eliminate or reduce other forms of displacement. Likewise, mega-event sponsors, participants, those involved in constructing event facilities, and others all have a role to play in guarding against evictions and displacements and promoting a mega-event that is not tainted by forced evictions.

Private landlords and other property owners can also act to prevent displacements and the net loss of low income housing. By refraining from evicting residents in connection with a mega-event, they protect residents from becoming increasingly vulnerable to homelessness or increased poverty.

States, mega-event organisers, and other stakeholders should fully explore all possible alternatives to evictions and displacements. This requirement includes the need to consult with local communities and offer them the opportunity to propose alternatives. If after considering all alternatives, displacements are found to be necessary, the rights of the residents in the community to which the displaced group is relocated should not be affected, and the relocations should not result in an alteration to the ethnic, religious or racial composition of the relocated or the receiving community. All stakeholders should refrain, to the maximum extent possible, from claiming, confiscating or expropriating housing or land, in particular when such action does not contribute to the enjoyment of housing rights.

The displacement of residents should be considered necessary only in exceptional circumstances, for example, where the safety, health or enjoyment of human rights of the residents requires their displacement, where displacement is necessary to protect the general welfare, or where displacement will significantly contribute to enhancing these residents' rights to adequate housing. In such cases, it is essential that due process is granted and that all requirements under international law are met, including the need to implement a full resettlement policy before displacements occur. Given their potential

(and significant) negative impact on a wide range of internationally recognised human rights, evictions and displacements require full justification, and must be conducted in a just and equitable manner. Any eviction must be authorised by law, be reasonable in the circumstances, proportionate, regulated so as to ensure full and fair compensation, undertaken solely for the purpose of promoting the general welfare, and in accordance with international human rights law and humanitarian law. All stakeholders should ensure that exceptions to the prohibition on forced evictions, such as the ‘interest of society’ or the ‘public interest’, should be interpreted restrictively, again to ensure that evictions only occur in genuinely exceptional circumstances, not merely for the sake of a sporting, cultural, political or other event.

Further, in cases where residents are displaced temporarily before being moved back into improved accommodation, due consideration must be given to their housing needs during the intervening period. Stakeholders should ensure that displaced or evicted residents who are provided with guaranteed places within the new replacement housing have a place to live in the interim, and are, during that interim period, afforded the right to adequate alternative land or housing (i.e. the alternative land or housing should be safe, secure, accessible, affordable, habitable, culturally adequate, in a suitable location, and with access to essential services such as health and education facilities). Stakeholders must guarantee that no affected persons, businesses, groups or communities should suffer a diminution of their human rights, or any infringement of their right to the continuous improvement of their living conditions.

Another step required to fully implement this Guideline is to provide the greatest possible security of tenure to occupants of houses and land.

GUIDELINE 4: PREVENT ANY HOMELESSNESS RELATED TO A MEGA-EVENT, AVOID DISRUPTING THE EXISTING HOMELESS POPULATION AND REDUCE THE NUMBER OF HOMELESS PERSONS

Stakeholders should ensure that the mega-event project does not result in individuals being rendered homeless. Further, the existing homeless population should not be disrupted or have their rights violated (e.g. through harassment, intimidation, criminalisation, ‘cleaning operations’ or ‘street sweeps’) in the process of preparing for or hosting the mega-event. Rather, the mega-event should be used as an opportunity to enact better protections for homeless people and other minorities. The mega-event should, through the provision of better services and affordable housing, be the catalyst for reducing the number of homeless.

National and regional governments and municipal authorities should adopt bans or at least moratoriums on legislation which represses or specifically targets the homeless, and all stakeholders should seek to ensure such bans and moratoriums are introduced and implemented. Stakeholders should also be vigilant in ensuring that police action does not target minorities such as the homeless, and that the homeless are not treated in a discriminatory manner.

The mega-event can be used by authorities, mega-event organisers, and other sectors of society as an opportunity to redress the city’s homeless problem, for example through increasing the provision of new permanent and temporary accommodation (benefiting existing or potential homeless people), and enhancing the level of support services provided for homeless people. Protocols or commitments (formalised and made binding and enforceable where possible) should be established among the various stakeholders to ensure that any homeless person living on the street has the right to remain on the street without harassment, or to receive appropriate accommodation and support services.

GUIDELINE 5: ENSURE THAT STAGING A MEGA-EVENT CONTRIBUTES TO CREATING STABLE HOUSING MARKETS AND DELIVERING MORE AFFORDABLE HOUSING

All stakeholders, in particular the governmental authorities and those responsible for creating new housing in connection with a mega-event, should ensure that staging a mega-event contributes to creating a stable housing market. Steps can be implemented to both prevent housing instability and deliver more affordable housing. Mega-event governing authorities should ensure that strategies to protect housing stability are integral to all aspects of the mega-event project, and that event accommodation requirements can be transformed into affordable housing (for example public, social or low cost housing) after the event has been completed.

National, regional and municipal authorities should review the operation and regulation of housing and tenancy markets to ensure that market forces do not increase the vulnerability of low income and other marginalised groups to eviction, displacement or other effects of housing unaffordability. Measures that can be taken to implement this Guideline include advocating for and adopting legislation to prevent rent hikes, implementing appropriate economic policies to prevent an escalation in housing prices, introducing moratoriums on the reduction of low cost housing and ensuring there are sufficient protections against physical or economic pressures forcing residents to leave their housing or land. Further, support schemes could be introduced to facilitate access to affordable housing (e.g. rent subsidy schemes, cooperative or other forms of shared ownership, social housing), and legislative protections could be enacted to ensure ‘no net loss’ or ‘one-for-one’ replacement housing. Support services could also be enhanced and in this regard, all stakeholders could facilitate and assist in increasing the level of services (including advisory, mediation, advocacy and legal services) provided for tenants and landlords.

This Guideline is not directed only towards the State. The private sector, including mega-event organisers, can also play a role in providing or facilitating access to affordable housing and guaranteeing a stable housing market. The level of affordable housing in a city can be enhanced through the provision of effective, targeted and coordinated investment and funding. In order to better regulate the role of private landlords and property owners, financial penalties could be introduced to deter property owners from undertaking, in connection with a mega-event, conversions or demolitions that would adversely impact upon the ability of existing residents to enjoy their right to adequate housing. Further, incentives could be introduced to protect rental, social or low cost housing (or disincentives for displacing tenants), and thereby enhance stability in the housing market. As housing instability associated with a mega-event is often related to the need for a large amount of short term accommodation for event participants and associated workers, provision of alternative forms of temporary housing (e.g. short stay registries and other measures) could alleviate this problem somewhat. Further, landlords and property owners should refrain from reacting or contributing to the ‘Olympic phenomenon’ or other real estate speculation related to a mega-event, which serves to heighten instability, rather than long term sustainability, in the housing market.

An essential component of creating a stable housing market is ongoing monitoring and the implementation of policies to address potential problems. Such monitoring should identify barriers to accessing affordable housing (including by groups such as women, the elderly, disabled, ethnic and racial minorities, and low income earners). Further, stakeholders should guarantee that ‘affordable housing’ is defined in such a way as to realistically reflect the financial capabilities of various groups in society.

The basis for creating a stable housing market is the provision of the greatest possible security of tenure to occupants of houses and land.

GUIDELINE 6: USE MEGA-EVENTS AS AN OPPORTUNITY TO INCREASE THE SUPPLY OF LOW INCOME, PUBLIC AND SOCIAL HOUSING AND IMPROVE THE EXISTING HOUSING STOCK

All stakeholders should ensure that mega-events pay a long-term social dividend for all local residents. A mega-event project provides significant opportunities to enhance the provision of affordable housing and improve the existing housing stock. Where a mega-event requires the construction of purpose built accommodation, the post-event allocation of such housing to social, low cost or public housing projects is one way in which the mega-event can serve to deliver more affordable housing. ‘Beautification’ measures which frequently accompany mega-events should be focused on upgrading existing housing stock and delivering a better quality supply of affordable housing.

A city’s housing priorities should be determined by the needs of its residents, rather than the short term requirements of a mega-event. Where a mega-event requires a host city to address its housing situation in the short term, consideration should also be given to the longer term needs and how the investment and development that accompanies a mega-event can be directed towards projects that will enhance the supply and quality of low income, public and social housing. New housing developments should be developed with the needs of all community members in mind, reflecting the diversity and special needs of minority and marginalised groups.

GUIDELINE 7: ENHANCE THE LEGAL AND REGULATORY PROTECTION OF HOUSING RIGHTS

All stakeholders should promote and/or facilitate the enhancement of the best possible legal and regulatory protections for all aspects of housing rights, in particular the greatest possible security of tenure to occupants of houses and land. Legal and regulatory protections also include the right to a remedy, due process rights, and guarantees protecting the rights of minorities. Mega-events can be opportunities for introducing or strengthening existing residential tenancy legislation, including to limit rent increases (in accordance with Guideline 5 on creating stable and sustainable housing markets), and to protect against evictions.

Mega-events can be the catalyst for enacting legislation and regulations that guarantee legal security of tenure over housing and land, including the recognition of collective rights and women's equal rights to housing, property and land. Stakeholders should ensure that the rights of tenants, social-occupancy rights holders and other legitimate occupants or users of housing, land and property are recognised and equally protected.

All stakeholders should ensure that accessible and effective complaints mechanisms are in place to provide victims of housing rights violations or abuses with access to a remedy. For example, mega-event organisers and governing bodies, as well as other entities involved in the construction of mega-event facilities or other aspects of the mega-event project, should establish or accede to complaints procedures to enable residents affected by their practices to seek redress.

At the very least, legislative protections against forced evictions should be introduced and actively advocated and supported by all stakeholders. Legislative measures should prohibit evictions without a court order, and those threatened with eviction should have clear legislative guarantees regarding their rights to a fair hearing and effective remedies. Legislative and regulatory protections should guarantee that compensation must be provided in the case of evictions.

GUIDELINE 8: HOLD VIOLATORS OF HOUSING RIGHTS TO ACCOUNT AND ENSURE THE AVAILABILITY OF REMEDIES FOR VICTIMS

Individual stakeholders such as participants or spectators, corporate sponsors of mega-events, and mega-event organisers, along with all other stakeholders, must hold violators and abusers of housing rights to account. They must also ensure the protection of victims' rights, including rights to appropriate remedies and reparations, should the prevention mechanisms set about above fail. For example, not only must all stakeholders ensure that violence, intimidation and threats are not used against evictees or displaced residents, they should also strive to ensure that such practices are criminalised and that the laws are enforced through sanctions and appropriate penalties. Appropriate civil or criminal penalties should be imposed upon any public or private person or entity that violates or abuses housing rights.

All stakeholders should support and encourage the establishment of equitable, timely, independent, transparent and non-discriminatory procedures, institutions and mechanisms to assess and enforce housing rights that may be violated, abused or threatened in the context of the mega-event. Adequate, equal and effective access to legal or other appropriate remedies should be made available to any person claiming that his/her housing rights have been violated (or are under threat of violation), as well as to those who remain vulnerable to, or defend against, housing rights violations. Appropriate remedies include a fair hearing, access to legal counsel, provision of legal aid, return, restitution, resettlement, rehabilitation and compensation. For example, stakeholders should advocate for and support the establishment of mega-event 'ombudspersons' or other judicial or quasi-judicial bodies mandated with the task of adjudicating cases relating to violations or abuses of housing rights (or threats of such) in the context of a mega-event.

Whether people subject to eviction are owners or tenants, they have the right to adequate compensation for the loss of any good or property, and must be provided with adequate resettlement. Multiple stakeholders can each play a role in fulfilling this requirement.

GUIDELINE 9: ENSURE TRANSPARENCY AND ACTIVE PUBLIC PARTICIPATION IN ALL ASPECTS OF HOSTING A MEGA-EVENT

Some stakeholders are able to control the means through which others can participate in the mega-event project. Yet all stakeholders are responsible for ensuring transparency and active public participation in all aspects of staging a mega-event. Stakeholders that are able to facilitate such participation should take appropriate steps to ensure that dialogue and consultation with interested and affected individuals, communities and groups occurs at each stage of the mega-event

process. Stakeholders that are affected by the mega-event project should strive to ensure transparency and that they actively participate in the decision making processes to the best of their abilities.

Event organisers and governing bodies have a responsibility to ensure transparency of decision making, especially when those decisions impact upon others. Related to this obligation is the need for independent monitoring to ensure the credibility and accuracy of assessments and planning decisions taking in the context of preparing and hosting a mega-event. The creation of an open process, where information is made public, is important in order to enable stakeholders to react and participate meaningfully in the staging of a mega-event.

Consultation with affected communities is one aspect of implementing this Guideline that can be undertaken by multiple stakeholders; for example, construction companies, municipal authorities, mega-event organisers, international organisations, and local communities themselves. Such consultations should be meaningful and open to participation by all interested and affected parties (individuals, businesses, groups, communities) and/or their representatives, and should include women, children, racial and ethnic minorities, migrants, the elderly, the disabled, the homeless, indigenous peoples, the poor and those on low or no incomes, illiterate persons, and others. Local residents must be provided with relevant information and offered the opportunity to propose alternatives to aspects of the project that impact upon them and, in particular, their housing. Throughout this process, the needs of vulnerable groups should be given particular attention.

Stakeholders should also foster the development of social movements which provide an important means through which many individuals and communities can participate in public decision making and monitor transparency.

GUIDELINE 10: ENSURE THE HOUSING NEEDS OF ALL SECTORS OF SOCIETY ARE TAKEN INTO ACCOUNT IN PLANNING A MEGA-EVENT AND ADDRESSING ITS IMPACT

All stakeholders should ensure that the benefits of hosting a mega-event are dispersed on an equitable basis and that the diversity of the community hosting the mega-event is celebrated rather than hidden. In all aspects of the mega-event project, stakeholders should implement (or ensure the implementation of) principles of gender equality and non-discrimination, ensuring that neither *de facto* nor *de jure* discrimination occurs and that all persons are considered equal. Policies and programmes aimed at protecting and promoting housing rights in the context of mega-events should not be formulated or implemented in a discriminatory manner, and stakeholders should ensure that such programmes and policies (and the mega-event project as a whole) does not further marginalise those living in poverty or in other precarious or vulnerable situations. All housing policies and practices should be implemented by stakeholders in a way that does not discriminate on the basis of race, colour, sex, language, religion or belief, political or other opinion, national, ethnic or social origin, legal or social status, age, disability, property, birth or other status. Further, it is important to recognise women's equal rights to housing, property and land.

When protecting against existing or potential violations or abuses of housing rights, consideration must be given to all vulnerable groups, including women, children, the elderly, indigenous peoples, migrants, the homeless, racial and ethnic minorities, those lacking security of tenure, the poor and low or no-income earners.

When devising strategies for maximising the housing legacies realised in the context of hosting a mega-event, the housing needs of all sectors of society must be considered in order to ensure that those most in need directly benefit from the mega-event. Measures should be taken to ensure that additional housing created as a result of the mega-event is provided on an equitable and non-discriminatory basis, and that it meets the diverse needs of the community. Stakeholders should specifically target vulnerable and marginalised groups in the housing sphere for priority housing and other measures which protect and promote their housing rights. After the mega-event, all members of the local community should have access to the mega-event facilities.

Note:

These Guidelines and the descriptions and suggestions for their implementation are not exhaustive. They should not be interpreted as limiting or prejudicing the rights recognised under any other international legal instruments or related standards which ensure the enjoyment of all human rights, in particular housing rights, or rights consistent with these international laws and standards as recognised under national laws.

‘FAIR PLAY FOR HOUSING RIGHTS: MEGA-EVENTS, OLYMPIC GAMES AND HOUSING RIGHTS’⁵

EXECUTIVE SUMMARY

News reports and anecdotal evidence have long indicated that, in addition to the positive effects that the Olympic Games and other mega-events can have on an urban space, they can also diminish the enjoyment of housing rights. Poor and homeless people, marginalised ethnic minorities, or simply those in the way of development related to the mega-event, have been forced from their homes or living spaces – or even forced from the city. Often the net impact of hosting the Olympic Games or similar mega-events is to permanently place housing beyond the financial means of a significant segment of society. To date, however, this aspect of Olympic development has not been systematically documented. This report – the result of three years of intensive research by the Centre on Housing Rights and Evictions (COHRE) and partners – is an effort to fill this gap.

In Seoul, 720,000 people were forcibly evicted from their homes in preparation for the Olympic Games in 1988. In Barcelona, housing became so unaffordable as a result of the Olympic Games that low income earners were forced to leave the city. In Atlanta 9,000 arrest citations were issued to homeless people (mostly African-Americans) as part of an Olympics-inspired campaign to ‘clean the streets’ and approximately 30,000 people were displaced by Olympic-related gentrification and development. In Athens, hundreds of Roma were displaced under the pretext of Olympics-related preparations. In the lead up to the 2008 Olympic Games in Beijing, COHRE estimates that over 1.25 million people already have been displaced due to Olympics-related urban redevelopment, with at least another quarter of a million displacements expected in the year prior to the staging of the event. While many of these displacements resulted from large scale urban redevelopment that would have occurred without the Olympic Games, the scale of displacements has more than doubled since Beijing was elected as an Olympic Host City. In London, housing for 1,000 people is already under threat of demolition, over five years before the Olympic Games are due to be held.

COHRE research has established that the Olympic Games and other mega-events are often catalysts for redevelopment entailing massive displacements and reductions in low cost and social housing stock, all of which result in a significant decrease in housing affordability. In addition, specific legislation is often concurrently introduced, for example to allow for speedy expropriations of property or to criminalise homelessness. These factors all give rise to housing impacts which disproportionately affect the most vulnerable and marginalised members of the community. Moreover, there is often little or no participation of local residents in the decision making processes for mega-events.

COHRE’s study also analyses other mega-events; the Olympic Games being just one example of a mega-event that detrimentally affects the housing rights of the local population. There are many different kinds of mega-events: sporting events such as the Olympic or Asian Games; political events such as the IMF/World Bank conferences; or cultural events such as World Expositions. COHRE’s research has shown that these and other types of mega-events also threaten the housing rights of local communities and individuals.

⁵ This summary is taken from the COHRE report: Centre on Housing Rights and Evictions, *Fair Play for Housing Rights: Mega-Events, Olympic Games and Housing Rights* (Geneva: COHRE, 2007), available at www.cohre.org/mega-events

For decades, cultural, sporting and political mega-events have been characterised by these negative housing impacts. Thousands of people have been displaced and forcibly evicted from event sites, and displacements and forced evictions due to the urban redevelopment and gentrification connected to hosting mega-events are also common, as the cost of housing escalates and the city's stock of social and low cost housing diminishes.

For example, COHRE's research shows that in relation to cultural events such as World Fairs: 18,000 people were evicted from the site of the Shanghai 2010 World Expo and at least 400,000 people have been relocated from nearby parts of the city owing to related urban development; 1,000 homes were destroyed in shantytowns in Abuja for the 2002 Miss World Beauty Pageant; 180,000 people (30,000 families) were evicted in Santo Domingo for the 1992 500th Columbus Anniversary; 5,000 people were evicted in Bangkok for the 1991 Miss Universe Beauty Pageant; between 1,400 and 3,000 people were evicted in Brisbane as a consequence of the 1988 Expo; between 1,000 and 2,000 units of low income housing were lost in Vancouver as a consequence of the 1986 World's Fair; and 1,500 tenants were evicted in Knoxville as a result of the 1982 World's Fair.

Political events have also given rise to negative housing impacts: 42 families were violently evicted in Lapu-Lapu City for the 2006 ASEAN Summit; 2,000 people were evicted from slums in Bangkok for the 1991 IMF/World Bank Conference; 1,200 slum dwelling families were evicted in Seoul for the 1985 IMF/World Bank Conference; and 400 families were evicted in Manila for the 1976 IMF/World Bank Conference. In relation to sporting events other than the Olympic Games, one striking example is the approximately 300,000 people who have been evicted, to date, in New Delhi for the 2010 Commonwealth Games.

Discrimination and harassment of the vulnerable members of society is a common feature of all types of mega-events: Roma were particularly subjected to harassment and eviction in Patras during the 2006 Cultural Capital of Europe celebrations; the tents of homeless people were removed by private security guards and police officers in Osaka for the 2006 World Rose Convention; homeless people were rounded up and institutionalised in Abuja for the 2002 Miss World Beauty Pageant; 300 homeless were 'cleaned up' from Osaka for the 2002 FIFA World Cup; homeless people, beggars and other 'undesirables' were banned from sleeping and doing business in Bangkok for the 1998 Asian Games; and homeless people were displaced in Chicago for the 1994 World Cup.

Yet the news is not always bad – one can also see developments in the willingness of Olympic Games Host Cities to embrace sustainability and to take steps to promote positive housing legacies. In Sydney, for example, the government was pressured into instituting a protocol to ensure that homeless people would not be targeted for removal during the Olympic Games. Some cities have made provision for post event use of athletes' accommodation as affordable housing. This report identifies and details these and other impacts and opportunities in the seven cities hosting the Summer Olympiads from 1988 to 2012.⁶

Primarily through the prism of the Olympic Games, this report studies mega-events and the impacts they have had on housing conditions in the host cities, and demonstrates that abuses such as those outlined above will stop only when the consideration of housing issues is integrated into every stage of mega-event planning and hosting. Given the nature and scale of the possible negative side effects, it is important that future cities considering bidding for and hosting a mega-event like the Olympic Games take proper precautions to prevent similar violations of housing rights.

Mega-events are regarded as opportunities to unite the community over a sporting or cultural occasion. They are also used as instruments of economic development, modernisation, and opportunities to re-engineer the image of a city. Yet the benefits of this process are rarely shared by all, and the negative impacts are borne by particular segments of society. These negative impacts, before, during and after the event, are not merely undesirable – in many instances they constitute violations of international human rights law, in particular, the right to adequate housing.

The right to adequate housing envisages non-violent displacement only after the exhaustion of all other feasible alternatives and conditional on the satisfaction of a number of important protections; harm must be minimised and local housing conditions must be continuously improved. Housing rights are protected under numerous international instruments, including the *Universal Declaration of Human Rights*, the *International Covenant on Economic, Social and Cultural Rights*, and regional human rights treaties, and have been widely recognised by the international community.

⁶ These impacts are explained in detail in Chapter IV of the *Fair Play for Housing Rights* report and summarised in the *Summary tables on the housing impacts of Olympic Games and other mega-events* contained in this publication.

Preventing violations of the right to adequate housing, including forced evictions, and protecting and promoting the full realisation of housing rights, is the responsibility of numerous stakeholders, including: governments; host cities; event organisers; corporate sponsors; other entities involved in the organisation of mega-events; and even individual participants.

It is for this reason that COHRE has developed a set of *Multi-Stakeholder Guidelines on Mega-Events and the Protection and Promotion of Housing Rights*. COHRE's *Multi-Stakeholder Guidelines* call on *all* mega-event stakeholders to play their part in promoting and protecting housing rights, so that everyone, including local residents, can reap the benefits of hosting a mega-event. These Guidelines should become a standard for all future mega-events.

The *Fair Play for Housing Rights* report summarises COHRE's academic and field research. It begins in Chapter II with an overview of mega-events – what they are, what they aim to achieve, and many examples of the impacts they have had upon housing rights. The report then addresses how mega-events operate within the international human rights framework. International human rights laws and standards provide guidance regarding the obligations that exist and the rights that must be respected at all times, including when preparing or staging a mega-event. Respect for the right to adequate housing is established as a vital protection for the local population during mega-events.

Many mega-events are based on principles similar to those on which the organisation of the Olympic Games is founded, such as the desire to enhance international cooperation and promote understanding. However, these admirable principles cannot be fully achieved if vulnerable groups and individuals are hurt in the process. Mega-events cannot be regarded as achieving their objectives if they are accompanied by forced evictions which violate human rights law, if they impinge on the right to adequate housing (e.g. by making housing unaffordable or social housing less available), or if they are accompanied by legislation criminalising homelessness or otherwise targeting minority groups. Rather, the prevention of these practices and the effective protection of the human rights of local inhabitants should be seen as a necessary part of the event hosting process.

Chapter III of the *Fair Play for Housing Rights* report analyses the Olympic Games' impact on local housing from an international human rights perspective. It considers whether the International Olympic Committee (IOC) has been addressing this issue in its selection procedure for Olympic Games Host Cities and whether the Olympic Movement's governing instruments and internal values require or request the IOC to do so. The research also examines the responsibility of other Olympic stakeholders, including Host Cities and Host Governments, as well as Olympic sponsors and other Olympics-related entities, to uphold the local population's housing rights.

COHRE took the Olympic Games as a case study because forced evictions, discrimination against racial minorities, targeting of homeless persons, and the many other effects we noted are in complete contradiction to the very spirit and ideals of the Olympic Movement, which aims to foster peace, solidarity and respect for universal fundamental principles. In recent times, there has been significant progress made within the Olympic Movement to understand the various implications of the Olympic Games, including the long term legacies created by the staging of this event. Increasing emphasis on the need for the Olympic Games to promote sustainable development and leave a positive post-Olympic legacy demonstrates how the Olympic Movement and the IOC are beginning to focus on addressing these concerns. This report urges the IOC to go one step further, by fully integrating housing concerns into every stage of the process; including when selecting a Host City, and when planning and preparing to stage the Olympic Games.

Chapter IV includes detailed studies of seven past and future Olympic Games Host Cities (Seoul, Barcelona, Atlanta, Sydney, Athens, Beijing and London). Field research in these cities assessed how housing conditions and rights have been (or are being) affected in the preparations for the Olympic Games. The on-site research and fact finding missions included assessments of the phenomena of forced evictions related to the preparations for the Olympic Games, including their scale and the communities affected, and whether there was adequate resettlement and compensation provided, along with issues such as escalations in housing costs, reductions in public housing, discrimination against minorities and the lack of effective community participation. Based on these assessments, this Chapter attempts to identify best practices. It summarises the experiences of housing rights activists, local residents, Olympic authorities and other stakeholders in each of these cities.

The major outcome of the COHRE Mega-Events, Olympic Games and Housing Rights project is a set of *Multi-Stakeholder Guidelines on Mega-Events and the Protection and Promotion of Housing Rights*. By following COHRE's *Multi-Stakeholder Guidelines*, it is hoped that the organisation of future events can be conducted in a manner that minimises the negative impacts on housing rights and ensures that mega-events contribute to a positive housing legacy.

COHRE believes that approaching the housing impact of hosting the Olympic Games and other mega-events from a housing rights perspective can significantly advance the achievement of the Olympic Movement's principles and commitments (as well as those of other mega-events), while also adequately protecting the housing rights of the local population.

Mega-event host cities must focus on how to mitigate negative housing impacts. They must also adopt concrete and practical measures to promote the right to housing. Approaching housing issues from the perspective of the right to adequate housing can assist in identifying truly positive legacies, where the benefits are equitably dispersed among all individuals and groups in society, including the most vulnerable and marginalised.

Ultimately, this project seeks to transform the planning and convening of the Olympic Games and other mega-events into processes that clearly promote and protect the local populations' housing rights. While the relationship between a country's human rights record and the awarding of the Olympic Games has been raised numerous times before, rarely has the planning process leading up to the Olympic Games event itself been treated as a vehicle for improving the protection of human rights. COHRE's *Fair Play for Housing Rights* report concludes with an analysis of examples of best practices and opportunities which are open to the members of the Olympic Movement and those associated with other mega-events for protecting and promoting housing rights.

COHRE's *Fair Play for Housing Rights* report is designed to be one part of an ongoing focus on housing rights and the Olympic Games and other mega-events. COHRE has developed a dedicated website to continue its examination of this issue and to provide information and resources to others who are similarly interested. It is hoped that this will become a valuable resource for housing rights activists, governments and private entities involved in planning and hosting mega-events, and for members of the Olympic Movement and other hallmark event organisers. The website, www.cohre.org/mega-events, will be developed to contain background information relevant to this report (including the background papers on each of the Olympic Host Cities featured in this report), as well as a bibliography of various research material.

Finally, it must be noted that COHRE's *Fair Play for Housing Rights* report is by no means exhaustive, nor could it be. Rather, it seeks to use case studies of certain mega-events and demonstrate the impact these events have had on housing rights of the local communities.

COHRE's report demonstrates that the link between mega-events and adverse housing impacts is so clear and so consistent that housing concerns can no longer be ignored when these events are planned and staged. Housing concerns must be fully integrated into all aspects of the deliberations and preparations associated with staging mega-events.

CONCLUSION

“Everytime big events like the World Cup, the Olympic Games, etc come it is the grassroots, the poor people, who are the worst damaged and worst affected. But we could not prevent that situation [in Seoul] and the sacrifice was more than we imagined. So the key is to prevent this from happening, make sure the government does not let it happen that way. We must call on the government to make sure we don't make poor peoples' lives worse.”⁷

“We should tell our decision makers that if you can't do this to share the benefits then don't do it at all. Let the normal problems that are facing us be part of it, you don't have to pretend that they don't exist – poor and homeless exist everywhere.”⁸

7 COHRE interview with Mrs Hye-Kyung Kim, South Korean politician and advocate for the urban poor movement, Seoul, 30 June 2006.

8 COHRE interview with Mr Greg Payne, former legal advocate for the Metro Atlanta Task Force for the Homeless, Atlanta, 13 July 2006.

“Make the Olympic Games neutral in its impact upon humanity – ensure no one is worse off by the Olympic Games. ... You must be willing to make a commitment to house no less than the percentage of your population that is poor in the year after putting in a bid. Ensure no less numbers will be housed after the Olympic Games. No passing the buck.”⁹

“Make sure that whoever is going to be affected – they have the power, the power is with them. Give a guarantee that if you are going to tear down 100 units, build more for poor people. Let the poor people be in the majority – give them the vote!”¹⁰

Hosting the Olympic Games and other mega-events provides powerful opportunities for many actors to be involved in reshaping a city. However, in light of the many possible negative housing impacts that can result (and indeed have resulted in the many examples detailed in this report), cautious approaches are necessary to focus on protecting and promoting housing rights in all stages of the mega-events process: from the initial bid phase through the planning and preparation phases, the staging of the event, to the post-event legacy.

In the example of the Olympic Games, it is not just the Host City, Olympic authorities, and Host Government that have the responsibility and the opportunity to address these concerns, but all actors involved in an Olympic project. All those involved in staging the Olympic Games, from governments, organising committees, sponsors, participants, construction companies, investors, and spectators, can and should ensure that the Olympic Games take place in an environment where the housing rights of all are protected equitably. The Olympic Games should produce a positive housing legacy, and each actor should take up the opportunity to impart this constructive outcome. As the rewards for private entities from involvement in an Olympic project are potentially great, so too is the potential for them to contribute to a positive lasting legacy. The same can also be said of other mega-events.

However there is a particular need for governments to take action to protect against the violations of housing rights that frequently occur. Whether the Olympic Games or other mega-events constitute the major cause, or are one of many causes of violations of housing rights, all levels of government have an obligation to prevent such violations. The continued involvement of local authorities is vital. This was clear from examples such as Seoul, where the local authorities appeared to believe that they could evade their obligations by outsourcing the eviction process to private entities, and from Atlanta, where the city effectively relinquished control of the municipal planning process to interested local businesses and developers. As private entities are less inclined or able to include the concerns of the marginalised within their decision making, these concerns must be addressed by the relevant authorities, and informed by adequate community consultation and participation.

Community participation and active collaboration in the Olympic project is necessary for ensuring that the resulting costs and benefits will be shared equitably and that those affected are genuinely willing to make the sacrifices needed. There is a definite need to plan *with* the communities that are going to be affected, as opposed to planning *for* them, or indeed (as happened in Seoul and Atlanta) *against* them. Civil society engagement in the planning and preparation for the Olympic Games can and should be facilitated in a variety of ways, both locally and internationally. In terms of collaboration, networking and experiences from other cities can be useful tools for informing debate and consideration of issues within new Host City communities. The sharing of experiences and the open monitoring of housing related commitments and impacts is only possible in an environment in which there is a free international press and where freedom of association and assembly is not repressed.

In many of the examples in which local communities or interest groups were not afforded the opportunity to participate in the Olympic Games planning processes, or when their concerns about the impact of the Olympic Games were ignored or repressed, they have directed their disquiet at the IOC. The IOC does not presently have the mechanisms in place to address complaints related to housing concerns. It needs to institutionalise processes to deal with such complaints, and preferably, to prevent them from arising in the first place. For example, requiring Host Cities to establish mechanisms for managing and monitoring housing impacts would reduce the possibility of such concerns being ignored and complaints subsequently being raised directly with the IOC. As more and more complaints about the Olympic Games and their effects are being lodged directly with the IOC it makes sense for the IOC to institutionalise ways in which to prevent and address the problems giving rise to such complaints, including through requiring greater transparency in the bid process, and compliance with strategies to protect the right to housing in the course of hosting the Olympic Games.

9 COHRE interview with Professor Frank Alexander, Dean of Emory Law School, Atlanta, 10 July 2006.

10 COHRE interview with Mr Horace Tribble, former resident of Techwood/Clark Howell Homes, a leader in TUFF (Techwood United for Fairness), 11 July 2006.

Coupled with the need to introduce these institutional safeguards is the need for enforcement of the promises made by cities during the bidding process. As the sustainability pillar of the Olympic Movement becomes more important in the selection of the Candidate and Host Cities, more promises regarding the possible positive legacies of the Olympic Games are likely to be made. There is a need therefore to hold the cities to their promises – promises made in the process of winning the right to host the Olympic Games need to be fulfilled before and after the Olympic Games are staged, and best practices for ensuring the fulfilment of such promises need to be identified, highlighted and implemented.

The commitments made by Candidate and Host Cities also need to address housing problems in a meaningful way. For example, promises of ‘affordable’ housing should reflect the financial capability of the cross section of society and, in that sense, be truly affordable housing. Policies to provide social housing and subsidise low cost housing need to be targeted towards those most in need and most affected by the impacts of the Olympic Games on the socio-economic wellbeing of the various residents of the city.

The experiences outlined in the COHRE *Fair Play for Housing Rights* report demonstrate that Olympic Games construction and related development often result in a loss of social and low cost housing. This is a real lost opportunity, not merely an unfortunate side effect. The Olympic Games cannot leave a positive legacy if post-Olympics use of infrastructure only benefits one (already privileged) group of the population to the detriment of others. For example, the construction of an Olympic village which is ultimately to be sold for private housing would leave a negative legacy for both current residents and future owners if such construction involved the eviction of current inhabitants without adequate compensation or alternative resettlement, as required by international human rights law.

COHRE’s *Fair Play for Housing Rights* report focuses on the housing impacts of the Olympic Games and other mega-events, along with some examples of best practices. It shows that these impacts are not only negative. On the contrary, mega-events such as the Olympic Games also provide many opportunities to develop positive housing legacies, and it includes examples which highlight some of the strategies for capitalising on such opportunities.

“Impact management is not just about minimising negative impacts. It should ensure that benefits are maximised too.”¹¹

All stakeholders can play a role in ensuring a positive housing legacy results from the hosting of a mega-event such as the Olympic Games. Mega-event organisers can commit to including such features within their plans, and mega-event governing bodies can require that such considerations be taken into account and adequately implemented. Residents and advocates can demand that the benefits of the mega-event are shared by all, including those marginalised members of the community who need the authorities to take proactive measures to fulfil their housing rights. In the same way that a mega-event is used to boost investment and development in a Host City, so too can it be used as a catalyst for positive housing impacts, such as the development of social or low cost housing, the improvement of public housing, the impetuous to introduce rent controls or housing affordability protection measures, or the reason for enacting commitments to protect the homeless or other minority groups. These positive measures could benefit a greater range of people than just the local residents of the Host City – for example strengthening legislative protections for those lacking security of tenure or realigning housing policies could benefit all residents in the State.

As has been evident in the examples highlighted in this report, one of the most important factors in ensuring the minimisation of negative housing impacts and the maximisation of positive ones is the degree of involved and informed community activism. The development of housing rights movements as a result of the Olympic Games experience, and the solidification of their role in influencing decision makers, is a feature of a number of the experiences described in this report. However, the lessons learned include the importance of Host City activist groups starting early and forming effective coalitions to make clear demands. Linking up with other groups internationally to learn from their experiences, both good and bad, is also useful. It is hoped that through this project, COHRE can provide a gateway to resources for future Olympic and other mega-event Host City housing advocates.

¹¹ Gary Cox, Michael Darcy and Michael Bounds, 1994, *The Olympics and Housing: A Study of Six International Events and Analysis of Potential Impacts of the Sydney 2000 Olympics*, Shelter NSW and the Housing and Urban Studies Research Group, University of Western Sydney, Macarthur, Sydney.

RECOMMENDATIONS

The recommendations in COHRE's *Fair Play for Housing Rights* report are directed to *all* stakeholders, including mega-event governing bodies, cities applying to host or selected to host mega-events, governments applying to host or selected to host mega-events, municipal authorities, mega-event organising committees, mega-event sponsors and partners, shareholders, development corporations, architecture firms, building corporations, members of the construction industry, mega-event suppliers, mega-event participants such as athletes, volunteers, and spectators, sporting associations and federations, event exhibitors, consumers, community activists, NGOs, housing policy makers, service providers, urban planners, and the media.

Recommendation 1: Implement COHRE's Multi-Stakeholder Guidelines on Mega-Events and the Protection and Promotion of Housing Rights

COHRE recommends that all stakeholders enact the necessary measures to fully implement COHRE's *Multi-Stakeholder Guidelines*, thus ensuring compliance with all international housing rights standards and laws in all aspects of mega-events. Implementing such an approach from the start of a mega-event project will help to ensure that housing concerns are adequately addressed at all stages.

By implementing COHRE's *Guidelines* stakeholders should ensure they contribute to:

- Preventing violations of housing rights arising directly from the staging of mega-events, for example those related to the construction of mega-event facilities;
- Preventing violations of housing rights arising indirectly from the staging of mega-events, in particular respecting the prohibition against forced evictions, and, amongst other measures that could be taken: enacting measures such as moratoriums on repressive or specifically targeted legislation, introducing legislation to prevent rent hikes, implementing appropriate economic policies to ensure no escalation in housing prices, ensuring police action is not targeted towards minorities and the homeless;
- Protecting the right to adequate housing, for example through ensuring that relocations satisfy the criteria set out in international law;
- Promoting housing rights, for example through using mega-events as an opportunity to create a positive housing legacy through measures such as enhancing social and low-cost housing.

Recommendation 2: Disseminate COHRE's Multi-Stakeholder Guidelines on Mega-Events and the Protection and Promotion of Housing Rights

COHRE recommends that all stakeholders take measures to disseminate COHRE's *Multi-Stakeholder Guidelines* and take other measures to strive to promote and respect housing rights and work towards securing their effective recognition and observance.

Recommendation 3: Establish enforcement and accountability mechanisms for violations of housing rights in the context of mega-events

COHRE recommends that all stakeholders promote and seek the establishment of enforcement and accountability mechanisms for violations of housing rights in the context of mega-events, including ensuring the provision of remedies and reparations for victims of housing rights violations and abuses related to mega-events. Stakeholders should ensure that strong penalties are enforced against those who fail to comply with COHRE's *Multi-Stakeholder Guidelines*.

Recommendation 4: Facilitate and support community participation and activism

Transparency and public participation are essential elements in ensuring the adequate protection of housing rights. COHRE recommends all stakeholders embrace the role of community activism in building capacity and undertaking action to resist abuse of housing rights and defend people's rights.

SUMMARY TABLES ON THE HOUSING IMPACTS OF OLYMPIC GAMES AND OTHER MEGA-EVENTS

The following tables provide an overview of the some of housing impacts of Olympic Games and other mega-events, identified in the course of COHRE's research. They should be read in conjunction with COHRE's report *Fair Play for Housing Rights*¹² and are not intended to be a comprehensive attempt to quantify all housing impacts of all mega-events.

City	Event	Key Housing Impacts
Shanghai, China	2010 World Expo	<ul style="list-style-type: none"> • 18,000 families evicted from the Expo site • 400,000 people reportedly displaced as a result of related urban development • Demolition of low income housing • Lack of consultation with residents during displacement process • Repression of residents' protests • Restrictions on lawyers representing evictees
Vancouver, Canada	2010 Winter Olympic Games	<ul style="list-style-type: none"> • Loss of over 700 units of low income housing • Hundreds of poor and elderly residents displaced due to conversion of low cost housing into tourist accommodation
Multiple cities, South Africa	2010 FIFA World Cup	<ul style="list-style-type: none"> • Concerns regarding possible evictions and displacements
Delhi, India	2010 Commonwealth Games	<ul style="list-style-type: none"> • Forced eviction of 35,000 families • Slum demolition resulting in evictions of 300,000 people • Evictions sometimes violent, without advance notice
Kampala, Uganda	2007 Commonwealth Heads of Government meeting	<ul style="list-style-type: none"> • Hundreds of street children 'rounded up' and taken to a makeshift holding centre
Osaka, Japan	2006 World Rose Convention	<ul style="list-style-type: none"> • 440 private security guards and 350 police officers forcibly removed 28 tents occupied by homeless people from two public parks
Patras, Greece	2006 Cultural Capital of Europe celebrations	<ul style="list-style-type: none"> • Roma harassed, threatened with eviction, and evicted
Lapu-Lapu City, Philippines	2006 ASEAN Summit	<ul style="list-style-type: none"> • Violent forced eviction of 30 households (affecting 42 families) to make way for a parking lot • Scores hurt, including women and children • 12 protesters arrested and detained for lengthy periods

¹² *Fair Play for Housing Rights: Mega-Events, Olympic Games and Housing Rights* (Geneva: COHRE, 2007), available at www.cohre.org/mega-events.

Abuja, Nigeria	2002 Miss World Beauty Pageant	<ul style="list-style-type: none"> • Destruction of shantytowns • Forced eviction of at least 1,000 households • Authorities implemented a policy of rounding up and institutionalising homeless persons during the pageant
Osaka, Japan	2002 FIFA World Cup	<ul style="list-style-type: none"> • Removal of 300 homeless people from areas surrounding the stadium
Seoul, South Korea	2002 FIFA World Cup	<ul style="list-style-type: none"> • City officials created a list of areas that were off-limits to the homeless • Originally authorities had planned to send homeless people to rehabilitation programmes outside the city
Bangkok, Thailand	1998 Asian Games	<ul style="list-style-type: none"> • City officials banned the homeless, beggars, and other 'undesirables' from sleeping or doing business in the street • Squatters fined
Chicago, USA	1994 FIFA World Cup	<ul style="list-style-type: none"> • 'Cleaning operation' displaced 20 homeless people
Dallas, USA	1994 FIFA World Cup	<ul style="list-style-type: none"> • Between 200-300 people displaced after the demolition of their seven-year old shantytown underneath a highway overpass
Seville, Spain	1992 World Fair	<ul style="list-style-type: none"> • Squatter homes bulldozed
Santo Domingo, Dominican Republic	1992 500th Columbus Anniversary celebrations	<ul style="list-style-type: none"> • 30,000 families (180,000 people) evicted from their homes as part of urban redevelopment schemes • Most not offered any form of resettlement • 10,000 people directly affected by purpose built facilities • Four mile long wall built to block view of poor areas
Bangkok, Thailand	1991 Miss Universe Beauty Pageant	<ul style="list-style-type: none"> • Eviction of 5,000 people
Bangkok, Thailand	1991 IMF/World Bank Conference	<ul style="list-style-type: none"> • Eviction of 2,000 slum dwellers (affecting 647 families)
Brisbane, Australia	1988 World Expo	<ul style="list-style-type: none"> • Between 1,400 to 3,000 people evicted from low cost housing due to escalations in rental costs or the demolition of their homes • Loss of over 800 'affordable' beds
Calgary, Canada	1988 Winter Olympic Games	<ul style="list-style-type: none"> • 2,000 people displaced
Sydney, Australia	1988 Bicentennial celebrations	<ul style="list-style-type: none"> • Loss of low income housing, in particular boarding houses were converted into tourist accommodation
Fremantle, Australia	1987 America's Cup	<ul style="list-style-type: none"> • Noted loss of low income housing particularly affecting boarding house tenants
Vancouver, Canada	1986 World's Fair	<ul style="list-style-type: none"> • Between 500 to 850 people evicted • Most evictees were unemployed, elderly, poor, and either handicapped or in a poor state of health • Between 1,000 to 2,000 low income lodging house units were lost to demolition or conversion to non-residential uses
Seoul, South Korea	1985 IMF/World Bank Conference	<ul style="list-style-type: none"> • Bulldozers and police used to tear down a slum • 1,200 slum families evicted from the site • Repression of protests related to evictions
Knoxville, USA	1982 World's Fair	<ul style="list-style-type: none"> • 1,500 tenants evicted from low rent accommodations
Manila, Philippines	1976 IMF/World Bank Conference	<ul style="list-style-type: none"> • Eviction of 400 families from a slum
Jakarta, Indonesia	1962 Asian Games	<ul style="list-style-type: none"> • Forced eviction of hundreds of homes to clear the way for a new sports complex

Table 2: Olympic Games and their impact on housing	
Olympic Host City	Key Housing Impacts
Seoul, South Korea (1988)	<ul style="list-style-type: none"> • 720,000 people forcibly evicted from their homes • Development and urbanisation led to unaffordability of housing • Homeless people rounded up and detained in facilities outside the city • Legislative changes to development and planning laws to facilitate construction and redevelopment related to the Olympic Games • No transparency in decision-making and violent repression of residents' protests • Urban poor particularly affected
Barcelona, Spain (1992)	<ul style="list-style-type: none"> • Over 400 families displaced from sites needed for construction of the Olympic village • 20 families evicted from site for Olympic stadium • 200 families displaced for the construction of the ring roads • Thousands of others evicted or displaced due to development and gentrification processes related to the Olympic Games • Increases in house prices and rents of 139 percent and 149 percent respectively during the six year Olympic Games period • Low income earners, elderly and young people forced to move out of the city areas due to unaffordability of housing • Introduction of legislative measures to facilitate expropriation of private property • Lack of transparency in decision making and limited public consultation with affected communities • Poor and other minority groups suffered disproportionately
Atlanta, USA (1996)	<ul style="list-style-type: none"> • Approximately 25,000 poor families and individuals evicted or displaced due to development and gentrification processes related to the Olympic Games and associated housing unaffordability • Loss of over 1,100 housing units in one historic public housing community, displacing 4,000 people • Overall diminution of public housing stock – total loss of approximately 2,000 housing units, displacing nearly 6,000 residents • Legislation introduced which effectively 'criminalised' homelessness • 9,000 citations issued to homeless people under 'clean up' measures • African-Americans particularly affected by displacements and 'criminalisation' of homelessness • Poor and low income earners suffered disproportionately • Lack of transparency in decision-making
Sydney, Australia (2000)	<ul style="list-style-type: none"> • Many people evicted or displaced due to development and gentrification processes related to the Olympic Games • Legislative measures taken to restrict civil liberties • Poor and other minority groups suffered disproportionately
Athens, Greece (2004)	<ul style="list-style-type: none"> • Hundreds of Roma evicted from their settlements • Introduction of legislative measures to facilitate expropriation of private property • Lack of transparency in decision-making and limited public consultation with affected communities • Poor, Roma and other minority groups suffered disproportionately
Beijing, China (2008)	<ul style="list-style-type: none"> • 1.25 million people already displaced, another 250,000 expected to be displaced before the Games are held • Use of 'Re-Education Through Labour' measures to target homeless, beggars, mentally ill and other minorities • As many as two-thirds of these displacements may have been directly or indirectly brought about by the Olympics • No transparency in decision-making and violent repression of residents' protests • Up to 400,000 migrants displaced with no formal plans for their relocation • Up to 20 percent of families displaced plunged into (or further into) poverty
London, United Kingdom (2012)	<ul style="list-style-type: none"> • Housing for 1,000 people facing demolition from Olympic sites • Demolition of a historic low cost housing community • Legislative changes to development and planning laws to facilitate construction and redevelopment related to the Olympic Games • Poor and other minority groups disproportionately affected

Table 3: The housing impacts of recent Olympic Games	
Key Housing Impact	Olympic Games Host City
Displacements and forced evictions of communities and/or individuals to pave the way for the construction of Olympics or Olympics-related infrastructure	Seoul (1988), Barcelona (1992), Atlanta (1996), Sydney (2000), Athens (2004), Beijing (2008), London (2012)
Displacements and forced evictions of communities and/or individuals related to redevelopment and gentrification processes that are linked to or brought about by the staging of the Olympic Games	Seoul (1988), Barcelona (1992), Atlanta (1996), Sydney (2000), Athens (2004), Beijing (2008), London (2012)
Displacements and forced evictions (particularly of tenants) due to a significant increase in housing costs in relation to the hosting of the Olympic Games	Seoul (1988), Barcelona (1992), Atlanta (1996), Sydney (2000), London (2012)
Escalation of housing costs bearing significant impact on the local population's access to affordable housing	Seoul (1988), Barcelona (1992), Atlanta (1996), Sydney (2000), Beijing (2008), London (2012)
Reduction in the availability of social and low-cost housing in the pre and post Olympic phases, as well as during the event itself	Seoul (1988), Barcelona (1992), Atlanta (1996), Sydney (2000), Beijing (2008), London (2012)
'Cleaning operations' to get rid of homeless people before and during the Olympic Games, as well as the criminalisation of homelessness	Seoul (1988), Barcelona (1992), Atlanta (1996), Beijing (2008)
Introduction of other 'special' legislative or policy measures to facilitate the preparations for or staging of the Olympic Games	Seoul (1988), Barcelona (1992), Atlanta (1996), Sydney (2000), Athens (2004), Beijing (2008), London (2012)
Limited transparency and participation of residents and civil society in decision-making affecting housing issues	Seoul (1988), Barcelona (1992), Atlanta (1996), Athens (2004), Beijing (2008)
Discriminatory and disproportionate effects on marginalised groups including the poor, low income earners, those with insecure tenure, homeless, racial or ethnic minorities, indigenous peoples, the elderly, the disabled, street vendors, sex workers and other vulnerable groups	Seoul (1988), Barcelona (1992), Atlanta (1996), Sydney (2000), Athens (2004), Beijing (2008), London (2012)



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