

69 Olympic agenda 2020

Effects on the Games' urban concept

GUSTAVO LOPES DOS SANTOS

CiTUA - Instituto Superior Técnico, University of Lisbon

BEATRIZ CONDESSA

CiTUA - Instituto Superior Técnico, University of Lisbon

FERNANDO NUNES DA SILVA

CiTUA - Instituto Superior Técnico, University of Lisbon

MARIE DELAPLACE

Lab'Urba-EUP - Université Gustave Eiffel, University of Paris-Est

ABSTRACT

With ups and downs, the Olympic Games have been catalyzing urban, economic, and social development in host cities and communities. Although with demanding requirements and a huge risk factor, the visibility of the mega-event still entices political leaders to bid to stage the Games. But caught in the middle of a changing modern, diverse, and digital society, with elevated concerns for sustainability, the Olympics have been facing strong public opposition. Even though the event can bring several gains, such public claims are only but valid, as many of the most recent legacies failed to enhance its full urban potential and their benefits are not clear. Being mostly publicly funded, and with a track record of the highest and most recurrent cost overruns among mega-projects, the event is nowadays seen as elitist, aiding only a niche sector. Concerned about the use of their money, communities have raised their voices and demanded governments to withdraw bids, resulting in lack of candidates to host next editions. Worried about the future of the event, the International Olympic Committee recognized the problem and has been committed to change the Games' model to enhance economic, environmental, and social sustainability. In the end of 2014, it implemented the Olympic Agenda 2020, driving important changes in the organization of the Olympic Games, including more flexibility in urban requirements and a new definition of host, which is not required to be a city anymore, meaning that regions or countries are now allowed to bid. This research investigates the origin, innovation, implementation, and consequences of the Olympic Agenda, verifying how is it being implemented and driving changes in next hosts and candidates, and how will it affect the Games' urban concept and respective legacies. Conclusions of the case studies point to a successful radical change, more aligned with urban sustainability ideals but, at the same time, creating new operational challenges.

Keywords: Olympic Games, Olympic Agenda 2020, Mega-Event Planning, Urban Sustainability.

the Olympic Games and Movement. It addresses nowadays overarching topics of sustainability, credibility, and youth, which were made its three broad pillars, with a view of “protecting the uniqueness of the Olympic Games and strengthen Olympic values in society” (IOC, 2014, p.3).

The context of the OA is broad, encompassing the many areas of expertise associated with the Olympic Games. For this research, an analysis was carried to identify which recommendations address, directly or indirectly, the field of urban planning, both in what concerns the event’s planning, and the host territory. In total, 28 sub-topics from 10 recommendations were considered to have impacts on the Games’ urban concept (recommendations: 1, 2, 3, 4, 6, 9, 10, 38, 39, and 40). While selecting these recommendations, five urban related objectives were identified (listed below), being assumed here to be the aimed impact of the OA on the Games’ urban concept. All the selected recommendations’ sub-topics fit into one or more of these objectives:

- (1) **Enhance sustainable urban legacies:** recommendations that aim at enhancing the full potential of the urban interventions triggered and/or accelerated by the hosting of the Games, allowing a more consistent alignment of the event with the host’s long-term urban development plan.
- (2) **Reduce the urban related costs:** recommendations that aim at simplifying the requirements of the Games, increasing their flexibility and, ultimately, contributing to avoid the delivery of unsustainable urban legacies.
- (3) **Rely in specialized knowledge:** recommendations that aim at increasing the participation of urban planning experts in all stages of the Olympic cycle and take full potential of experienced and specialized knowledge in event hosting.
- (4) **Improve the governance system:** recommendations that aim at improving the interrelationships between all the involved stakeholders, enhance their relations’ efficiency, increase their participation, and take advantage of all the potential contributions.
- (5) **Ensure best practices:** recommendations that aim at increasing the transparency of the urban processes of the Olympics in order for them to become trustworthy to the public, ensuring that ethical principles within the organization are respected, and according to the values of Olympism.

2.3 The implementation

After the approval of the OA, several measures were implemented in the organization and legal system of the Olympic Games. Based on the impacts indicated

by the OA Working Groups (IOC, 2014), together with documental analysis of IOC official files – namely the Olympic Charter, the New Norm, the Host City Contract, and the Code of Ethics –, it was possible to identify and group some already implemented measures that affect the Games’ urban concept. In Fig. 2 is an adaptation of the resulting table, containing only the measures related to the first two objectives, which are considered to affect directly the urban and spatial planning i.e., delineate the physical impacts generated by the Games. The contribution of these measures is mainly related to one of the previously identified objectives but can also address secondary ones.

MAIN OBJECTIVE	SECONDARY OBJ.
Objective 1 – Enhance sustainable urban legacies	
Reformulation of the Candidature Process – A new Candidature Process, shorter and lighter, with emphasis on the way that Games proposals should align with the city’s long-term local, regional, and national development goals.	-
New definition of Host – The host of the Olympic Games is not required anymore to be a city. Where deemed appropriate, several cities or other entities, as regions, states, or countries, are allowed to organize the event.	2
Broader application of the Game’s revenues – Any surplus by a host, OCOG (Organising Committee of the Olympic Games), or NOC (National Olympic Committee) of the country of the host is allowed to be spent in the development of the Olympic Games’ legacy.	2
Commitment with legacy planning and monitoring – The host city, host NOC, and the OCOG are required to carry their activities embracing the concept of sustainable development and ensure a sustainable legacy for the venues, facilities, and infrastructures, cooperating with other third parties. The organisers shall inform the IOC of the entities that will be entrusted with the post-Games monitoring of Games’ legacy.	3 • 4
Establishment of the “Sustainability and Legacy Commission” – Created in 2015 to advise the IOC on sustainability and legacy matters related to sport. Provides strategic advice on priority sustainability themes, and reviews Sustainability Strategy’s implementation. Published in 2017 the “Sustainability Strategy” and the “Legacy Strategic Approach”.	3
Objective 2 – Reduce the urban related costs	
Increased flexibility of the Olympic Calendar – Under approval of the relevant IF (International Federation) and the IOC Executive Board, competitions are allowed to exceed the duration of the Olympic Games – sixteen days – in order to promote opportunities for venue sharing.	-
Elimination of restrictions on the location of venues – Restrictions on the location of venues cease to exist.	1
Limitations regarding new constructions – Maximum use of existing and planned infrastructure, considering temporary venues where no long-term legacy need exists. Any new constructions for the purpose of the Olympic Games shall only be considered on the basis of sustainable legacy plans. No new constructions shall be carried for mono-functional venues.	1
Review of venues, facilities, and infrastructure’s requirements – Revision of the Host City Contract (HCC) to increase flexibility, reduce the number of requirements, and ensure action is taken with regard to sustainability and legacy.	1
Move towards an event-based Programme – The Programme of the Olympic Games moves from sport-based to event-based, with more flexibility to be adapted to the hosts’ urban characteristics and needs. OCOGs are also allowed to propose events for their specific editions.	4
Definition of a maximum size of the Games – Definition of a maximum number of athletes, coaches and support personnel, and events.	-
Implementation of the “3+4 Games Planning Framework” – Organisers are encouraged to allocate three years to focusing on strategic elements before shifting focus four years before the Games to detailed operational planning, readiness, and delivery. The IOC will assist the OCOG for longer periods of time, aiming at “just in time” deliveries.	3

Fig. 2 – Adapted table with the selected measures aimed at the identified direct urban related objectives. Own creation based on the Olympic Charter, the New Norm, the Host City Contract, the Code of Ethics, and minor additional online research from Olympic official sources.

The remaining measures are mostly related to the other three objectives, being considered as having indirect urban effects i.e., contribute for betterment of the direct impacts. An adaptation of the resulting table containing the indirect objectives is shown in Fig. 3.

MAIN OBJECTIVE	SECONDARY OBJ.
Objective 3 – Rely in specialised knowledge	
Modifications on the IOC members' election process – The Members Election Commission is responsible for preparing profiles and proposing candidates for the IOC in order to achieve a diverse and balanced membership. It is also allowed to invite candidates for interviews.	-
Increased role of the "Coordination Commission" – The role of the Coordination Commission changes from a more executive position to a more cooperative one, assisting the entities responsible for the organization of the Olympic Games.	4
Creation of the "Olympic Games Framework" – Published in 2015 for the 2024 Olympic Games as initial assistance to cities interested in bidding.	-
Launching of the "Register of Consultants" – Mandatory registration of consultants of the broad areas of the Olympics, including consultants assisting host candidates.	5
New "Dialogue Stage" in the Candidature Process – Adaptation of the candidature process, defining an initial non-committal "Dialogue Stage" for cities to explore opportunities of hosting the Games, assisted by the IOC, its stakeholders, and technical experts.	1 • 4
Objective 4 – Improve the governance system	
Establishment of the "Future Host Commissions" – Shall fulfil their mission following an edition-based approach, in a flexible, pro-active, and contextualised manner, considering geographic, strategic, technological, economic, and societal developments and opportunities.	1
Establishment of the "Joint Steering Forums" – For each edition of the Games, the forum complements the role of the Coordination Commission in facilitating better integration of the various stakeholders through cooperation and dialogue. Its composition is determined by the OCOG to better reflect the local governance, align the Games with local development plans, and reduce the costs.	1 • 3
Organization of dialogue forums – Forums open to civil society, to create opportunities for the IOC to engage with local/national stakeholders.	-
New HCC signatories – Local, regional, or national authorities, as well as foreign, can be signatories of the HCC.	3
Objective 5 – Ensure best practices	
Preservation of political neutrality – A new role of the IOC is to maintain and promote the Olympic Movement's political neutrality.	-
Publication of the HCC – The contract for hosting of the Olympic Games is made public.	-
Review of the host election process – Ceases to exist the rule placing the date of the host election 7 years prior to the Games. When submitting candidatures to the vote by the Session, the IOC Executive board shall include its assessment of the opportunities and risks of each interested host, as well as of sustainability and legacy.	1 • 2
Definition of rules for the "Register of Consultants" – Definition of rules for consultants, including the ones involved in hosts' candidatures.	-

Fig. 3 – Adapted table with the selected measures aimed at the identified indirect urban related objectives. Own creation based on the Olympic Charter, the New Norm, the Host City Contract, the Code of Ethics, and minor additional online research from Olympic official sources.

3. Case Studies

The practical implementation of the OA's recommendations/measures is analyzed resorting to case studies. Most of the observations relate to direct objectives, as the indirect are difficult to identify in the case studies' urban projects. The case studies are grouped according to their similarities, mostly due to the Olympic cycle's phase they were upon the approval of the OA.

3.1 Adjusted by the OA: PyeongChang2018, Tokyo2020, and Beijing2022

Although its preparations were already well advanced when the OA was approved, the PyeongChang2018 Winter Olympics has benefited from the reduction of mountain temporary venues, to ease the complexity of the operations (IOC, 2018a). The construction of the temporary Main Press Centre (MPC) was cancelled and substituted by the use of pre-existing facilities, saving the organizing committee USD 15 million (PyeongChang2018 Press Operations, 2018). Furthermore, the initial plans for the construction of the International Broadcasting Centre (IBC) were changed to suppress the need for a second floor, resulting in 30% of savings. The construction of the satellite (smaller) IBC

at the mountain cluster was also cancelled (OBS, 2018).

Regarding Tokyo2020, the candidature file initially indicated the use of 16 existing venues, 12 new, and 11 temporary (Tokyo2020 Olympic Games Bid Committee, 2013). After the OA, an extensive review of the venue master plan resulted in the use of 24 existing venues, 9 new, and 10 temporary, including the additional venues for events added by the organizing committee (Tokyo2020, n.d.). The elimination of restrictions on the location of venues also provided a solution for the concerns of the IOC regarding the heat in Tokyo, resulting in the relocation of the athletics marathon and race walk to Sapporo. The reviewed venue plan saved Tokyo USD 2.2 billion (IOC, 2020a).

The withdraw of four candidate cities for the 2022 Winter Olympics was the key trigger of the OA. The final candidature documents for the edition of 2022 were submitted nearly one month after its approval but, in many ways, the Beijing's bid already reflected many of its principles. However, the implementation of the New Norm, in 2018, resulted in several changes, including the cancellation of plans for temporary Mountain MPC and Medal Plaza in Yanqing, the review of venue capacities, and the optimization of the use of trains for Olympic transport (IOC, 2019). The Beijing's venue masterplan makes use of several existing venues inherited from Beijing2008 and, from the 10 new permanent venues, 5 were already planned as part of the development of the Beijing-Zhangjiakou Sport, Culture and Tourism Belt – the remaining 5 are of public and/or private character. All Medal Plazas and mountain MPCs will be temporary. The new venues will contribute for the Beijing-Tianjin-Hebei regional development strategy, which includes the development of local sports events and green leisure industry to attract future investment (Beijing2022 Candidate City, 2014). Part of this cooperation strategy is the improvement of the transport network of Beijing and Zhangjiakou, including the construction of the new high-speed railway linking the three Olympic clusters – Beijing, Yanqing, and Zhangjiakou. Its construction started in 2014 but, reportedly, has been accelerated by Beijing2022 (ibid). Finally, the new event-based approach facilitated the selection of big air freestyle skiing as an additional event but resulting in the construction of a new unplanned venue, with the objective of triggering the development of existing long-term plans for the Shougang Industrial Park (IOC, 2018b).

3.2 Designed with the OA: Paris2024, and Los Angeles2028

Designed around the same time, Paris and Los Angeles' candidature files are very similar in rhetoric, constantly referring to issues of sustainability, and showing a deep concern for justifying any permanent construction works and frame them within their long-term urban development plans. The initial venue masterplan of Paris2024 consisted of 40 venues: 27 existing, 5 new, and 8 temporary (Paris Candidate City Olympic Games 2024, 2016). Of the new venues, the Bercy Arena

II and the satellite Olympic Village in Marseille were planned, the latter included in the Marseille Chant Exhibition Park development plan. The three additional new venues were the Aquatics Centre – with a post-Games capacity reduced by 80% –, and the Olympic and Media Villages, located in Paris’ younger and faster-growing outer ring, for which sustainable legacies are considered secured and well included in the city’s local urban strategies and long-term development plans (ibid). The candidature files also mention that the locations of temporary venues were strategically chosen to exhibit the Paris patrimony (Eiffel Tower, Esplanade des Invalides, Chateau de Versailles, etc), and that these location will benefit from improvements to the urban domain. All other infrastructure improvements are within planned projects.

As of the end of 2020, after suffering many modifications, the reviewed venue masterplan consists of 38 venues – one less temporary, and one less existing (IOC, 2020b). This number – now accounting with the extra events added by the organizing committee – reflects an exceptional effort to enhance venue sharing, with many sports/disciplines having different venues for preliminary and final rounds. Interesting to note is the choice of Teahupo’o in Tahiti, French Polynesia, to host surfing competitions (Paris 2024, n.d.). The reviewed masterplan also includes the construction of a new unplanned permanent venue for sport climbing – a sport added by the organizing committee as a result of the OA.

Los Angeles (LA) was awarded to host the 2028 Olympics simultaneously with Paris2024, in 2017, implying that LA will have 11 years to prepare. This exceptional circumstance led the IOC to permanently remove the Olympic Charter’s rule placing the host election 7 years prior to the Games. Not being a direct consequence of the OA, this change allows a more flexible Olympic cycle, making possible to adjust it according to special situations.

The LA candidature documents were prepared for the 2024 edition and, therefore, present some dated information. However, its urban concept remains unchanged showing the unique hosting capability of the city, as confirmed by its history of hosting and bidding for the Olympics. Its venue masterplan consists of 39 venues, none of them to be built. At the time of the candidature, three new planned venues were indicated, but as of now, they are all completed, and with private investments. From the 29 existing venues, only the velodrome requires permanent works. This venue masterplan includes the main Olympic Village and its adjacent training center, a satellite Village at Lake Perris, the Media Village, and the MPC, all of them using existing facilities of three universities. The IBC will be placed in new facilities of the NBCUniversal, whose construction was carried in 2017/2018 as part of its expansion plan (LA Candidate City Olympic Games 2024, 2016). In what concerns new/renovated infrastructure, all interventions are planned and aligned with the long-term development plans, although the candidature files for 2024 do refer to the catalyst effect of the Games to accelerate them – namely

the renovation of Los Angeles International Airport, the extension of the Metro Purple Line to Westwood, and the creation of community green spaces. Therefore, LA 2028 seems fully aligned with the OA: “(...) we are not changing our city to fit the Olympic Games, rather, we are applying the existing resources of our city to create an exceptional Games Concept that is fully sustainable, because it already exists” (ibid, p.2).

3.3 Tailored for the OA: Milan-Cortina2026, Stockholm-Åre2026 bid, and 2030/2032 bids

The Milan-Cortina 2026 will be the first Olympic Games to be hosted at a macro-regional scale, with the furthest clusters distancing 400kms by car. The Italian candidature builds on a vision of a partnership within the Alpine macro-region, supported by the regions of Lombardia and Veneto and the two Autonomous Provinces of Trento and Bolzano/Bozen (Milano Cortina Candidate City Olympic Winter Games 2026, 2019). But the most relevant of this edition regards the improvement of mobility at the inter-urban scale, with the candidature files placing a lot of emphasis on the planned transport interventions to connect all the locations. This is a case that well illustrates the consequences of expanding the geographic location of Olympic venues: although the interventions were already planned, the investment in transport infrastructure can incur in much higher budgets and risks for Olympic hosts.

Like the 2024 bids, the Milan-Cortina and Stockholm-Åre bid concepts for 2026 are very similar, both with four venue clusters. What mostly distinguishes the bids is the relative location of the clusters, and the fact that one of Stockholm-Åre’s clusters is in the neighboring country of Latvia. The maximum travel distance, between Åre (Sweden) and Sigulda’s (Latvia) clusters, is around 1200kms, including a ferryboat leg of 275kms. However, while the Sweden-Latvia shared bid provides a great opportunity for cross-border developments in interconnectivity and partnerships, the candidature files lack any indications towards so, with Sigulda barely being mentioned in chapters regarding transport and governance. This can either be a failure of the candidature itself or a hint that cross-border bids might be inefficient. Nonetheless, as highlighted in the candidature files, this venue masterplan model allows smaller nations and cities to become Olympic hosts (Stockholm Åre 2026 Candidate City Olympic Winter Games, 2019).

A quick online search provides the array of potential/interested bidders for the Winter/Summer editions of 2030/2032. The possible candidatures are extremely diverse in urban characteristics: from the globalized London, or Shanghai, to the fast-growing Jakarta, Mumbai, or Doha; from the former hosts Salt Lake City, Vancouver, or Sapporo, to the never elected Istanbul, or Madrid; from the national alliances Southeast Queensland, Rhine-Ruhr, or North-Central Italy to the triad Barcelona-Pyrenees (Spain/Andorra/France); from the inner-border coalitions

Chengdu-Chongqing, or Rotterdam-Amsterdam, to the cross-border ground-breaking Seoul-Pyongyang. Among all, the Rhine-Ruhr2032 initiative stands out for proposing 13 cities to jointly host the event (Rhein Ruhr City GmbH, 2020).

4. Discussion and Conclusions

Following a period of strong public opposition against the Olympics, the implementation of the OA has driven important and radical changes to the Games' urban concept. This paper has identified five urban related objectives of the OA and analyzed how the post-OA hosts/bidders have been aligning with them.

The measures within the first objective, “enhance sustainable urban legacies”, have drawn a lot of attention to environmental, economic, and social sustainability issues, observed, at least, in rhetoric. The reformulation of the candidature process, together with the new definition of host, has potentiated efficiency and enabled creativity for a diverse range of Olympic projects, mostly expressed by the increased urban scale of the hosts, and allowing smaller nations and cities to be part of the event. Fig. 4 schematically compares the geography of the analyzed case studies. It is important to highlight, however, that due to transport infrastructure improvements to meet Olympic requirements regarding travel times or the “zero cars” policy, the increase in sustainability does not necessarily mean a decrease in costs, as it obliges to a significant reinforcement of the public transport system.

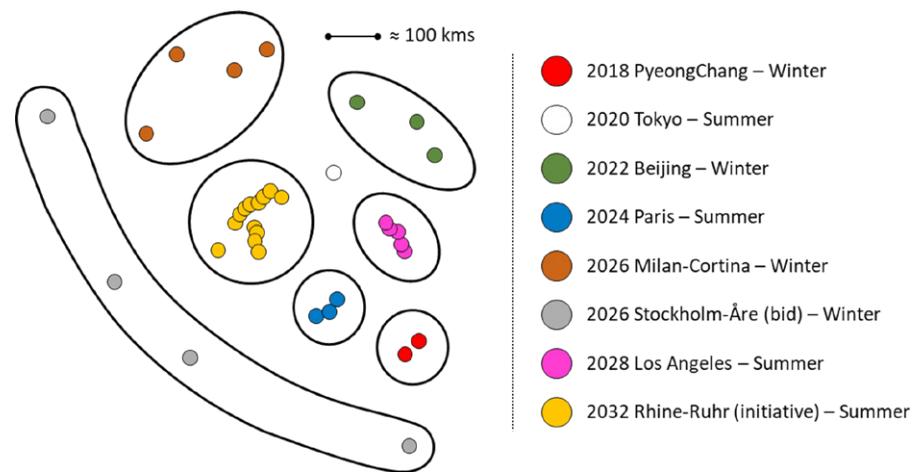


Fig. 4 - Schematic comparison between the case studies' venue masterplans. Own creation.

Regarding the second objective, “reduce the urban related costs”, the elimination of restrictions on the location of venues and the limitations on new constructions have increased the flexibility of venue masterplans, contributing for punctual problem solving, and also potentiated the use and advertisement of local

territorial assets, like natural resources and patrimony. Together with the review of venues requirements, it has also contributed to the use of more existing and temporary venues, as shown in Fig. 5. Moreover, it allowed organizers to take full advantage of venue sharing, being able to approximately maintain the total number of venues, even adding new events requiring specialized facilities. In what concerns the measures affecting the events of the Olympic Programme, two observations must be made. First, the limit of events established by the OA has not yet been achieved, although there has been a relevant reduction. Second, the events selected by the organizing committees of Tokyo, Beijing, and Paris, namely the urban sports, surfing, and big air, seem to have generated conflicting results: on the one hand, evaluating by the public's reaction in press and social media, these sports have triggered a positive response, contributing for the popularity of the Olympics and improving public opinion; on the other hand, they require the use of additional facilities, having increased the number of temporary venues in Tokyo by 3, and in Paris by 2. Furthermore, the inclusion of big air freestyle skiing in Beijing and sport climbing in Paris, resulted in two new unplanned permanent venues, raising some intriguing questions as, ultimately, constructions are being induced by the OA.

The Host City Contract was made public, starting in the election of Beijing 2022. Regarding the remaining measures aimed at indirect objectives, no clear conclusions can be taken. However, the new Olympic urban projects are aligning with the OA's vision, which might mean that the dialogue between parties is improving, the role of the IOC commissions optimized, and the efficiency of the candidature and host election processes enhanced. Regarding the latter, the large number of bidding intentions for future editions and their current stage of development (earlier than usual) indicate that the new candidature and election processes are inducing results, but the continuous/targeted dialogue stage might challenge the fairness of the process. New conclusions might be drawn upon the official nomination of the host candidates for the 2030/2032 Olympic Games. Finally, the biggest flaw of the OA is not directly addressing engagement of the organizing bodies and Olympic Movement stakeholders with host/bidding communities, especially since the withdraws that triggered the OA were the result of public opposition. Nonetheless, only in the future will be possible to understand the full scope of the consequences of the OA in the Games' urban concept and in the hosts' urban legacies.

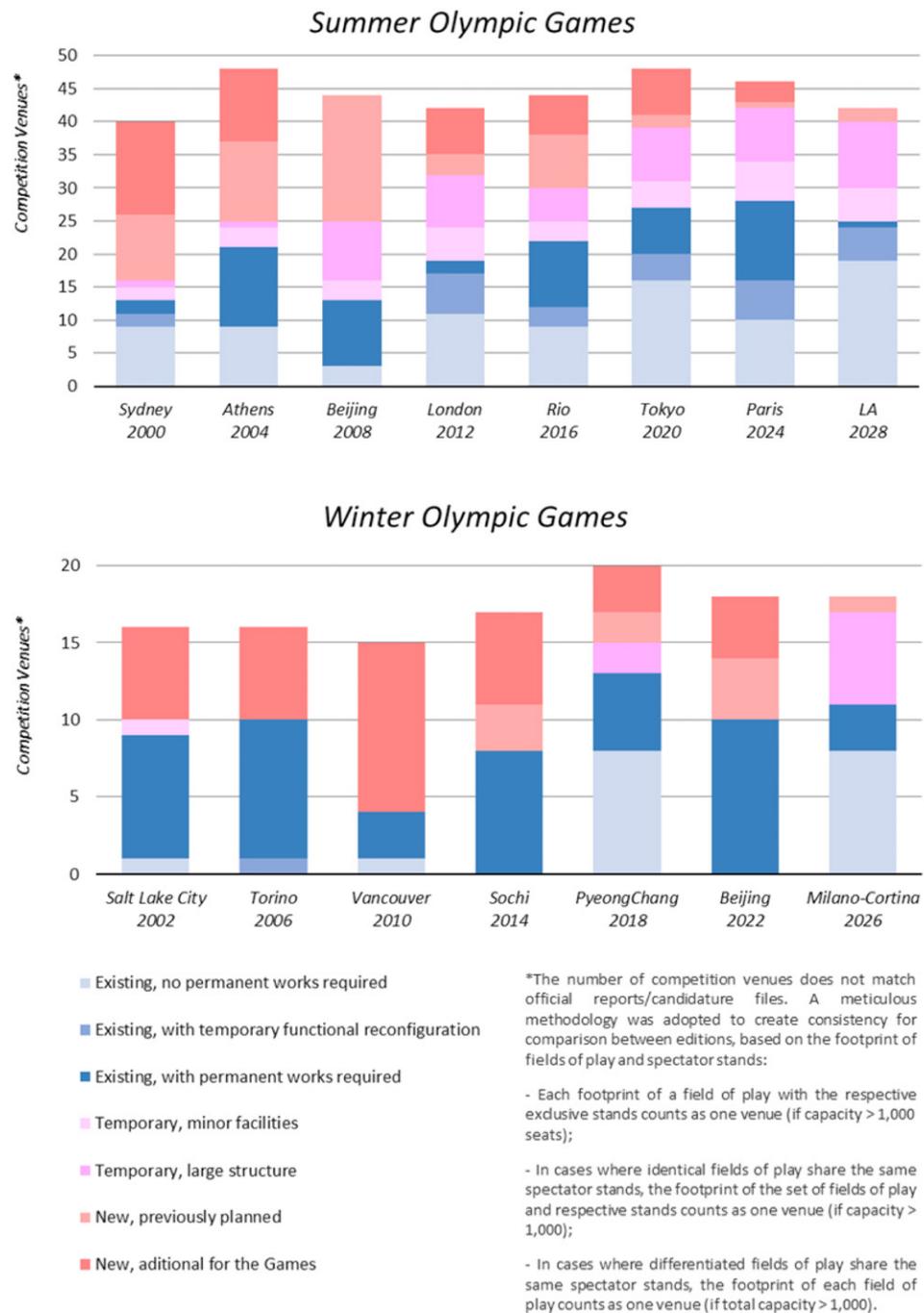


Fig. 5 – Number of venues of the 21st century Olympic Games. Own creation based on the editions’ Official Reports and Candidature Files, websites of the current Organizing Committees, and minor additional online research.

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93 Margins of the Olympic Rio

Housing management in the revitalization project of the Harbor Zone of Rio de Janeiro city

ANA CLARA CHEQUETTI
Institute of Social and Political Studies (IESP)/
University of the State of Rio de Janeiro (UERJ)

ABSTRACT

Following the mobilization for housing of squatter families evicted from the Harbor Zone of the center of Rio de Janeiro, this work approaches the discourses and practices involved at the construction of the “Olympic City” representation during the “revitalization” megaproject “Porto Maravilha” [Wonder Harbor], started in 2009. Lead by a constructed narrative of the Harbor as an empty location where historical patrimony was being destroyed, the intervention claimed to bring “life” and to “open the gates of the city to the world”. The project may be seen as a Grand Urban Project, as it is materially and symbolically connected to the city project of Rio as an Olympic, urban and global city.

Effects of “State” and “Market” present during the evictions are understood through the point of view of governmentality of populations (Foucault 1979) and of an anthropology of the “State”. This rehabilitation promoted a reorganization of the distribution of goods, populations and circulations, but also of the urban illegalisms (Telles 2010), inciting certain practices and uses of the city while increasing repression and difficulties to others, as seen with the homeless movement. The moment expected to bring international investment to the area but never landed, and results of the project are explored as “utilities of the failure” (Ferguson 2006).

Seen as places of scarcity and survival, the squats can also be understood as situational “margins” (Das and Poole 2004), where differential forms of political and economic practices take place. Not as exceptions to the “normal” operation of the State, but ways of understanding how government and regulation practices actually work in the Latin-America. Doing so, the Rio Olympic City is thought from its margins, since what is represented as out of the order, out of legality and out of urbanity.

Keywords: Rio Olympic City, Homeless Movement, Evictions, Megaprojects.

Urban legacies
of the late 20th century

GRAND PROJECTS

CONFERENCE PROCEEDINGS

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