# ISAF Olympic Commission

Report to the

# ISAF Executive Committee

Recommended as a Draft Report for wider consultation

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## EXECUTIVE SUMMARY

**ES.1**    In 2002 the IOC noted that, when compared with other summer Olympic sports, sailing had a high number of athletes and events in comparison to its broadcast revenues and spectator appeal.  In addition the cost and complexity of the operations of the sailing competition presented challenges for the development of the sport.  As a result the IOC reduced the number of sailing events and athletes.

**ES.2**    Since then IOC has introduced a process for systematic review of the Olympic Programme, and has developed a set of 33 criteria to be used to assess the strengths and weaknesses of each sport, and the value that each sport adds to the Olympic Programme.  The 4-yearly publication of the IOC review enables IOC delegates, ISAF and sailors, and other sports to compare how well each sport meets the IOC criteria.

**ES.3**    More recently IOC President Jacques Rogge stated that 28 sports is the maximum for the summer Olympics, and that for its process of rejuvenation the IOC has to have a system of elimination and entry.  *"And in future"* he commented, *"that is what we are going to do on a regular basis.  At times we are removing one sport and adding another one"*.  We have recently seen this with the removal of baseball and softball, and the introduction of golf and rugby.  There are many other sports now seeking to become the next new Olympic entrants.

**ES.4**    Remaining an Olympic sport is critical to ISAF, and to the growth and development of sailing globally.  The IOC provides ISAF with 65% of its income (2004 figures).  Probably more significantly MNAs and sailors benefit financially too through support from NOCs and sponsors; the Commission estimates this to be worth over €100m annually - and this does not include the industry, including manufacturers and classes, that supports Olympic sailing.

**ES.5**    Sailing has historically had good links into the IOC, and will be making its 26th appearance in the Olympic Programme in 2012.  Sailing scores well against some of the criteria, but is currently weak in other important areas such as spectator and broadcast revenue, and costs.  Sailing is also strong in Europe in particular, but is much weaker in emerging areas such as Asia and Africa.

**ES.6**    To secure its position as an Olympic sport, ISAF needs an overarching Olympic strategy, rather than one-off initiatives, that will improve its performance against the IOC criteria and maximise the value that the sport adds to the Olympic Programme.  If ISAF does this, ISAF will become stronger, and the sport, sailors and MNAs will benefit.  If ISAF fails to do this, the IOC's policy of Olympic sport selection and de-selection will make sailing progressively more vulnerable.

**ES.7**    The Commission has identified 5 core segments to this overarching strategy which link to IOC criteria: increasing universality (global participation); expanding Olympic qualification opportunities; building the popularity of the sport for media and spectators; improving the ISAF event structure; and enhancing sailing in the Olympic Games.

**ES.8**    In each case the Commission has analysed sailing's strengths and weaknesses, and made specific recommendations which the Commission believes enhance the sport while remaining true to its fundamentals.

**ES.9**    Across these recommendations the Commission encountered consistent themes that should be reflected in ISAF's future Olympic decisions:

- ISAF should expand the reach and appeal of sailing - to emerging nations and sailors, and to spectators and the media

- ISAF should reduce costs - for sailors and MNAs, for event organisers, for IOC and the media

- ISAF should build more consistency and continuity to our Olympic decisions, giving MNAs better return on their Olympic investment, and providing sailors a clear pathway for sailors from junior to youth to Olympic

- ISAF should focus Olympic strategy more on youth, and encourage adoption of more exciting (for athlete and spectator) events and equipment

- ISAF should introduce more structure to the annual calendar of sailing events.

**ES.10**  Taken together, the Commission believes its recommendations provide ISAF with a clear vision for sailing in the Olympics, and a clear strategy for achieving this vision.  The Commission is ready to support the Executive Committee in considering the allocation of responsibilities, timelines and the financial implications of implementing the various recommendations.

**THE MISSION FOR ISAF**

## OUR MISSION

To strengthen the position of sailing in the Olympic Games.

To leverage sailing in the Olympic Games in a way that serves to grow interest and participation in sailing as a global sport.

To limit cost and environmental impact in achieving our goals.

## VISION FOR SAILING AS AN OLYMPIC SPORT

**INCREASING UNIVERSALITY**
Our sport is widely practiced globally by people of all ages and abilities and of both genders, on inexpensive equipment available around the world. There are clear and accessible pathways for young people from local to regional, international and Olympic competition and our sport is a core part of all major Regional 'Games'

**EXPANDING
QUALIFICATION OPPORTUNITIES**
Our qualification system provides opportunities for the best sailors from each nation to participate at the Olympic Games and provides continental representation. Local competitions ensure that the system is as widely accessible as possible at reasonable cost to participants

**BUILDING POPULARITY**
Through easy to understand events, good live presentation, high quality production for television and on-line distribution, assisted by the application of the latest tracking and other technology, and broad coverage in other media, Olympic sailing is an attractive, quality sports entertainment property to the benefit of all stakeholders

**IMPROVING
EVENT STRUCTURE**
The structure of our events clearly identifies our champions and provides cost effective pathways for athletes and MNAs to prepare for the Olympic Games, whilst encouraging the global spread of the sport through local opportunities to compete and providing our best athletes with a platform to generate income through commercial support

**ENHANCING THE
OLYMPIC GAMES**
The pinnacle event every 4 years, the Olympic Games demonstrates the diversity and skills of the leading young sailors from each nation. No athlete has an equipment advantage. We showcase our sport in a format that provides entertaining and enjoyable coverage to the large live and remote audience that is attracted through previous exposure to our sport

| 1 | INCREASING UNIVERSALITY | STRATEGIES |
|---|---|---|
| | VISION: Our sport is widely practiced globally by people of all ages and abilities and of both genders, on inexpensive equipment available around the world. There are clear and accessible pathways for young people from local to regional, international and Olympic competition and our sport is a core part of all major Regional 'Games' | • Target emerging nations as a priority through CONNECT to Sailing and other training and development initiatives<br>• Encourage and actively pursue nations as new MNAs of ISAF, simplifying the process for affiliation where possible, with a view to having 140 nations in membership by 2012 and 150 by 2016<br>• Establish and promote a 'Nation Pathway' that encourages new nations to progress in Sailing, making Olympic and ISAF Event qualification more accessible<br>• Develop 'Athlete Participation Programmes' around all ISAF Events, included as part of the event bidding process.<br>• Strengthen the position of Sailing in the Regional Games and actively encourage the inclusion of sailing using Olympic Events<br>• Consider the impact of the capital and development costs of equipment on developing nations, making long term decisions to ensure continuity |

| 1 | ISSUES | RECOMMENDATIONS |
|---|---|---|
| **1.12** | The IOC stresses the importance of the universality of sports on the Olympic Programme. Based on the criteria used by the IOC sailing performs poorly in this area. ISAF must increase the number of MNAs in membership to better reflect the universality of the sport.<br><br>Sailing is more expensive than the majority of Olympic sports, mainly because of the equipment costs. There is a positive correlation between the growth of sailing and a country's GDP per capita. Expansion should be targeted.<br><br>Training and development support is essential to the growth of sailing globally. ISAF initiatives should focus on emerging nations. The support of the MNAs of more developed nations and the expansion of Athlete Participation Programme are important initiatives. | ISAF continues to build sailing in emerging nations and recruit MNAs through:<br>• a targeted approach to the development of the sport globally, refining work already started to identify emerging nations, develop target lists and be proactive in introducing development programmes<br>• an increased priority on training and participation initiatives, such as CONNECT to Sailing and the work of the Training Commission, with an emphasis on developing nations<br>• working, in conjunction with MNAs, to develop a 'partner programme' encouraging more developed MNAs to work with emerging nations<br>• as part of the bidding process for ISAF Events, ensuring that appropriate programmes are in place to support athletes from emerging nations<br>• working actively with emerging nations through the process of becoming a member, considering probationary arrangements and other strategies that remove any barriers to entry<br>• linking in with the programmes of Class Associations that can extend ISAF's reach, such as IODA, IHCA and some Olympic Class Associations |

| 1 | ISSUES | RECOMMENDATIONS |
|---|--------|-----------------|
| 1.20 | Regional Games are generally well supported by nations from within the relevant region. For many athletes and their nations these competitions are their pinnacle events and, as a result, attract financial backing from governments and NOCs. They are important for the growth of sailing | ISAF builds sailing at Regional Games and other multi sport games by:<br><br>• encouraging the affiliation of the various Federations responsible for the major Regional Games<br><br>• actively promoting sailing to emerging and active nations and organisers with the objective of increasing participation and universality<br><br>• ensuring, through control of the technical aspects of these events, that the programmes and equipment used is as far as possible aligned to that agreed for the Olympic Games, encouraging a clear pathway |
| 1.23 | In some parts of the world Olympic Classes that are relatively expensive and/or have complex measurements rules are either not popular or do not exist at all. Olympic Equipment must be less expensive and more widely available.<br><br>Frequent changes in equipment reduce the likelihood of investment in development programmes and of the equipment used at the Regional Games being consistent with that used at the Olympic Games. | In the decisions taken in relation to Olympic Games, ISAF supports an increase in sailing at local event and the Regional Games and other multi sport games by:<br><br>• Adopting a process that sees Equipment chosen for longer timeframes, providing certainty and allowing nations and athletes to plan programmes and campaigns (see ENHANCING THE OLYMPIC GAMES)<br><br>• Recognising and reflecting the demand for equipment that is (i) inexpensive; (ii) is, or can rapidly become, widely available in emerging nations; and (iii) is attractive as equipment for use in local events including the Regional Games (see ENHANCING THE OLYMPIC GAMES) |

| 2 | EXPANDING QUALIFICATION OPPORTUNITIES | STRATEGIES |
|---|---|---|
| | VISION: Our qualification system provides opportunities for the best sailors from each nation to participate at the Olympic Games and provides continental representation. Local competitions ensure that the system is as widely accessible as possible at reasonable cost to participants | • Encourage global spread of sport by ensuring that there are more local opportunities to qualify for the Olympic Games and other ISAF Events<br><br>• Reduce travel and cost of participation through the introduction of continental qualification events, lower cost equipment and the supply of equipment<br><br>• Provide a minimum of one event in each IOC Continent, acting as a qualification event for the Olympic Games and other ISAF Events<br><br>• Ensure all Olympic Sailing Events offer realistic participation aspirations to sailors from all parts of the World<br><br>• Ensure that ISAF Events and Ranking systems do not significantly favour sailors from one Continent over sailors from another<br><br>• Create opportunities for athletes to secure support and funding by qualifying at more local events |

| 2 | ISSUES | RECOMMENDATIONS |
|---|---|---|
| 2.20 | In some countries there are limitations imposed by the NOC or MNA in addition to the Olympic Qualification System. This has an impact on the take up of places at the Olympic Games. Information on any restrictions would be helpful to ISAF in planning quotas for the various Events and in encouraging the participation of some developing nations. | ISAF obtain accurate data on the restrictions placed (or likely to be placed) by NOCs and MNAs on qualification of crews for the Olympic Games by way of a questionnaire or other appropriate means. |
| 2.29 | The IOC considers the number of nations that participate in the Olympic Qualification System as a benchmark, not the number that compete at the Olympic Games. Our current system is not designed to maximise this.<br><br>The IOC asks that: *'The principle of universality shall be reflected in qualification systems through continental representation'*. Our current system does not address continental representation.<br><br>The IOC asks that: *'Athletes/teams shall have more than one opportunity to qualify, however the qualification systems should not necessitate extensive and expensive travel requirements. Where possible Continental Events should be used.'* Our system does require extensive travel and is therefore expensive.<br><br>The lack of local events that provide qualification opportunities does nothing to increase the Universality of sailing. It is difficult to argue a sport is widely practised | ISAF develops a revised Olympic Qualification System, to be introduced for the 2016 Olympic Games, which ensures that there is at least one opportunity to qualify for a place at the Olympic Games within each IOC Continent. The key features of the Olympic Qualification System are:<br>• Places available through ISAF World Sailing Championship (WSCHAMP) and an ISAF Continental Qualification Event (CQE) in each IOC Continent<br>• 50% of places available through SWCHAMP in year 2 of the 4 year Olympic cycle.<br>• 50% of places available through the CQEs (5) in year 3 of the 4 year Olympic cycle.<br>• The exact allocation of places to each CQE will depend on the chosen Olympic Events, but for most events the number of places should be determined roughly in line with the percentage IOC nations per Continent.<br>• The SWCHAMP remains an open event to which all nations are entitled to at least one place. The allocation of qualification places should be purely on overall nation standing, as at present. |

| 2 | ISSUES | RECOMMENDATIONS |
|---|--------|-----------------|
| | unless it can support an event on each IOC Continent. There is an obligation on ISAF to ensure the technical standards of each event in the Olympic Qualification System. There is not an adequate level of control and consistency under the current system. | • CQEs should be open events but only crews from a nation in the IOC continent where that event takes place will be eligible for qualification places to the Olympic Games. <br> • Where Equipment is not widely available in a continental area and a CQE cannot be held for a particular Olympic Event, alternative arrangements may be necessary. <br> • ISAF has an appropriate level of control over the technical aspects of the CQEs, consistent with that required by the IOC for an Olympic Qualification System. |
| **2.34** | Numbers at the Olympic Games are restricted. The current system maximizes number of nations that can participate. Changes to the format, including the introduction of the Medal Race, make 'team racing' within the fleet more rather than less likely. | ISAF retain the restriction of one crew from each country in each Event at the Olympic Games, at least in the short term, pending further experience at the SWCUP. |

| 3 | BUILDING POPULARITY | STRATEGIES |
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| | VISION: Through good live presentation, high quality production for television and on-line distribution, assisted by the application of the latest tracking and other technology, and broad coverage in other media, Olympic sailing is an attractive, quality sports entertainment property to the benefit of all stakeholders | • Establish Olympic sailing as a sports entertainment property, addressing each aspect to simplify the product and strengthen audience interest and engagement<br><br>• Manage the presentation and coverage of ISAF Events and promote the use of best practice to the IOC to ensure world best coverage of the Olympic Sailing Competition<br><br>• Build mutually beneficial, long-term partnerships with providers to ensure consistent and engaging production and distribution of ISAF Events<br><br>• Develop and implement agreements for all ISAF Events to provide the necessary control over all key elements of event presentation and coverage as well as sponsorship and marketing rights |

| 3 | ISSUES | RECOMMENDATIONS |
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| 3.11 | Event presentation to the live audience and ensuring an appropriate level of access to the media and TV begins with the selection of the venue. When the wrong choice is made, many aspects of the event are compromised.<br><br>Current venues for major ISAF Events have not been chosen with viewer and TV access in mind. Also, if we wish to show off our sport to best effect, we must select venues with a good chance of wind and fair sailing conditions.<br><br>Choice over selection of venues for the Olympic Games is limited. Given the value that ISAF currently adds, it might be considered that it is in a weak position to negotiate for the best options for sailing. A stronger position for sailing will help in this. | Detailed criteria be established to ensure that venues that are selected for all ISAF Events are appropriate and offer, as a minimum:<br><br>• A strong likelihood of good wind conditions, warm temperatures if possible, clean water and the necessary space to run all course areas concurrently<br><br>• An area for the Medal Races likely to offer good sailing conditions in the prevailing wind direction as well as good spectator access<br><br>• Immediate access to the sailing area with good on-shore facilities, including accommodation for athletes, spectators, officials, the media, corporate guests and other stakeholders<br><br>• Good communication and transport connections with frequent flight and shipping connections to and from the selected venue |
| 3.14 | Ticket sales are a major source of revenue at the Olympic Games. Sailing represents 0.3% of ticket sales. The sport must address how it caters for a live spectator audience and build capacity in this area at its major events. | An Event Village concept is developed to encourage a consistent approach to event presentation that can be replicated across SWCUP by 2013 and SWCHAMP by 2014. |
| 3.20 | Boat and athlete identification is currently poor and inconsistent at the Sailing World Cup, Sailing World Championship and other major events. Branding at the Olympic Games has improved this situation but has only been applied consistently at the Olympics. | Standard clauses for the NoR and Sailing Instructions are developed that apply to all the SWCHAMP and SWCUP from 2013 that require all competing boats to carry nation flags and crew names in designated areas, and to wear vests provided by the organisers. |
| 3.22 | As popularity of the sport increases, so the demand from the media, sponsors and athletes will grow. This in turn will place demands on the time of athletes and coaches. Most athletes and coaches involved will see it as in their interests to make themselves | Working with the Athletes and Coaches Commissions, a basic agreement (or declaration) is developed that will see those entering the SWCHAMP and SWCUP from 2013 agreeing to be available at the reasonable request of ISAF for defined activities. |

| 3 | ISSUES | | RECOMMENDATIONS |
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| | available. There are occasions however when we will not be able to rely on goodwill alone. | | Such an agreement might also cover the right to use the likeness of the athletes and coaches in the marketing and promotion of SWCHAMP and SWCUP. |
| 3.27 | There is conflicting opinion as to how much increased popularity is dependent on improving the coverage of the sport as currently practised as opposed to changing the format, scoring, duration and other elements in an effort to increase appeal. | | ISAF should investigate the introduction of shorter events, shorter courses, elimination rounds, head-to-head competition, and other techniques that have been introduced by other sports to enhance their spectator and media appeal, while recognising the limitations that being condition dependent places upon the sport. |
| **3.40** | As technology develops, the opportunities to bring small boat sailing to the TV and internet audience in an exciting and understandable way become more realistic and cost effective. Tracking is a key element. | | ISAF contract with a tracking and graphics provider to ensure the consistent on-line coverage and television graphics of the SWCUP and SWCHAMP at the earliest opportunity and by no later than 2011-12 |
| **3.48** | The internet offers new opportunities but television rights revenue remains a key source of IOC revenue.  A broad distribution strategy is therefore appropriate. | | A distribution strategy should be developed which looks at all available distribution channels, not exclusively television or the **internet** |
| **3.55** | Whilst most changes will take time to implement, efforts should be focused on maximising the opportunities in 2012. | | ISAF work with LOCOG to establish how the quality of, and interest in, the coverage of the 2012 Olympic Sailing Competition is maximised within the existing limitations. |
| **3.58** | Consistency is important in developing popularity. ISAF needs to control the standard and quality of what is produced. It is important that there is consistency in all key aspects of the ISAF Events. ISAF should ensure this consistency by controlling and contracting for the delivery of these services to the different ISAF Events. | | ISAF develops an event support team, possibly through its ISAF Events company, that has responsibility for the consistent delivery of television production and distribution, tracking, website output, results, media services, branding and corporate hospitality at the SWCHAMP and SWCUP from 2012-13 |

| 4 | IMPROVING EVENT STRUCTURE | STRATEGIES |
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| | VISION: The structure of our events clearly identifies our champions and provides cost effective pathways for athletes and MNAs to prepare for the Olympic Games, whilst encouraging the global spread of the sport through local opportunities to compete and providing our best athletes with a platform to generate income through commercial support. | • Build a viable, planned and sustainable structure and calendar of ISAF events that is attractive to elite sailors and MNAs and supports sailing at the Olympic Games<br>• Tender key ISAF Events securing an appropriate level of control over commercial rights and key technical and other core aspects as necessary<br>• Reduce the confusion over the multiplicity of World titles in sailing and resolve conflicts with the Ranking List<br>• Drive development of sailing at the Olympic Games through utilising and proving innovations in ISAF Events.<br>• Provide clear and consistent pathways from junior, through youth to Olympic and promote to both athletes and nations |

| 4 | ISSUES | RECOMMENDATIONS |
|---|---|---|
| 4.16 | The SWCHAMP is 1 of 2 pinnacle events in the 4 year cycle and the key event in the revised Olympic Qualification System. It should eventually stand alone as a major event. | The SWCHAMP should be held in year 2 of the 4 year Olympic Cycle, normally taking place in August or early September |
| 4.32 | The SWCUP should be global, reflecting the spread of the sport and should culminate in a final each year | ISAF should modify the SWCUP consistent with the recommendations of the Olympic Commission.<br><br>• Events on all continents<br><br>• Clear 'season' and global calendar<br><br>• Final in September or October for top 20 per Olympic event<br><br>• Qualification to final on basis of ISAF Rankings or through winning SWCUP event<br><br>• Winner of final is SWCUP champion |
| 4.36 | In each of the 10 Olympic Events, ISAF and the IOC should crown:<br>• An ISAF SWCUP Champion annually<br>• An ISAF Sailing World Champion in year 2 the cycle<br>• An Olympic Champion in year 4 of the Olympic cycle | The Olympic Classes Contract and relevant ISAF Regulations are modified to preclude the Olympic Classes from running Class World Championships or awarding the title of World Champion for those Events where that equipment is used for Olympic Competition |
| 4.42 | There is currently a conflict between the ISAF Women's World Match Racing Championship and the Women's Match Racing Event at the ISAF World Sailing Championship. The same approach should be taken with discipline World Championships as the Class World Championship in the recommendation above | Where a discipline, such as Team Racing or Match Racing, is included as an Olympic Event, there should be no separate World Championship for that Event. The structure of Events that supports that Event at the Olympic Games should be the same as for all other Olympic Events. |

| 4 | ISSUES | RECOMMENDATIONS |
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| **4.55** | The conflict between the SWCUP points score and the ranking list must be addressed and other refinements made. | The ISAF Olympic Classes Ranking System be modified consistent with the recommendation of the Olympic Commission<br>• Annual Ranking system<br>• 4 events to count<br>• Grading of events |
| **4.63** | ISAF does not currently have the resources to implement the structure outlined by the Olympic Commission. A significant investment is required to bring about the necessary change. | An entity is established, possibly using the vehicle of the ISAF Events company, to develop and manage ISAF Events with clear separation between this entity and ISAF. |

| 5 | ENHANCING THE OLYMPIC GAMES | STRATEGIES |
|---|---|---|
| | VISION: The pinnacle event every 4 years, the Olympic Games demonstrates the diversity and skills of the leading young athletes from each nation. No athlete has an equipment advantage. We showcase our sport providing entertaining and enjoyable coverage to the large live and remote audience that is committed through previous exposure to our sport | <ul><li>Demonstrate the diversity of skills required to race various types of small boats at the pinnacle event for this area of the sport, minimising overlap between events.</li><li>Place emphasis on athlete skills and not the equipment development, taking all reasonable steps to limit the impact of equipment on performance</li><li>Ensure all Olympic Events are attractive to young athletes, with a clear, one-step pathway from Youth to Olympic Events</li><li>Select and maintain a range of Events appropriate for both genders and a range of size and physical make-up</li><li>Showcase the sport in the best possible way, maximising the involvement of the best athletes, providing entertaining and enjoyable coverage</li><li>Stage the event in as cost effective manner as possible, minimising the environmental impact</li></ul> |

| 5 | ISSUES | RECOMMENDATIONS |
|---|---|---|
| 5.4 | The IOC seeks to ensure the participation of the best athletes at the Olympic Games. There are other areas of the sport which have events that are widely accepted as the pinnacle in these areas. The Olympic Games must be the pinnacle of any Events or disciplines that are included. | In choosing Events for the Olympic Sailing Competition, ISAF should ensure that those Events are, and will remain, the pinnacle for that discipline or area of sailing |
| 5.14 | The IOC places a high priority on gender equity, as does ISAF. In 2012, the projected gender balance will improve slightly to 37.6% women and 62.4% men across 6 men's and 4 women's Olympic Events. Some sports have taken significant steps to address this issue. | The target by 2016 should be for an equal number of events for men and women to participate in at the Olympic Games. ISAF and MNAs should also ensure that there are equal opportunities for men and women in the areas of management, administration, officiating and **coaching.** |
| 5.17 | 'Open' Events are not helpful in addressing the issue of gender balance. It is not possible to accurately assess gender balance in advance when Open Events. This is only possible when single gender or compulsory 'Mixed' Events are included. | Mixed sailing would be attractive as part of the Olympic Sailing Competition and ISAF should formally clarify with the IOC the position regarding Mixed Events and whether this is an option that might be available as an Olympic Event |
| 5.23 | Maximising the range of sailor skills and physiques catered for maximises the number of sailors and nations that can aspire to going to the Olympic Games.<br><br>Olympic Games are about athletes and not equipment. Other than to secure some technical advantage, no benefit can be seen to Athletes, MNAs or other stakeholders in equipment being any more expensive than is necessary. | In selecting the 10 Events and Equipment for the Olympic Games ISAF should:<ul><li>Ensure that the widest reasonable range of size, weights and skills are provided for when taken as a 'slate'.</li><li>Select the majority of Events as 'matched' Men's and Women's Events using similar Equipment.</li></ul> |

| 5 | ISSUES | RECOMMENDATIONS |
|---|---|---|
| | The incentive for expensive development programmes can be reduced by the use of more one-design, 'out of the box' equipment, tight controls on this equipment at events and the supply of this equipment at major events whenever possible.<br><br>The Olympic Games should be attractive to the youth of today, both from the point of view of participation and audience interest. Youth is excited by sailing fast, modern equipment. This is also the equipment that has the most spectator appeal. Our choices around Olympic equipment should reflect this.<br><br>*"The Olympic classes must represent both genders and the weight and size distribution of modern youth. The boats should be as cheap and as universally widespread as possible."* Taken from Foreword to "Photo FINNish – 60 Years of Finn Sailing", by Jacques Rogge, December 2009<br><br>The objectives for the selection of Events and Equipment can only genuinely be achieved by looking at the issue as a whole. Changing one piece of Equipment changes the balance of the 'slate'. | • Select Equipment that is challenging to sail; is as far as possible one design; and is capable of being supplied to major events.<br>• Select Events and Equipment that are suitable, appealing and accessible for youth, ensuring that there is a single step pathway from Youth to Olympic competition. NOTE: All Olympic Sailing Events should be accessible to sailors immediately they cease to be youth sailors.<br>• Both in selecting Equipment, and in making decisions to change it, consider as major factors cost, in terms of capital and development, and availability around the world.<br>• Consider and vote on the 10 Events and Equipment as a single slate. |
| 5.34 | Frequent changes in the Equipment are disruptive. The impact on changes in Equipment is most marked on developing nations, and nations with smaller budgets and resources. | ISAF put in place a system through which all Olympic Equipment is continuously evolved under the control of ISAF in cooperation with the builders concerned |
| 5.49 | Sailing is the only sport on the Olympic Programme that regularly reviews all its Events every four years, less than four years before the Olympic Games on which the decisions impact. Where we can lock in Events for a longer timeframe than we do now, we should do so. The Event decision is now the key decision and distinction between the Event decision and the Equipment decision is longer relevant. | A new process be introduced for the determination of the Events and Equipment as recommended by the Olympic Commission with the key features being:<br>• ISAF should make decisions in relation to Olympic Events a minimum of 6 years, and in most cases 10 years, in advance, rather than the current 5 years<br>• The decisions regarding Olympic Events and the criteria for Equipment should be taken at the same time, based on a 'slate' of recommendations |
| 5.56 | The Olympic Sailing Competition takes a long time, start to finish. In addition individual Events take a long time. | Options for different formats should be developed and trialed by ISAF at events such as the SWCUP before being introduced at the Olympic Games. |
| 5.61 | Sailing has the opportunity to reduce the overall and daily costs, shorten events, build events to a better climax, and make the final day more significant. There are also a number of other options for reducing costs. | ISAF should consider how the length of the sailing competition can be reduced from the current 13 days to 9 or 10 days, possibly through changes to the scoring and format of the competition and at other ways of reducing costs without any negative impact on the fairness of the competition itself. |

## INTRODUCTION

### Background

**IN.1** The establishment of the ISAF Olympic Commission followed the approval by Council of the recommendations in Submission 082-08 from Yachting Australia in November 2008. The Submission set out the need for a strategy to strengthen the position of sailing in the Olympic Games.

**IN.2** The Commission was constituted by the ISAF Executive Committee in February 2009. The Terms of Reference of the Commission as set down by the Executive are:

*"To assist the Executive Committee in ISAF developing, agreeing and promoting a comprehensive vision and strategy of the sport of sailing in the Olympic Games."*

**IN.3** The original members of the Commission were appointed by the Executive Committee in February 2009. They are:

*Phil Jones – Chair*
*Ben Barger - Chair of Athletes Commission*
*Chris Atkins – Chair of Events Committee and Council Member*
*Cory Sertl – Youth Champs SC and Council Member*
*Georg Fundak – Chair of Coaches Commission*
*Scott Perry – Chair of Regional Games Committee*

**IN.4** Dick Batt, Chair of the Equipment Committee joined the Commission in October 2009 with the agreement of the Executive. David Irish is the Vice President responsible for the Commission.

**IN.5** The Commission has met around the table on three occasions – in May 2009, November 2009 and February 2010. In addition the Commission has met 12 times by teleconference (at the time of drafting).

**IN.6** The Commission has provided 3 interim reports to the ISAF Executive Committee – in September 2009 through a written report and in November 2009 and February 2010 through presentations by the Commission Chair.

**IN.7** The Commission had originally intended to provide a draft report to the Executive prior to the Annual Meeting in November 2010. In November 2009, the Executive requested that this timeframe be accelerated to allow a draft report to be considered before the Mid Year Meetings in May 2010.

**IN.8** The make-up of the Commission has ensured a wide range of diverse input. Whilst time and available resources have prevented a comprehensive review of the other Olympic sports, the Commission has been fortunate in having members that are familiar with how many Olympic Sports function, particularly in relation to their qualification and event structures. Where necessary, the Commission has consulted with other individuals on an informal basis.

**IN.9** The Commission has considered and evaluated a wide range of data, much of which is referred to in this Report.

### Approach of the Commission

**IN.10** Every four years, the IOC Olympic Programme Commission makes a report to the IOC which is subsequently published. The background to the report is summarised in an extract from the *Report to the 117th IOC Session* in 2005 :

*'In November 2002, the IOC Session in Mexico City approved the principle of a systematic review of the Olympic Programme and mandated the Olympic Programme Commission to lead the process. One of the key missions of the Olympic Programme Commission has been to set up a regular and clearly defined process by which the Olympic Programme would be reviewed after each Olympic Games.'*

**IN.11** The report defines a set of Evaluation Criteria against which each sport is assessed. Again from the *Report to the 117th IOC Session* :

*'In order to fulfill this mission, the Olympic Programme Commission developed a set of criteria to be used in assessing the strengths and weaknesses of each sport and the value that each sport adds to the Olympic Programme. Following consultation with the International Federations (IFs) and other key stakeholders, the final list of 33 criteria was proposed to the IOC Session, which approved it in August 2004 in Athens.'*

**IN.12** The Olympic Programme Commission Report is based on a mix of quantitative and qualitative information gathered to assess the overall strengths and weaknesses of each sport and discipline, and how well they align to the goals of the IOC. The Evaluation Criteria are provided at Appendix A. The introduction and section related to sailing in Report to the 117th IOC Session in 2005 are at Appendix B. The introduction and section related to sailing in 2009 report are at Appendix C. The full reports are available on the IOC website at http://www.olympic.org/

**IN.13** The Commission began by considering the relevance of the Evaluation Criteria to the sport of sailing. The Commission concluded that Evaluation Criteria provide an excellent template for the management of a global sport by an International Federation and recommends that ISAF should incorporate these criteria within its Strategic Plan.

**IN.14** The Commission then examined how Sailing performs against each of the IOC Evaluation Criteria and associated benchmarks. This process revealed the strengths of sailing as a sport in the Olympic Games, and the areas where improvement must be made. Significantly, the process also clarified where sailing is currently positioned in relation to the other Summer Olympic Sports. These Evaluation Criteria are referred to throughout this Report.

### General Comments

**IN.15** It is noted that until late October 2009, only the 2005 Olympic Programme Commission report and associated data was available for analysis. The September 2009 report was published in late October. The format of the 2009 Report makes comparisons with other sports more difficult. However, the work done on the latest report indicates that there has generally been no marked shift in the position of sailing over the four years.

**IN.16** The Commission has set out to make any recommendations, as far as possible, evidence-based. There is a lack of data available in some areas. There is a need to define data sets against which progress in various areas can be benchmarked. It is also noted that the IOC requires data for its purposes, some of which ISAF is not in a position to provide.

**IN.17** Whilst there are obviously significant issues that ISAF must address in relation to the Olympic Sailing Regatta itself, in order to strengthen Sailing's position at the Olympic Games, it is clear that ISAF must focus on the management of our sport outside the Olympic Games. Thus this Report is wide-ranging. As such, the Commission urges that the Report is read as a whole. In this way the various recommendations can be understood in context.

**IN.18** The many and often complex and related issues are not within the scope of one particular Committee or Commission within ISAF. If ISAF is to strengthen the position of sailing in the Olympic Games, it will require the commitment and effort

of the whole organisation, including MNAs, Class Associations and individual sailors working together.

**IN.19** The Commission has set out to put forward what it considers to be the best solutions to the issues identified. In doing so, the Commission recognises that the necessary changes will not be universally popular. The Commission urges that the report is considered with the best interests of the sport in mind, not the interests of a particular interest group(s) or MNA.

**IN.20** This report should not be considered final. It currently represents the collective views and ideas of the Commission members only. It is provided as a draft for consultation and feedback to ensure that the best possible plan is developed in order to strengthen the position of sailing in the Olympic Games.

### Reading this Report

**IN.21** The EXECUTIVE SUMMARY in the previous section includes the MISSION and VISION and provides an overview of the key ISSUES and RECOMMENDATIONS.

**IN.22** The analysis of the CURRENT SITUATION is made mainly against the criteria published by the IOC.

**IN.23** The main body of the report is broken into 5 key areas being INCREASING UNIVERSALITY, EXPANDING QUALIFICATION OPPORTUNITIES, BUILDING POPULARITY, IMPROVING EVENT STRUCTURE and ENHANCING THE OLYMPIC GAMES.

**IN.24** Each key area carries the title, such as BUILDING POPULARITY. To assist, the relevant sails are 'filled in'. For example, in the case of BUILDING POPULARITY, the red sails are filled in.

**IN.25** Each of key area begins with the strategies to be adopted. There is then discussion as to how the strategies can be implemented. Recommendations are all highlighted in bold in white boxes. Quotes and other comments or highlights are generally in grey boxes.

**IN.26** Where any issue addresses a particular IOC Evaluation Criteria, reference is made by the number of the Criteria listed at Appendix A. For example, (IOC EC 3.1) refers to the '*Number of Member National Federations*' and '*Number of Member National Federations compared to maximum number of NOCs (brackets)*'.

### CURRENT SITUATION

**CS.1** This section gives a snapshot of the major issues identified by the Commission that need to be addressed in order to strengthen sailing in the Olympic Games. It is not exhaustive. Other issues are dealt with in the five key areas of this Report.

#### Sailing as an Olympic Sport

**CS.2** ISAF has a product, Sailing. In this area of the sport we have one key partner, the IOC. ISAF promotes our product to the IOC, as do other sports.

**CS.3** The IOC packages a number of sports together to 'sell' to the global market. Collectively and under the brand of the Olympic Games, the IOC generates considerable sponsorship and rights revenue.

**CS.4** The greater the audience interest, the more valuable the rights to the various sports that the IOC is selling and the greater the revenue that can be generated. Over 50% of the IOC income is generated from broadcast rights. The IOC Programme Commission talks in terms of '…*the value that each sport adds to the Olympic Programme'*

**CS.5** ISAF shares in a portion of the revenue from the broadcast rights. In fact our sport relies on the IOC for approximately 65% of the income of ISAF (2004 figures). The IOC is therefore a very important partner for ISAF.

**CS.6** ISAF Member National Authorities (MNAs) also benefit significantly from sailing being an Olympic sport. Governments, National Olympic Committees and sponsors financially support many MNAs and sailors because, and only because, our sport is in the Olympic Games. The Commission estimates this support to be around half a billion Euros every 4 years.

**CS.7** This figure does not include the value of the significant industry that supports Olympic sailing. Boat builders, sail makers, fittings manufacturers all benefit from the involvement of sailing in the Olympic Games.

**CS.8** ISAF, the MNAs and the sailing industry therefore have a collective interest in ensuring the IOC is as satisfied as possible with the performance of our sport in the Olympic Games.

**CS.9** There are a number of other sports that would very much like the IOC to adopt their sport in preference to ours. Other sports lobby the IOC for inclusion and are prepared to be flexible and adapt their sports to make them more attractive to the IOC.

**CS.10** The IOC has made clear to ISAF for a number of years concerns over the level of public and media interest that there is in sailing. The message was clear in the report of the IOC Olympic Programme Commission to the Executive Board in 2002.

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**Sailing (ISAF) – Reduction in athlete quota and number of events**

**In comparison with other individual sports, the Commission noted the high quota and number of events in sailing, in comparison to the low broadcast and spectator appeal. In addition, the cost and complexity of the operations of the sailing competition were discussed, with the resulting challenges for general practice and development of the sport.**

**The Commission therefore recommends the reduction of the athlete quota and number of events in the sport of sailing for the Programme of the Games of the XXIX Olympiad.**

**It was noted that the Keelboat class are very expensive boats and demand costly infrastructure for Olympic competition, and for general practice and development in comparison to other classes. Therefore, if the Executive Board recommends the reduction in the number of athletes and events, the Commission believes these reductions could be made through the exclusion of keelboat sailing events from the Programme of the Games of the XXIX Olympiad, which would also reduce the construction and operational costs and complexity**

*Olympic Programme Commission Executive Board Report, August 2002*

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**CS.11** Whilst those issues relating to keelboats were addressed with the IOC at the time, the comments highlight the concerns over the costs of participating in and staging the sport.

**CS.12** ISAF has responded by making some changes to our sport. We now run more races around shorter courses; a medal race provides a 'final' in each event; the Sailing World Cup has been established in an effort to ensure more regular exposure for sailing outside the Olympic Games. These initiatives have been taken in isolation. ISAF needs to consider the issues in their entirety and develop a comprehensive plan to strengthen and secure the position of sailing in the Olympic Games.

**CS.13** This approach will not only help to protect our current position, but provides the platform to improve that position. A higher profile for sailing means a stronger argument to the IOC for a greater share of the marketing revenues and better support for MNAs from their funding partners. This in turn means more money to invest in the development of sailing at all levels.

**CS.14** The Olympic Games is the major part of the business of ISAF and its MNAs. The implications of not taking steps to secure this part of our business are enormous. The future of sailing in the Olympics is far too important to all of us to be left to chance.

**CS.15** The Commission has carefully reviewed the information published by the IOC which is in the public domain and in particular the Evaluation Criteria developed by the IOC Olympic Programme Commission. Against some of the Criteria, sailing emerges very positively. Against others, we perform very poorly. The focus of the Commission has been on where there is scope for improvement.

### History and Tradition

**CS.16** Sailing rates highly in both history and tradition, having been first introduced to the Olympic Program in 1900 and making its 26th appearance in the Olympic Games in 2012 (IOC EC 2.1). This compares very favourably with other sports on the Olympic Programme. Organised yacht racing has been staged since the 1800s and the America's Cup is the oldest contested sporting trophy in international sport.

**CS.17** The Criteria also look at whether sports are a part of the major Regional Games. The Commission addresses this under INCREASING UNIVERSALITY.

### Universality

**CS.18** The IOC Evaluation Criteria address universality using a number of benchmarks. The first looks at membership of the IF (IOC EC 3.1). The benchmark for a sport having 'well spread universal membership' is 190 Member National Federations as well as 90% of the NOCs of each continent represented.'

**CS.19** In 2004 ISAF had 114 MNAs in membership. By 2008 this had increased to 126. However, as can be seen from the following graphs, the membership of ISAF remains relatively low when compared with other Olympic sports.



## UNIVERSALITY

**Number of National Federations affiliated to ISAF - 2004**
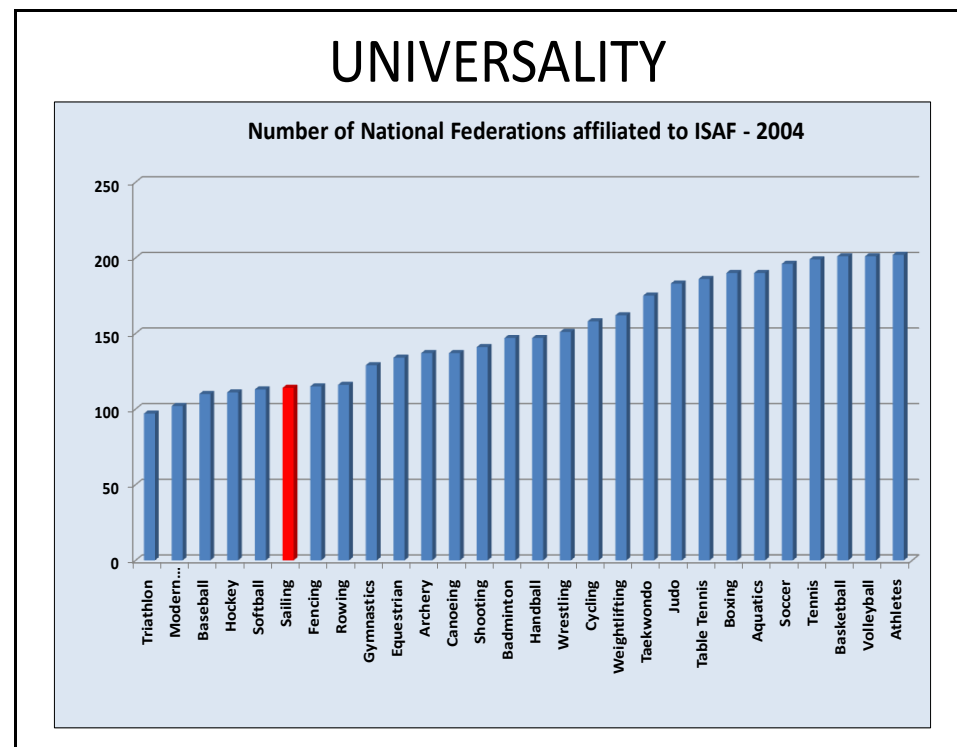
**CS.20** The 2004 statistics include Baseball and Softball. Both have now been dropped from the Olympic Programme. This has dropped sailing from 6th to 4th from bottom based on this benchmark. Golf and Rugby, to be introduced in 2016, both claim higher membership than sailing.

**CS.21** Hockey, Triathlon and Modern Penthalon are still below Sailing based on this benchmark. The Commission was surprised at the number and nature for the sports that were above sailing. This is dealt with in INCREASING UNIVERSALITY.

UNIVERSALITY

Number of National Federations affiliated to ISAF - 2008



MNAs Compared to IOC Membership by Continent 2008
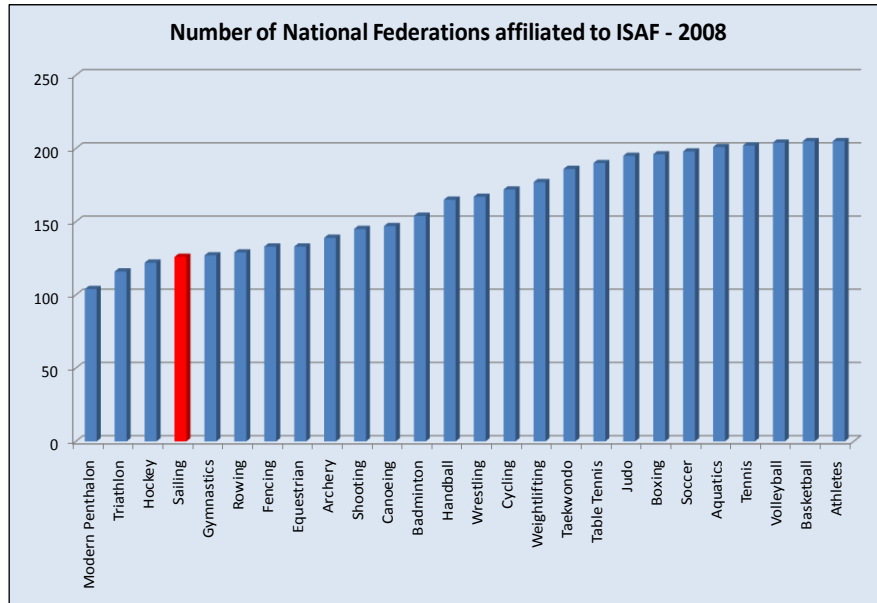
**CS.22** The following table shows the membership of ISAF compared to the membership of the IOC as at 2008. In the Africa Continent, the IOC had 53 nations in membership, whilst ISAF had 15. This compares with Europe where there are were 49 IOC members and 46 of which were members of ISAF.

**CS.23** Whilst sailing would not be considered to have 'low membership in continents' based on the Criteria, sailing is significantly under-represented in Africa and in Asia to a lesser extent.

**CS.24** The other criteria used to assess Universality are focused the level of activity of the National Federation's (NFs). This is measured in several ways.

**CS.25** The Criteria look at the number of NFs that organised National Championships in the year prior to the Olympic Games (IOC EC3.2). This, like some other Criteria,

highlights the devolved nature of our sport. It is a difficult question for ISAF to answer. Indeed in 2004, the information was not available. The response relies on MNAs providing the detail, with MNAs in turn often relying on National Class Associations.

**CS.26** The Commission believes that sailing as a whole, not just Olympic sailing, would benefit by adopting a structure, from Regional Games to Olympic Qualification and World Championships, which more closely resembles the structure of other sports.

**CS.27** Significantly, the Criteria examine the percentage of NFs that take part in the Qualifying Events for the Olympic Games (IOC EC 3.3). There is no assessment of the number of different nations that take part in the Olympic Games in each sport. With many sports having to limit places based on the format of the competition (such as team sports in a knock out or group competition), a measure of the number of nations at the Olympic Games is of limited value.

**CS.28** This is not to say that our efforts to have more nations at the Olympic Games are not relevant, but this is not one of the IOC Evaluation Criteria. To an extent the Criteria that seeks the 'Participation of the Best Athletes in the Olympic Games' (IOC EC 4.1) is a conflict with this and is discussed later.

**CS.29** The issue of Continental spread and participation in the qualifying events was further highlighted to the Commission during its work with the publication by the IOC of the document entitled *'XXX Games of the Olympiad, London 2012 – Qualification System Principles'* The document is attached as Appendix D.

**CS.30** One of the stated principles is:

> *'The principle of universality shall be reflected in qualification systems through continental representation'* and
>
> *'Athletes/teams shall have more than one opportunity to qualify, however the qualification systems should not necessitate extensive and expensive travel requirements. Where possible Continental Events should be used.'*

**CS.31** It is clear that the Olympic Qualification System adopted by Sailing does not adhere to these principles. This is dealt with extensively under EXPANDING QUALIFICATION OPPORTUNITIES.

**Popularity**

**CS.32** The IOC will generate some $ (to be added) million dollars from the television broadcast rights to the 2012 Summer Olympic Games. Television rights account for more than half of the IOC's revenue. It is this income that is shared with the IF's of the sports on the Olympic Programme. Presently ISAF sits in the group that receives the lowest share of this income when it is distributed to the IF's.

**CS.33** This is obviously a crucial area for the IOC. When examining '…*the value that each sport adds to the Olympic Programme',* it is reasonable to expect that this is an important indicator. Of the 11 Criteria that relate to Popularity, 5 relate to television coverage (IOC EC 4.4 – 4.8).

# POPULARITY – TV Coverage

**Hours of Coverage per Day of Competition - 2004**
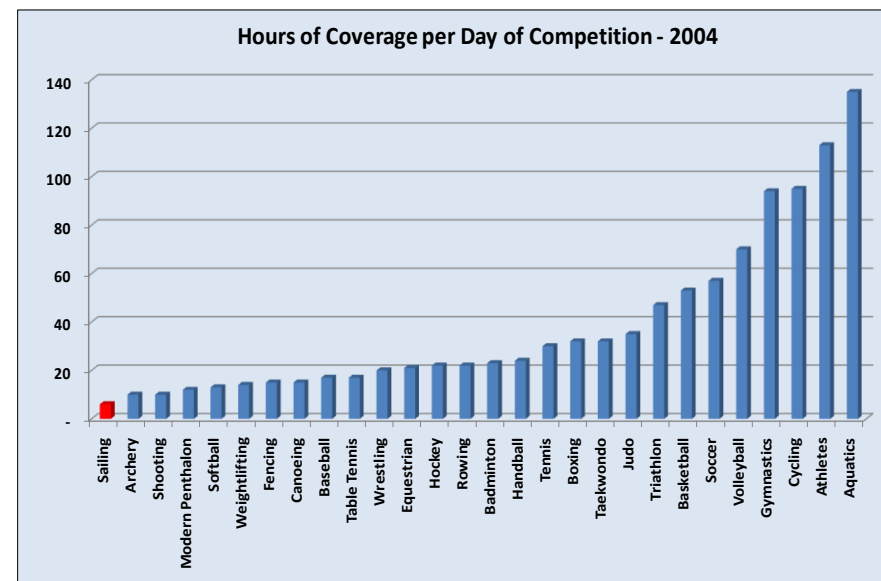
**CS.34** In 2004 in Athens, sailing sat at the bottom when compared with other sports based on the average hours of coverage per day of competition (IOC EC 4.4). Based on the other Criteria used to assess the coverage of the Olympic Games, sailing sat second from bottom (IOC EC 4.5).

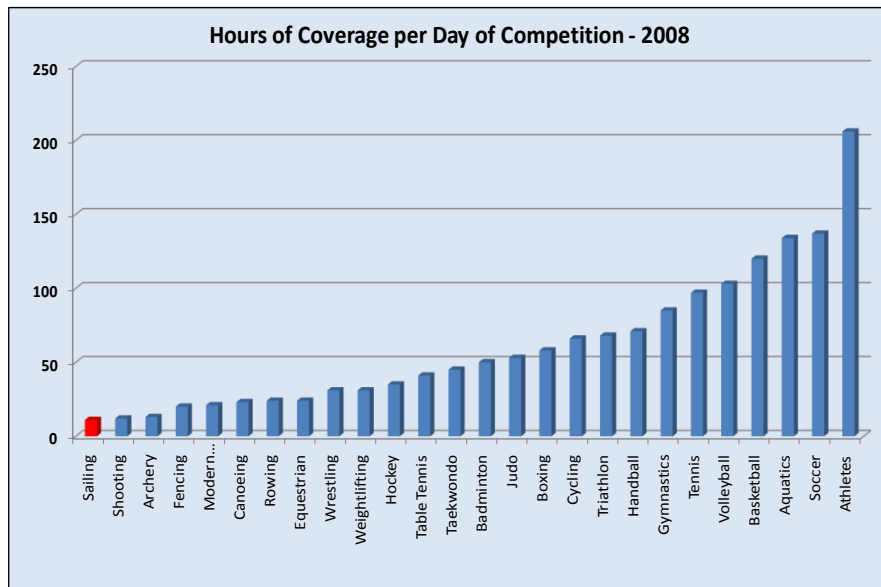**CS.35** In some markets, there was reasonably extensive coverage from the 2008 Olympic Games. This led to an expectation that there may be some improvement. The comparable graph for 2008 shows that unfortunately this was not the case.

# POPULARITY – TV Coverage



Hours of Coverage per Day of Competition - 2008

**CS.36** There are three Criteria that deal with the television coverage of the World Championships of the different sports (IOC EC 4.6, 4.7 and 4.8). Following the introduction of the ISAF Sailing World Championship in 2003, progress is being made in this area. Coverage of the 2007 World Championship was broadcast in 61 countries. However, revenue remains poor.

**CS.37** Whilst only one of the Criteria deals with new media, and this only with the number of website visits (IOC EC 4.10), there is an emerging focus on this area from the IOC. The report from the IOC Congress in Denmark in 2009, attached as Appendix F, notes in relation to the Digital Revolution:

*Introduction: "Future strategies and approaches must be planned in accordance with the massive new opportunities and changes brought about by the digital revolution"*

*Recommendation 60: "The Olympic Movement must position itself to take full advantage of all opportunities offered by ... new media ..."*

*Recommendation 63: "The IOC and all constituents of the Olympic Movement should give special attention to the opportunity provided by new technologies to gain increased penetration, exposure and greater accessibility worldwide."*



Average daily number of visits to the sports page on the IOC website in 2008
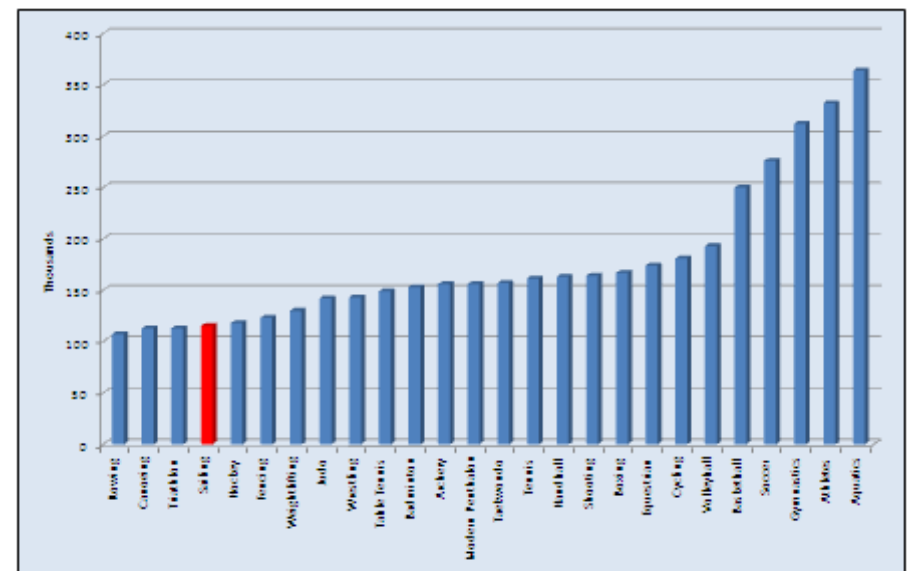
**CS.38** Sailing has been an early adopter of new technology. With the technology now available there is clearly an opportunity for sailing to lead in this area, opening up new channels to market for the coverage of our sport. The Volvo Ocean Race and other events have achieved significant on-line audiences.

**CS.39** The Evaluation Criteria show that whilst hits on the sailing pages of the IOC website were relatively low for sailing when compared with other sports (see previous graph), hits on the ISAF website generally are relatively high when compared to other IFs, perhaps indicating the strength of the ISAF website within the sailing community.

**Average daily number of visits to sports website in 2008**
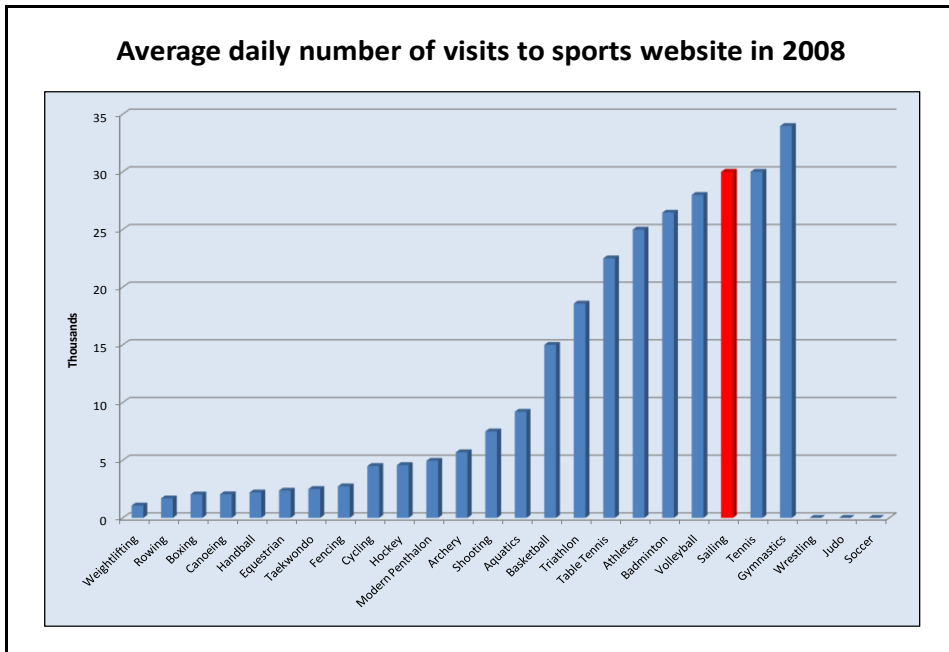


**CS.40** Given the level of coverage that sailing currently receives, it is not surprising that ticket sales are poor, dropping to 0.1% of all tickets sold for the Olympic Games in China from 0.3% in Athens (IOC EC 4.2). This does not include those tickets sold locally for breakwater access. All this reflects in the generally low level of sponsor interest in this area of our sport (IOC EC 4.11).

**Image and Environment**

**CS.41** The graph below shows the percentage of MNAs that took part in the Olympic Qualification System for the 2008 Olympic Games, broken down by IOC Continent. (IOC EC 5.1).



Percentage of MNAs in qualification system for 2008 Olympic Games
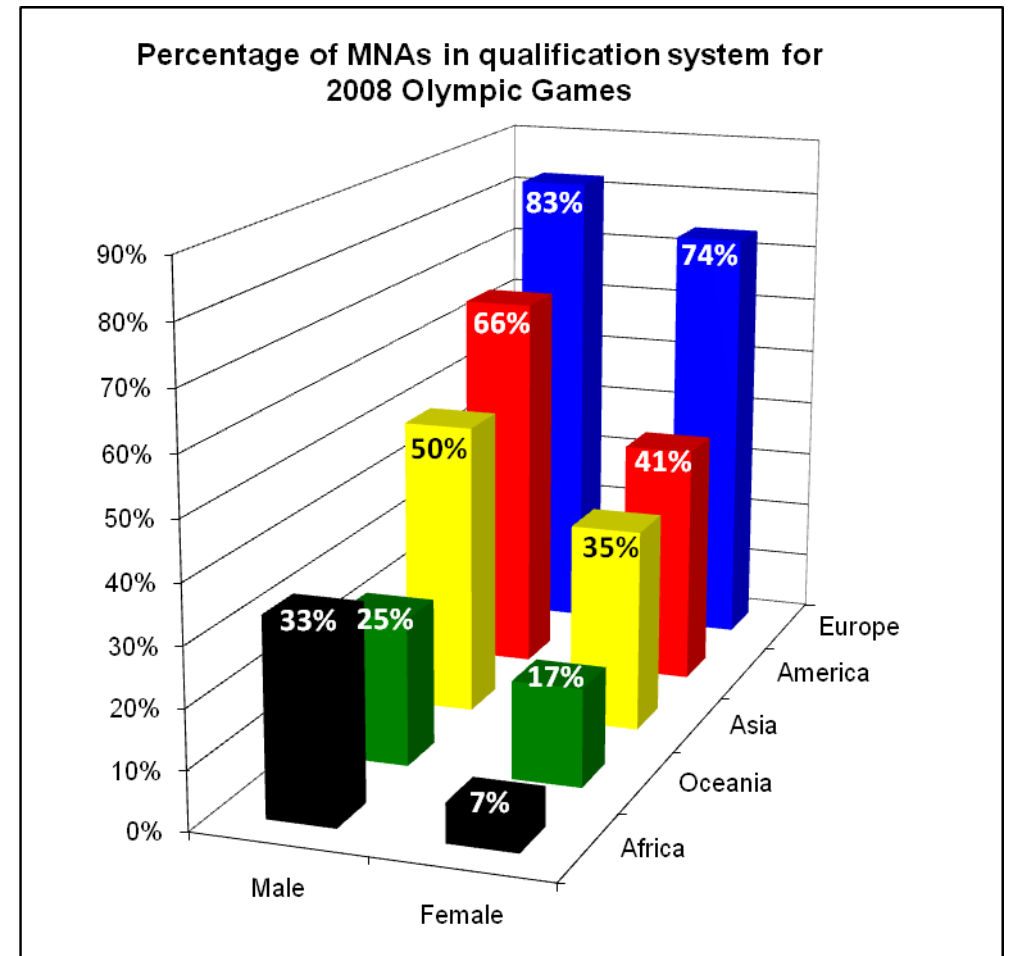
**CS.42** The loss of the 11th event for 2012 will impact positively on these figures as far as gender balance is concerned.  Although the Multihull was an 'Open' Event, the participants were almost exclusively men. The Commission notes that the inclusion of 'Open' events does not allow gender balance at the Olympic Games to be accurately predicted. The Criteria again addresses the numbers that took part in the qualifying events, not the Olympic Games themselves (IOC EC 5.1).

**CS.43** The question of representation within the ISAF Committee structure and on the Executive Board has, in the view of the Commission, only been partially addressed by ISAF to date. The inclusion of this issue as one of the Evaluation Criteria should be noted (IOC EC 5.2).

**CS.44** The Appeal of the Sport is obviously important in terms of '…***the value that each sport adds to the Olympic Programme'*** (IOC EC 5.4). Based on information provided by ISAF  the 2005 IOC Programme Commission Report reflects that:

*'With a view to presenting its sport in a more interesting and attractive manner, the ISAF has taken the following steps….Equipment innovation introducing faster and more spectacular boats, on-board cameras and sound and GPS responders displaying boat positions.'*

**CS.45** In November 2007, ISAF made two decisions that moved sailing in the Olympic Games in a different direction. Both the removal of the Multihull and the choice not to introduce a High Performance Dinghy for Women are examples that would be considered contrary to the direction indicated to the IOC just 2 years previously.

**CS.46** ISAF does not yet have a specific environmental programme (IOC EC 5.5), although some important steps have been taken in this area. The Commission has attempted to address environmental impact in both the overall vision and mission and in the various recommendations contained in this report.

**Athlete Welfare**

**CS.47** The Criteria look at the role of athletes in the IF decision making process (IOC EC 6.1). The Commission considers that the establishment of the Athletes Commission and the place for a permanent representative at the Council table is a good first step.

**CS.48**  Understanding concerns over the make-up of the Council as essentially representing groups of MNAs, ways must be explored to ensure that the position of the athletes is properly heard and understood. The athletes are the core constituents in the Olympic Games and should have appropriate input to the ISAF decision making process.

**CS.49** In bringing about the changes that are required to strengthen the position of sailing in the Olympic Games the athletes are very well placed to influence change and benefit from it. They should be fully engaged in the discussions to understand why change is needed and to help bring it about.

**Development**

**CS.50** Development addresses the planning framework of the sport (IOC EC 7.1), reliance on funding from the Olympic Games (IOC EC 7.2) and the income of the sport from marketing and broadcast rights (IOC EC 7.3 AND 7.4). In 2004, ISAF had a very high reliance on Olympic revenue. The report following the 2008 Olympic Games indicates this has been reduced to 38.4%.

### Costs

**CS.51** There are a number of areas ISAF should consider in relation to costs, particularly in view of the limited value that Sailing appears to bring based on an analysis of the IOC Evaluation Criteria.

**CS.52** As outlined above there were just 11 hours of sailing broadcast per day of competition from the Olympic Games in Beijing. This was lower than any other sport on the Olympic Program. Each minute of coverage was watched by an average of 24.5 million viewers globally.

**CS.53** Set against this the television production costs are EUR 327,230 per day of competition, making sailing the 7th most expensive sport to produce on a daily basis – see below.

**Olympic TV Production Costs by Sport – Daily Costs - 2008**
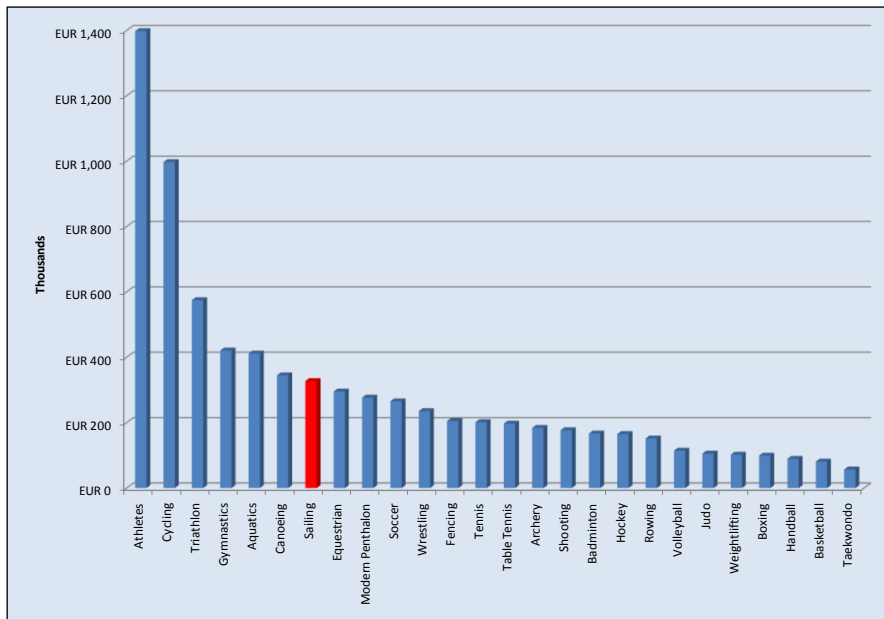


**CS.54** Given that the sailing competition runs over 13 days, the number of hours produced are comparatively high. From Beijing, there was 78 hours of production in total at a cost of EUR 54,540, a total cost of EUR 4, 254,120 million. Based on this figure, Sailings total production budget was the fifth highest in the Olympic Games in 2008 behind Aquatics, Cycling, Gymnastics and Athletics.

**Total Olympic TV Production Cost for each sport - 2008**
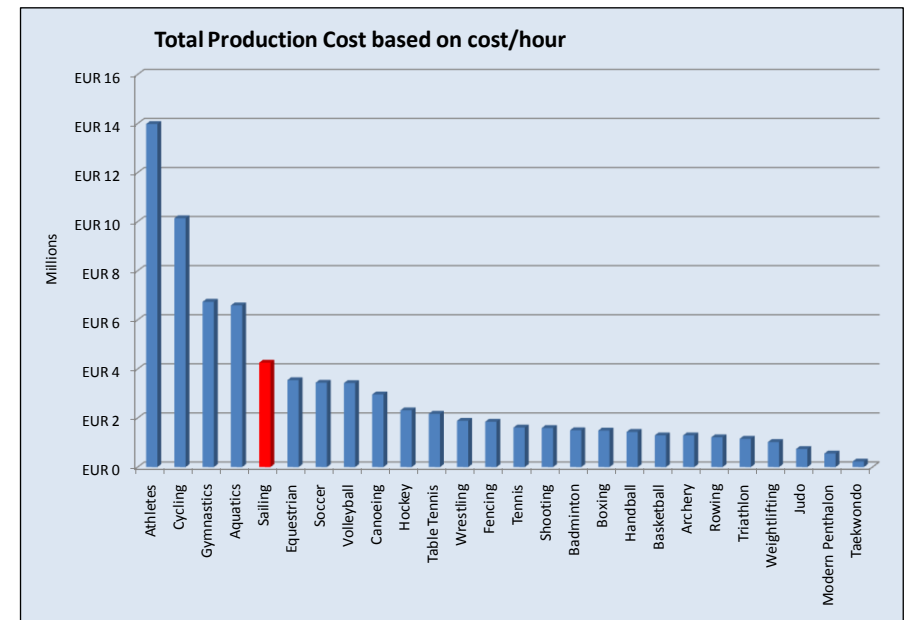


**CS.55** There is limited interest from rights holders in screening sailing and it is relatively expensive to produce. This is not a sustainable position. Interest and audience have to be built and costs reduced.

**CS.56** Many of the IOC Evaluation Criteria are impacted by the length of the sports competition at the Olympic Games. The graph below shows the number of days of competition for the different sports.

## Days of Competition per Sport - 2008
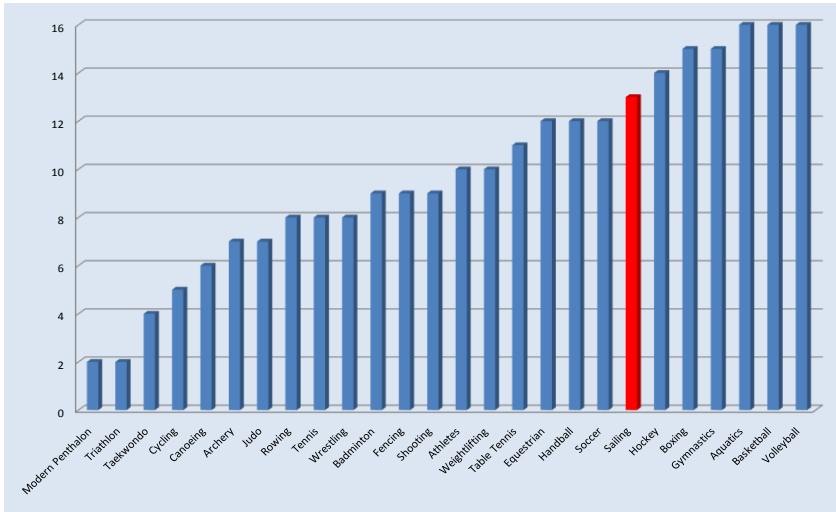


**CS.57** It is noted that Hockey, Basketball, Boxing and Volleyball are either pool or knockout competitions requiring recovery time between matches or bouts. The reasons for the extended in programmes in aquatics and gymnastics are self evident.

**CS.58** The sailing competition is long compared to other sports on the programme. This leads directly to higher costs. For example, whilst the ratio of athletes to International Technical Officials at the Olympic Games is about average, the fact that they have be housed and fed for 13 days (and longer in the case of some ITOs) means that our costs are very high. In addition the number of National Technical Officials is third highest; only the athletic and equestrian events have more.

**CS.59** A reduction in costs at the Olympics will benefit the sport elsewhere. If cost savings can be made at the Olympic Games, these are likely to be reflected at other events. The benefits and risks of a reduction in the length of the Olympic Sailing Competition are dealt with under ENHANCING THE OLYMPIC GAMES.

**What is the Risk?**

**CS.60** The vote to remove Baseball and Softball came after a long period of stability of sports in the Olympic Programme. The IOC Factsheet *'The Sports on the Olympic Programme'*, published in February 2008 provides a helpful insight into the on-going process that IOC has entered into with regard to the regular review of the Olympic Programme. A copy of the Factsheet is provided at Appendix E.

**CS.61** There seems little doubt that this process will continue. The following is a transcript of an interview with Jacques Rogge, IOC President, following the introduction of Golf and Rugby to the Olympic Programme:

> *Does the inclusion of two new sports automatically mean the elimination of two sports?*
>
> *'We have reached the limits of what an organisation can do in terms of size, costs and complexity. 28 sports was the maximum. Then to keep the rejuvenation of the sport you unavoidably have to have a system of elimination and entry. And that is what we have done, unfortunately eliminating baseball and softball - it is always a painful process and no one likes to do that - and adding golf and rugby. And in the future that is what we are going to do on a regular basis. At times we are removing one sport and adding another one.'* Jacques Rogge, IOC President

**CS.62** The Commission recognises that as well as the published Criteria, there is obviously a strong political dimension to any decisions taken by the IOC. Sailing has historically been well represented in the Olympic movement and continues to be so. Sailing also has a strong following in Europe, a continent well represented within the IOC at all levels.

**CS.63** However, the next decision on sports on the Olympic Programme will be made in 2013. By this time, the President of the IOC is unlikely to be a sailor, indeed he or she may not be from a European country. The current ISAF President will no longer be an IOC Member. We must assume that there will be change and, given the evidence this change may not necessarily be favourable to our sport.

**CS.64** In summary we are in a situation where:

> • Based on a '***set of criteria to be used in assessing the strengths and weaknesses of each sport and the value that each sport adds to the Olympic Programme'*** we can clearly identify significant areas of weakness.
>
> • The IOC has put in place a process for the regular review of the Olympic Programme. This is a process that is on-going.
>
> • Our political influence in the Olympic Movement is changing and not necessarily strengthening.

### What are the Options?

**CS.65** Having studied the situation in detail, the Commission is of the view that sailing must take action to avoid becoming one of the sports that may be vulnerable. There is no single indicator on which this view is based but taken as a whole, the Commission considers the evidence to be compelling.

**CS.66** The risk may or may not be immediate. However, it is clear that if new sports come on to the Olympic Program, and other sports that are vulnerable are removed as a result, sailing will be under increasing scrutiny. This is not a position we should allow ourselves to be in.

**CS.67** In these circumstances, the Commission is strongly of the view that ISAF must take immediate action to strengthen our position in relation to the published IOC Evaluation Criteria. At the same time we should look to continue to strengthen our presence within the Olympic Movement. **To do nothing is not an option.**

**CS.68** The Commission acknowledges that some will not accept that our sport is vulnerable as far as our future in the Olympic Games is concerned. For those that take this view, there are other strong reasons why change at this time is still both urgent and necessary.

**CS.69** In the view of the Commission the changes recommended are in the best longer term of interests of our sport. Greater universality, greater qualification opportunities, improved popularity, an improved event structure and enhanced Olympic Regatta are good for all stakeholders.

**CS.70** Strengthening sailing as an Olympic sport will see ISAF in stronger position to negotiate a greater share of rights when compared to other sports. Sailing would be less likely to be facing reductions in the number of athletes and medals at the Olympics if we were considered to be are adding more value.

**CS.71** Increased income would allow ISAF to invest more in the development of sailing in emerging countries, a 'virtuous circle' that will reinforce our continued participation in the Olympic Games.

**CS.72** As the custodians of our sport, with the responsibility for building and securing the future, ISAF has a responsibility to the next generation to strengthen our sport in the Olympic Games. ISAF must work to put in place, and actively implement, a strategy to address this fundamental issue.

**CS.73** In his address to Council in November 2009, the ISAF President reminded Council members of their obligations.

> *'In my opinion too often we have made decisions in ISAF led by our own personal feelings, loyalty or sense of belonging and even, dare I say, self-interest in respect of the country you represent. We should have made decisions on what would develop the sport best for the Olympics.'* – Goran Petersson, ISAF President

## 1. INCREASING UNIVERSALITY

> Our sport is widely practiced globally by people of all ages and abilities and of both genders, on inexpensive equipment available around the world. There are clear and accessible pathways for young people from local to regional, international and Olympic competition and our sport is a core part of all major Regional 'Games'
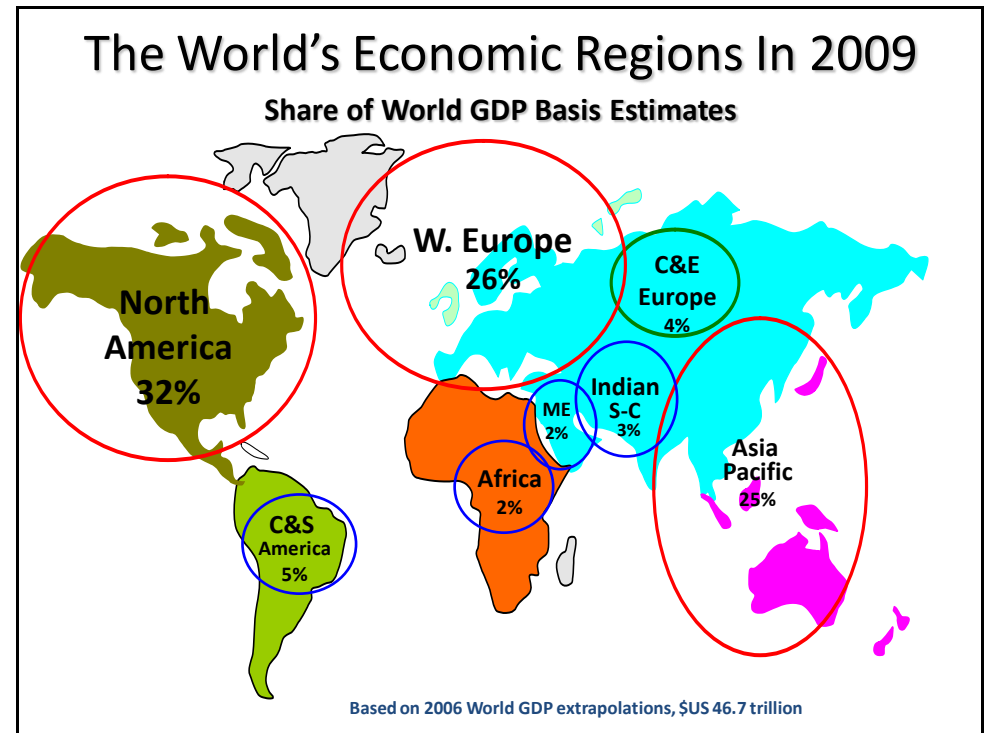
### Strategies

1.1.1 Target emerging nations as a priority through CONNECT to Sailing and other training and development initiatives.

1.1.2 Encourage and actively pursue nations as new MNAs of ISAF, simplifying the process for affiliation where possible, with a view to having 140 nations in membership by 2012 and 150 by 2016.

1.1.3 Establish and promote a 'Nation Pathway' that encourages new nations to progress in Sailing, making Olympic and ISAF Event qualification more accessible.

1.1.4 Develop 'Athlete Participation Programmes' around all ISAF Events, included as part of the event bidding process.

1.1.5 Strengthen the position of Sailing in the Regional Games and actively encourage the inclusion of sailing using Olympic Events.

1.1.6 Consider the impact of the capital and development costs of equipment on developing nations, making long term decisions to ensure continuity.

### Identifying Areas for Development

1.2 There is unquestionably significant potential to grow sailing globally. Whilst the sport can be practised relatively inexpensively, it is accepted that it is more expensive than the majority of other Olympic sports, mainly because of the equipment costs involved. It is also accepted that there is a positive correlation between the growth of sailing and a country's GDP per capita. For these two reasons, cost of equipment and growth of GDP per capita, ISAF needs to encourage sailing in emerging nations where the GDP per capita is likely to increase significantly in the medium to long term.

1.3 Some work has been done by the Development and Youth Committee in identifying those countries that are possible targets. This included information such as the World Bank Classification, Gross Domestic Product (GDP) growth, previous participation the Olympic Games and/or the ISAF World Youth Sailing Championship and whether the country had an established Optimist Class Association. It is noteworthy that at least one country that was not a member of IF did appear to have an Optimist Class Association.

1.4 The graph below shows the share of the Gross Domestic Product (GDP) for the World's major economic regions in 2009, extrapolated from 2006 data.



The World's Economic Regions In 2009
Share of World GDP Basis Estimates

North America 32%
W. Europe 26%
C&E Europe 4%
ME 2%
Indian S-C 3%
Africa 2%
Asia Pacific 25%
C&S America 5%

Based on 2006 World GDP extrapolations, $US 46.7 trillion

1.5 Historically, sailing has had a strong base in Europe, the Americas and parts of Oceania. We are already witnessing the rapid growth in the Middle East and parts of Asia. This is consistent with the GDP distribution at 2009 in the graph.

1.6     The graph below show the projected position in 2030:

# The World's Economic Regions In 2030

### Share of World GDP Basis Estimates

**North America 25%**

**W. Europe 20%**

**C&E Europe 7%**

**Indian S-C 6%**

**ME 3%**

**Africa 2%**

**Asia Pacific 30%**

**C&S America 7%**

**Based on 2006 World GDP extrapolations, $US 46.7 trillion**
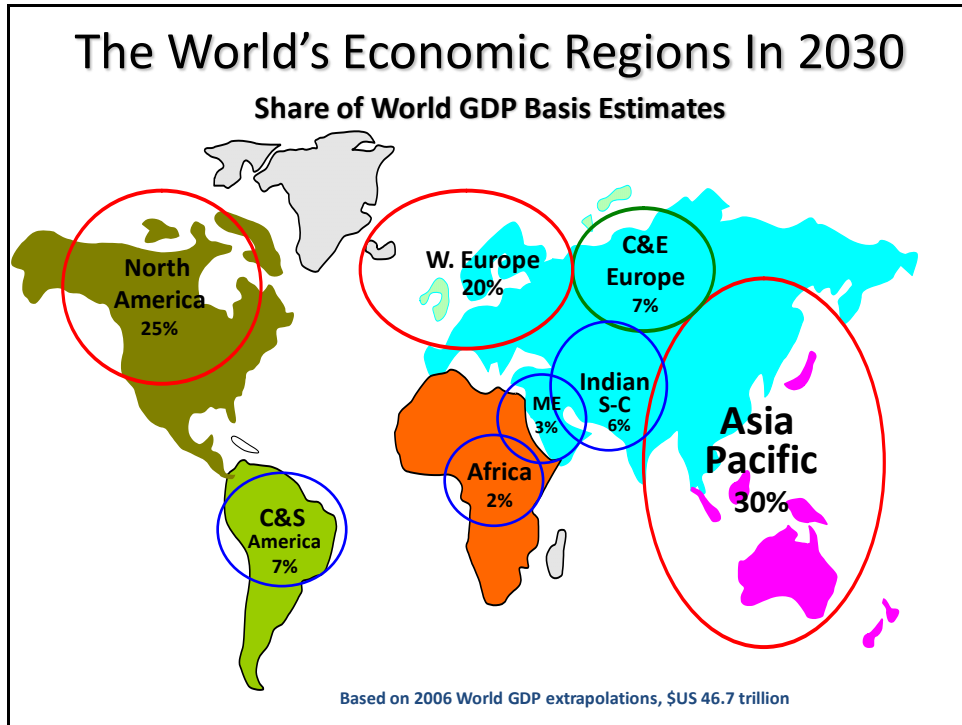
| REGION | 2009 | 2030 | SHIFT |
|---|---|---|---|
| North America | 32% | 25% | 7% down |
| Central and South America | 5% | 7% | 2% up |
| Western Europe | 26% | 20% | 6% down |
| Central and Eastern Europe | 4% | 7% | 3% up |
| Africa | 2% | 2% | No Change |
| Middle East | 2% | 3% | 1% up |
| Indian Sub Continent | 3% | 6% | 3% up |
| Asia Pacific | 25% | 30% | 5% up |

**Strengthening our Initiatives**

1.7     The CONNECT to Sailing initiative is important in identifying new MNAs, as is the work of the ISAF Training Commission. The main focus of these initiatives should be on developing and emerging nations, rather than those MNAs that already have training programmes and are members of ISAF.

1.8     Significant Olympic Solidarity funding is available to sports for development. Again this should be targeted to developing areas, especially where there is membership growth potential for ISAF.

1.9     It is in the interests of existing MNAs, ICAs and the industry to encourage the growth of the sport and membership of ISAF. A programme might be considered where more developed MNAs 'partner' with an emerging nation or region to encourage development and participation.

1.10    Athletes from some developing nations have very limited opportunity to train for or participate in major ISAF Events. The Athlete Participation Programme at the Volvo Youth Sailing ISAF World Championship and the Emerging Nations Programme supported by Perth 2011 are both examples of initiatives that assist these athletes. These types of initiative should become a feature of all major ISAF Events.

**Simplifying the Process**

1.11    The Commission was surprised at the poor position of sailing in relation to some other sports with regard to membership of the IF (IOC EC 3.1) – see CURRENT SITUATION. The Commission is of the view that this does not properly reflect the global spread of the sport. Recognising that work is continuing in this area, ISAF must continue to be proactive in those areas where sailing is practised but where, as yet, no NF exists.

1.12    **ISAF continues to build sailing in emerging nations and recruit MNAs through:**

1.12.1  **a targeted approach to the development of the sport globally, refining work already started to identify emerging nations, develop target lists and be proactive in introducing development programmes**

1.12.2 **an increased priority on training and participation initiatives, such as CONNECT to Sailing and the work of the Training Commission, with an emphasis on developing nations**

1.12.3 **working, in conjunction with MNAs, to develop a 'partner programme' encouraging more developed MNAs to work with emerging nations**

1.12.4 **as part of the bidding process for ISAF Events, ensuring that appropriate programmes are in place to support athletes from emerging nations**

1.12.5 **working actively with emerging nations through the process of becoming a member, considering probationary arrangements and other strategies that remove any barriers to entry**

1.12.6 **linking in with the programmes of Class Associations that can extend ISAF's reach, such as IODA, IHCA and some Olympic Class Associations**

### Regional Games

1.13 As multi sport events, the Regional Games are generally well supported by nations from within the relevant region. For many athletes and their nations these competitions are their pinnacle events and, as a result, attract financial backing from governments and NOCs.

1.14 The Commission considers that the Regional Games and other multi sport games are key to increasing the universality of our sport through:

- Providing greater exposure and interest in the sport of sailing to the countries involved in these Games

- Securing local recognition and support for sailing athletes from countries competing in these Games

- Providing additional local opportunities for sailors to compete at international events within easy travelling distance

1.15 Below is a comprehensive list of Regional Games and other multi sport games. The list not only highlights the importance of sailing at many Regional Games and other multi sport games but also identifies the games which ISAF should be targeting for the inclusion of sailing. The Commonwealth Games (71 nations) and the Universiade Games (145 nations) are clearly two priority targets.

| Games | Sailing | Total Nations |
|---|---|---|
| Asian Games | Yes | 45 |
| Pan American Games | Yes | 42 |
| All African Games | Yes | 36 |
| Small States of Europe | Yes | 7 |
| Mediterranean Games | Yes | 12 |
| Pacific Mini Games | Yes | 6 |
| Bolivarian Games | Yes | 6 |
| South American games | Yes | 15 |
| East Asian Games | Yes | 9 |
| South East Asian Games | Yes | 11 |
| Balkan Games | Yes | 13 |
| South Asian games | no | 8 |
| Central American and Caribbean | Yes | 32 |
| West Asian Games | no | 18 |
| Asian Beach Games | Yes | 42 |
| South American Beach Games | Yes | 13 |
| Commonwealth Games | no | 71 |
| Jeux des Iles | Yes | 25 |
| Island Games | Yes | 25 |
| Jeux de la Francophonie | No | 46 |
| Pan Arab Games | No | 22 |
| World Police and Fire Games | No | No Data |
| World Military Games | Yes | 101 |
| Universiade Games | No | 145 |
| Maccabiah Games | No | 51 |
| Pan Armenian Games | No | No Data |
| Islamic Solidarity Games | No | 32 |
| Gay Games | Yes | No Data |
| Women's Islamic Games | No | 45 |
| World Masters Games | Yes | 95 |
| Commonwealth Youth Games | No | 71 |
| Senior Olympics | Yes | No Data |

1.16 Although sailing is included as a sport at many of these games, the sailing events never align exactly with the sailing events at the Olympic Games. This, coupled with the fact that ISAF has no control of the timing of the events, limits the options to utilise these games as qualifiers for the Olympic Games.

1.17 In line with the overall the objective of increasing universality, ISAF's first objective should be to encourage sailing at these events.

1.18 The sailing competitions at Regional Games and other multi sport games are usually controlled by the local organising committee and a regional sailing federation. Although ISAF's role is mostly limited to appointing the Technical Director and appointing or approving the international juries, ISAF can and does exercise a measure of control as a result of the fact that the regional sailing federations are affiliated to ISAF.

1.19 Below is a list of regional federations:

- Asian Sailing Federation

- European Sailing Federation (EUROSAF)

- Oceania Sailing Federation (OSAF)

- South American Sailing Confederation

- Pan American Sailing Federation (PASAF)

- African Sailing Confederation (ASCON)

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1.20 **ISAF builds sailing at Regional Games and other multi sport games by:**

1.20.1 **encouraging the affiliation of the various Federations responsible for the major Regional Games**

1.20.2 **actively promoting sailing to emerging and active nations and organisers with the objective of increasing participation and universality**

1.20.3 **ensuring, through control of the technical aspects of these events, that the programmes and equipment used is as far as possible aligned to that agreed for the Olympic Games, encouraging a clear pathway**

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1.21 Ideally, the equipment used at the Olympic Games should be used at Regional Games. However, it is recognised that in some parts of the world, certain classes, and particularly those that are relatively expensive and/or have complex measurements rules, are not popular or simply do not exist in any significant numbers or at all. This suggests the need for equipment to be less expensive and more widely available. Until this is the case most Regional Games and other multi sport games will continue to use locally available equipment at their sailing events.

1.22 Also, frequent changes in equipment, or even the threat of them, reduce the likelihood of the equipment used at the Regional Games being consistent with that used at the Olympic Games. This is considered detrimental to the development of the sport in areas of the world where there is significant potential for growth.

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1.23 **In the decisions taken in relation to Olympic Games, ISAF supports an increase in sailing at local event and the Regional Games and other multi sport games by:**

1.23.1 **Adopting a process that sees Equipment chosen for longer timeframes, providing certainty and allowing nations and athletes to plan programmes and campaigns (see ENHANCING THE OLYMPIC GAMES)**

1.23.2 **recognising and reflecting the demand for equipment that is (i) inexpensive; (ii) is, or can rapidly become, widely available in emerging nations; and (iii) is attractive as equipment for use in local events including the Regional Games (see ENHANCING THE OLYMPIC GAMES)**

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## 2. EXPANDING QUALIFICATION OPPORTUNITIES

Our qualification system provides opportunities for the best sailors from each nation to participate at the Olympic Games and provides continental representation. Local competitions ensure that the system is as widely accessible as possible at reasonable cost to participants

### Strategies

2.1.1 Encourage global spread of sport by ensuring that there are more local opportunities to qualify for the Olympic Games and other ISAF Events

2.1.2 Reduce travel and cost of participation through the introduction of continental qualification events, lower cost equipment and the supply of equipment

2.1.3 Provide a minimum of one event in each IOC Continent, acting as a qualification event for the Olympic Games and other ISAF Events

2.1.4 Ensure all Olympic Sailing Events offer realistic participation aspirations to sailors from all parts of the World

2.1.5 Ensure that ISAF Events and Ranking systems do not significantly favour sailors from one Continent over sailors from another

2.1.6 Create opportunities for athletes to secure support and funding by qualifying at more local events.

2.2 The IOC recently published a document entitled *'XXX Games of the Olympiad, London 2012 – Qualification System Principles'.* The stated principles include:

- *'The principle of universality shall be reflected in qualification systems through continental representation'*

- *'Athletes/teams shall have more than one opportunity to qualify, however the qualification systems should not necessitate extensive and expensive travel requirements. Where possible Continental Events should be used.'*

The full document is provided at Appendix D. ISAF has written to the IOC explaining that the sailing qualification system has already been determined for 2012.

2.3 However these principles clearly need to be incorporated into our qualification system in the future, not only because the IOC supports them but because they are good for the development and growth of sailing as a global sport.

> **"For Rio 2016 and future Games,"** the President said, **"ISAF must focus on increasing the base of the Olympic sailing pyramid. "We need to look at the universality of our sport; regional qualifiers for the Olympic Games are required for 2016. Equal opportunity for women's participation in the Olympic Programme is very important."** ISAF Media – November 2009

2.4 The principle of universality must be considered in the decisions that we take in relation to every aspect of our sport. Importantly this principle should be reflected in the spread of nations participating in both the qualification for and at the Olympic Games. Participation must reflect the fact that we are truly global. At present, it does not.

2.5 The principles underlying our existing qualification system are very different to those set out by the IOC.

- There is no reflection of the principal of universality in the current system (except perhaps through reallocation of unused quota places)

- The majority of qualification places available are from the 2011 World Sailing Championship, an event that is a long way to travel for the majority

- Extensive and expensive travel is required for most of the athletes attempting to qualify, with very limited local opportunities.

### Participation in the Qualification System and the Olympic Games

2.6 The IOC Criteria consider the number nations that participate in the qualification system as a percentage of the total membership of the IF, both overall (IOC EC 3.3) and by gender (IOC 5.1). The data provided by ISAF is at Appendix B for 2004 and Appendix C for 2008.

Percentage of MNAs in the qualification system for the 2008 Olympic Games



Olympic Games Entries by Continent – 1992-2008
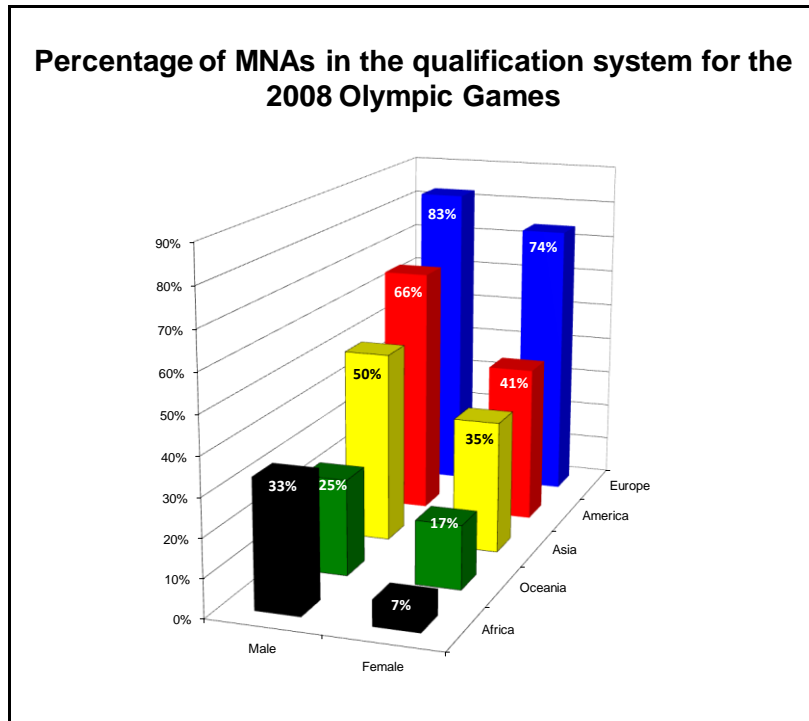
2.7    The graph above shows the percentage of ISAF member nations that took part in the qualifying events for Beijing, broken down by gender. The relatively high percentage of MNAs from Europe is apparent, as is the relatively poor representation from Africa and Oceania.

2.8    The next graph shows the number of nations from each continent represented at the Olympic Games since Barcelona in 1992. Also included at the numbers of IOC members and ISAF members as at 2008.
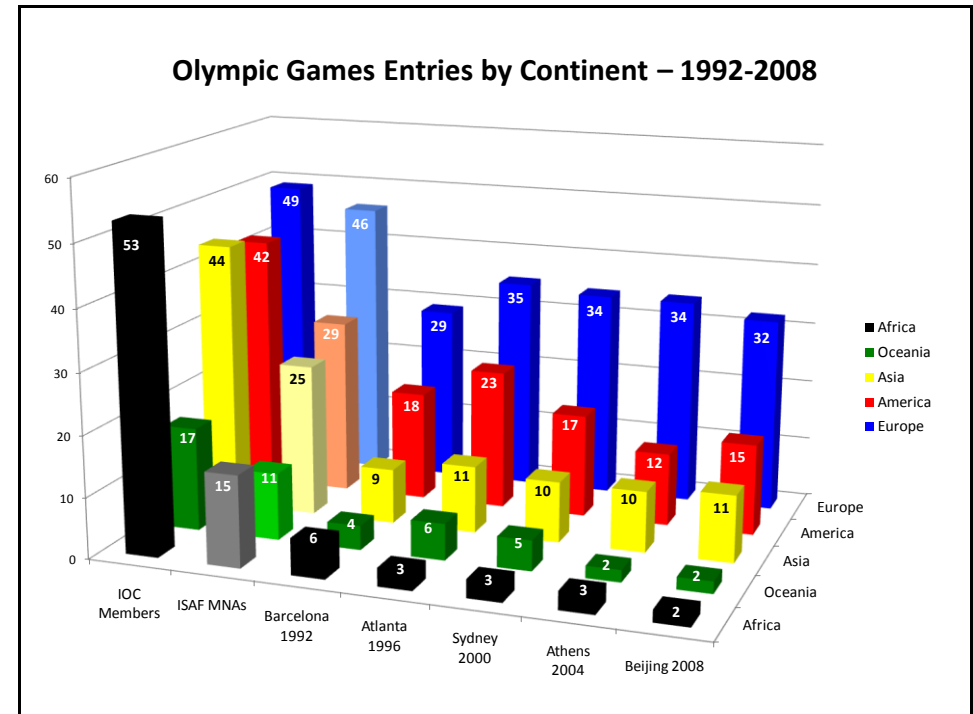
2.9    In Beijing in 2008, of the 46 nations in Europe that were members of ISAF, 32 were represented at the Olympic Games. The trends show that the representation of America and Oceania has dropped since 1996. It should be borne in mind that the total number of athletes dropped from 443 in 1996 to 400 in 2008.

2.10   The table below shows the percentage of nations from each continent represented at the 2008 Olympic Games.

| BEIJING 2008 | ISAF Members | No of Nations | Percentage |
|---|---|---|---|
| Europe | 46 | 32 | 70% |
| America | 29 | 15 | 52% |
| Asia | 25 | 11 | 44% |
| Oceania | 11 | 2 | 18% |
| Africa | 15 | 2 | 13% |

2.11 Prior to 1996 entries were open to one crew per nation per Event. There was no qualification system until 1996. It is noted that the percentage of nations from Africa reduced significantly following the introduction of the qualification system. It is not possible to conclude whether the requirement to qualify has impacted on the number of nations that have entered from Africa from 1996 onwards.

2.12 The data shows that the representation of countries from the different IOC Continents in both the qualification system and at the Olympic Games does not reflect the participation in sailing around the world as defined by the ISAF membership. It also shows that this has been the situation since at least 1996.

2.13 The Commission is of the view that the imbalance in representation of the different continents is partly reflective of the relative strength of sailing around the world. We are, and are perceived to be, a 'Western' sport. If the sport is to be considered truly global and universality is to increase, this is an issue that we must start to address. Part of the solution is to ensure that better access to the qualification system for developing nations. This will encourage local participation and competition.

2.14 The graph below shows the number of entries in each event at the 2008 Olympic Games in Beijing, broken down by IOC continent. There is generally higher participation in events where the equipment is less expensive, development costs are lower and it is more widely available. Entries from developing areas are generally poor in the more expensive, more technical classes.



Beijing Entries by Event by Continent
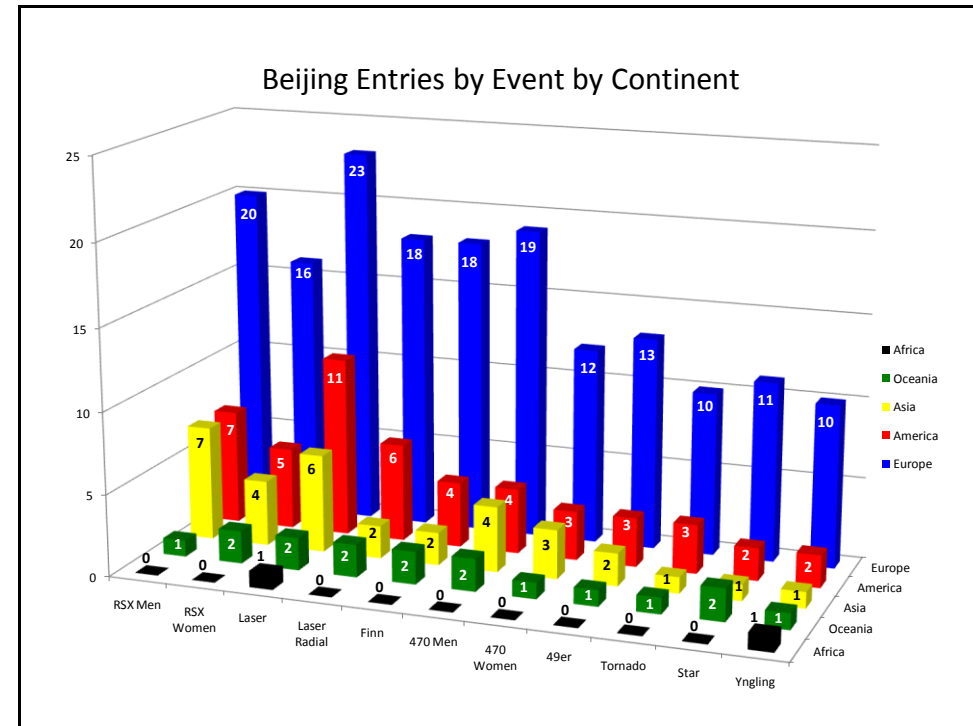
2.15 It is clear that equipment cost and availability are significant issues for developing nations. It is also clear that the possibility of a piece of equipment being removed as Olympic equipment reduces willingness to invest. These issues should be considered as major factors in determining the process for deciding Events and Equipment. See ENHANCING THE OLYMPIC GAMES.

**Olympic Qualification and Athlete Selection**

2.16   Distinction must be made between the ISAF qualification system, that determines which MNAs qualify for a place at the different Events at the Olympic Games, and the selection systems that each MNA may have in place to then decide which crew earns the right represent that nation.

2.17   It is the NOC of each nation that decides whether it will send that crew to the Olympic Games, not the MNA. The decisions of the NOC therefore have an impact on the make-up of the each Event in the Olympic Sailing competition.

2.18   Anecdotally a number of the more developed nations have in place performance based selection criteria on sailing athletes, such as finishing in the top 10 or top 15 at the World Championship. This would normally be in an effort to keep the total team size within manageable limits from an organisational and financial perspective. The time available and limited resources have prevented any detailed research on this issue.

2.19   There is also evidence that NOCs are more likely to send sailors in sports where the Olympic Qualification System is seen to be fair, consistent and merit based.

2.20   **ISAF obtain accurate data on the restrictions placed (or likely to be placed) by NOCs and MNAs on qualification of crews for the Olympic Games by way of a questionnaire or other appropriate means.**

2.21   In the circumstances where the NOC has selection criteria in place, it is perfectly possible that a nation will qualify for a place in a particular Event at the Olympic Games but the NOC concerned will not select a crew. This can and does happen.

2.22   In some Events, particularly where costs mean that the equipment is not widely available this can be a limiting factor in the demand for places. Thus there is currently an almost 'automatic' limit on the entries likely in some Events.

2.23   Conversely, the NOCs in some developing nations will send sailing athletes purely on the basis that they have met the ISAF qualification criteria. In this case, it is very often the crew that qualifies the nation for a place that is selected to go to the Olympic Games. We therefore see significant numbers of nations represented in Events such as the Men's single handed dinghy, where access to equipment and to the ISAF qualification events is relatively easy (as equipment is supplied).

2.24   A more local system of qualification will:

- provide athletes from developing nations with an easier and less expensive opportunity to qualify their nation for a place at the Olympic Games,

- give these athletes a stronger argument for support to attend the qualification event and the Olympic Games if they then qualify their nation

- reduce the cost and impact of travel and boat transport to take part in the qualification system

**Olympic Qualification Events**

2.25   The Commission is of the view that current system of qualification, using the ISAF Sailing World Championship (SWCHAMP) to qualify for a percent age of the places available, has merit. The significance of the SWCHAMP is enhanced through being part of the qualification system. In the longer term, the SWCHAMP should stand alone on its merits as a major ISAF Event. This is discussed in IMPROVING EVENT STRUCTURE.

2.26   The balance of places available is currently decided on a second event, normally the Class World Championship. This follows the SWCHAMP and, under the current system, is normally in the year of the Olympic Games. The final qualification event normally has to be completed by May. This is considered less than satisfactory:

- The second qualification event has to be staged relatively soon after the SWCHAMP, often in a part of world and in conditions that are not ideal. This is a particular issue next year when the SWCHAMP is at the end of 2011.

- Some MNAs learn very late that they have a place in an Event, limiting the time to confirm with their NOC that a crew will be selected and causing issues in the reallocation of places not taken up.

- The second event is part of the Olympic Qualification System. As such, ISAF is required to have control over the technical aspects of the event concerned and it should be, as far as possible, consistent with the format to be used at the Olympic Games.

2.27   The Commission therefore recommends that the SWCHAMP be retained as part of the qualification system but that a series of 5 ISAF Continental Qualification Events (CQEs) be introduced, one in each IOC continental area.

2.28   The establishment of continental organisations is not considered either necessary or desirable. The CQE should be under the direct control of ISAF through an agreement with the local organising authority.

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**2.29   ISAF develops a revised Olympic Qualification System, to be introduced for the 2016 Olympic Games, which ensures that there is at least one opportunity to qualify for a place at the Olympic Games within each IOC Continent. The key features of the Olympic Qualification System are:**

**2.29.1 Nation places in each Olympic Event are available through ISAF World Sailing Championship and an ISAF Continental Qualification Event (CQE) in each IOC Continent**

**2.29.2 50% of nation places available through ISAF World Sailing Championship in year 2 of the 4 year Olympic cycle.**

**2.29.3 50% of nation places available through the ISAF CQEs (5) in year 3 of the 4 year Olympic cycle.**

**2.29.4 The exact allocation of places to each CQE will depend on the chosen Olympic Events, but for most events the number of places should be determined roughly in line with the percentage IOC nations per Continent.**

**2.29.5 The ISAF World Sailing Championship should remain an open event to which all nations are entitled to at least one place. The allocation of qualification places should be purely on overall nation standing, as at present.**

**2.29.6 CQEs should be open events but only crews from a nation in the IOC continent where that event takes place will be eligible for qualification places to the Olympic Games.**

**2.29.7 Where Equipment is not widely available in a continental area and a CQE cannot be help for a particular Olympic Event, alternative arrangements may be necessary, such as allocating a quota of place(s) for competition between sailors of that continent to the CQE of the closest Continent.**

**2.29.8 ISAF has an appropriate level of control over the technical aspects of the CQEs, consistent with that required by the IOC for an Olympic Qualification System.**

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2.30   The Commission considered whether the CQEs should be held before or after the SWCHAMP. The expectation is that the more developed nations will aim to qualify for a nation place at the earliest opportunity. If this is case, there will be scope for nations not to attend the SWCHAMP but to qualify through the CQE in their continent. Diagrammatically shift in the qualification system is shown below.

| | 2012 | 2016 | 2020 | 2024 | 2028 |
|---|---|---|---|---|---|
| ISAF Sailing World Championship | 75% of places Year 3 | 50% of places Year 2 | 50% of places Year 2 | 50% of places Year 2 | 50% of places Year 2 |
| ISAF Continental Qualification Events | | 50% of places Year 3 | 50% of places Year 3 | 50% of places Year 3 | 50% of places Year 3 |
| Class World Championships & other Events | 25% of places Year 4 | | | | |

**Participation of the Best Athletes**

2.31   The Commission considered the specific IOC Criteria for *'Participation of Best Athletes in the Olympic Games'* (IOC EC 4.1). The limitation of one crew per country per Event makes it difficult to argue that this is the case in sailing. We are all aware of exceptional sailors than have not qualified for the Olympic Games due to the strength and depth of the sailing in a particular Event in their country.

2.32   That said all the best athletes do have the opportunity to qualify for the Olympic Games. Assuming that each NF has a fair system in place to qualify crews, the case can be made that at least the best crew from each country in each Event participates in the Olympic Games.

2.33   The option of removing the limit of one crew per country per Event was discussed and does have some merit. However the Commission notes that, following the introduction of the Medal Race, the potential for team racing is higher previously.

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**2.34   ISAF retain the restriction of one crew from each country in each Event at the Olympic Games, at least in the short term, pending further experience at the SWCUP.**

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## 3. BUILDING POPULARITY

Through good live presentation, high quality production for television and on-line distribution, assisted by the application of the latest tracking and other technology, and broad coverage in other media, Olympic sailing is an attractive, quality sports entertainment property to the benefit of all stakeholders

### Strategies

3.1.1   Establish Olympic sailing as a sports entertainment property, addressing each aspect to simplify the product and strengthen audience interest and engagement

3.1.2   Manage the presentation and coverage of ISAF Events and promote the use of best practice to the IOC to ensure world best coverage of the Olympic Sailing Competition

3.1.3   Build mutually beneficial, long-term partnerships with providers to ensure consistent and engaging production and distribution of ISAF Events

3.1.4   Develop and implement agreements for all ISAF Events to provide the necessary control over all key elements of event presentation and coverage as well as sponsorship and marketing rights

3.2   It is clear from the data released by the IOC that the popularity of sailing from an audience point of view, whether live or remote, is very limited.

3.3   The television broadcast and audience figures for sailing are at the bottom of the scale and only show marginal improvement. Given the importance of the income from television rights for the Olympic Games, this is a critical area for sailing to address.

3.4   The presentation of the sport to the live audience is also a major issue. Our pinnacle event, the Olympic Games, relies on tickets sales for a substantial portion of its revenue and we generate only one tenth of one percent (0.1%) of this income.

3.5   It is in the area of BUILDING POPULARITY where we have the most to do and the most to gain. Whilst what we do at the Olympic Games is important, it is what we do for the other 206 weeks every four years that will determine our future.

3.6   The Olympic Games does not and should not lead the sport. Rather it should reflect how the sport is practised and covered at the highest level. If we are able to build strong events that we present in a consistent, interesting, exciting and understandable way, this is how we will be reflected. We need to develop the presentation of ISAF events and then exploit this capability at the Olympic Games.

3.7   Our challenge is to demonstrate what the sport can offer. The tools to do this exist. ISAF needs to make the changes necessary to secure the income and work with partners to ensure that these tools are properly applied and our product is effectively distributed to the market.

3.8   The Commission is of the firm view that with a planned approach, this can be achieved. Considerable change will be necessary, both to the approach we take in covering our events and the structure of the events themselves. However if the sport is to have a long term future as a commercial sports property in an increasingly competitive market we have no alternative. If we fail in this, we will fail in the Olympic Games.

3.9   There are significant benefits to the sport and its stakeholders if we are able to reposition ourselves.

- A higher profile for sailing will increase interest. Participation will grow as a result. This will benefit Clubs, MNAs and ISAF, as well as the industry that relies on sailing, whether competitive or recreational;

- Making 'heroes' of our leading athletes in the Olympic sailing arena will mean that young people, and importantly those parents that support their sailing careers, will aspire to be like them;

- Our elite athletes will have a higher profile with greater potential to raise the funds to support their campaigns, eventually becoming full time 'professional' athletes as we see in other sports, and in some areas of our own;

- The sponsorship value of national teams and our profile with funders of national programs, such as governments and NOCs will increase to the benefit of the sport.

### Event Presentation

3.10 Event presentation to the live audience and ensuring an appropriate level to access to the media and TV begins with the selection of the venue. When the wrong venue choice is made, many aspects of the event are compromised.

**3.11 Detailed criteria be established to ensure that venues that are selected for all ISAF Events are appropriate and offer, as a minimum:**

**3.11.1 A strong likelihood of good wind conditions, warm temperatures if possible, clean water and the necessary space to run all course areas concurrently**

**3.11.2 An area for the Medal Races likely to offer good sailing conditions in the prevailing wind direction as well as good spectator access**

**3.11.3 Immediate access to the sailing area with good on-shore facilities, including accommodation for athletes, spectators, officials, the media, corporate guests and other stakeholders**

**3.11.4 Good communication and transport connections with frequent flight and shipping connections to and from the selected venue**

3.12 Obviously the selection of venues for the Olympic Games is limited. Given the value that ISAF currently adds, it might be considered that it is in a weak position to negotiate for the best options for sailing. As the sport strengthens its position, so it will be better placed to ensure the venues nominated by each Olympic bid city best serve the presentation and other needs of our sport. It is currently hard for us to say no!

3.13 For 2016, for the first time, ISAF has defined requirements for a spectator area at the Olympic Games that will be part of the Games-wide ticketing system. Again consistent with the view that the Olympic Games should reflect what happens in the sport at the high level, the requirements for the 'Event Village', offered consistently at each ISAF Event, should be defined. Lessons from each event should be used to develop and enhance the Event Village concept.

**3.14 An Event Village concept is developed to encourage a consistent approach to event presentation that can be replicated across SWCUP by 2013 and SWCHAMP by 2014.**

3.15 On this issue, the Commission note that LOCOG is looking at the option for a ticketed area for sailing. Despite the fact that Weymouth was not selected with this in mind, the Commission fully supports this initiative. It is recognised that in certain wind conditions, racing might not be able to be viewed directly from the site being considered. However with the effective use of the technology discussed later and careful planning, the spectators can be provided with a unique experience that they will value. The Commission is available to input as required.

3.16 The Olympic Games has led the way in terms of boat and athlete presentation. The application of nation flags and crew names on sails, and leader dots and competition vests, has been a significant enhancement. We must lock in and extend what has proved to be successful.

3.17 We must be quicker at making good innovations more widespread. Over the past 12 months, we have seen expanded coverage some of the SWCUP events. This coverage would have been considerably enhanced had the boats been required to carry country flags and crew names on sails.

3.18 Issues have been experienced in trying to define who has the control of the rights to use different areas of the boat and athlete clothing at the various SWCUP Events. This creates a lack of consistency between events and in what different sponsors can be offered. This is issues is dealt with in IMPROVING EVENT STRUCTURE.

3.19 It is noted that the application of nation flags on sails has been a source of consistent difficulty. This highlights why the Olympic Games should reflect what we do, not lead. If the application of nation flags was common practice, it would not be an issue at the Olympic Games.

**3.20 Standard clauses for the NoR and Sailing Instructions are developed that apply to all the SWCHAMP and SWCUP from 2013 that require all competing boats to carry nation flags and crew names in designated areas, and to wear vests provided by the organisers.**

3.21 As popularity of the sport increases, so the demand from the media, sponsors and athletes will grow. This in turn will place demands on the time of athletes and coaches. Most athletes and coaches involved will see it as in their interests to

make themselves available. There are occasions however when we will not be able to rely on goodwill alone.

> **3.22**   **Working with the Athletes and Coaches Commissions, a basic agreement (or declaration) is developed that will see those entering the SWCHAMP and SWCUP from 2013 agreeing to be available at the reasonable request of ISAF for defined activities. Such an agreement might also cover the right to use the likeness of the athletes and coaches in the marketing and promotion of SWCHAMP and SWCUP.**

### Change the Sport or Change the Coverage

3.23   The format of our sport at the Olympic Games and our other highest profile spectator events is typically the same format as is used for participation events, focusing often on giving the sailor as much racing time as possible.  As a result our events typically last for many days, do not build to a climax, and their formats do not encourage newsworthy unexpected results or 'defeat of the Number 1 seed'.

3.24   EuroSAF held a two day conference in April 2009 on the subject of 'Sailing and the Media'.  The over-riding conclusion was that we will make our sport media popular not by changing the sport, but by thinking about, and optimising, how we present the sport to our target audience.

3.25   We should seek formats that put action, incident and excitement into our sport; we should exploit icons and nationalism; and above all we should make our sporting competition understandable to the viewer, and build sailor profiles. Sailors are not the spectators, but we present our sport today as if they are.

3.26   An expert's view was that "only the strongest sports with a fully-aware media strategy" will survive.  3 minutes is a long time for a race in live television terms. 30 minutes is a very long race.  Tracking is essential to "bring the action to the spectator", and unveil the decisive moments.  Good commentary then makes it understandable to the viewer and heightens the drama.

> **3.27**   **ISAF should investigate the introduction of shorter events, shorter courses, elimination rounds, head-to-head competition, and other techniques that have been introduced by other sports to enhance their spectator and media appeal, while recognising the limitations that being condition dependent places upon the sport.**

### Television Production

3.28   We will not increase the popularity of the sport through broadcasting one event every 4 years, even if it is done extremely well. We have to have a plan that ensures the regular, consistent broadcast coverage of Olympic sailing outside the Olympic Games.

3.29   Equally we will not increase popularity if we don't entertain. If we produce what we have very well but the audience is not entertained, we might gain their initial interest, but we won't secure their commitment.

3.30   Only with regular entertaining coverage will we build a committed, educated audience, creating the demand for broadcasters to screen sailing from the Olympic Games.

3.31   This is an area where the Commission is of the strong view that the primary opportunity for improvement lies outside the Olympic Games, at the SWCHAMP and the SWCUP.

3.32   In creating the SWCUP, ISAF saw regular TV coverage as a key objective, recognising the need to build audience interest between the Olympic Games. However without investment in this area, no regular coverage has been achieved. ISAF has tried to secure sponsorship to cover the costs involved, but with no control or consistency in the rights that can be offered, ISAF has little to market to potential sponsors and partners.

3.33   ISAF has therefore relied on event organisers to produce both TV and internet coverage. Whilst the organisers have worked hard to deliver a product, it has been inconsistent and unreliable. This is not a criticism of the organisers but rather of unplanned approach we have taken to date. Regular quality coverage of the SWCUP is vital to its long term success and to building interest in Olympic Sailing. This can only be achieved by consistent exposure of the events in terms of TV and internet coverage.

3.34   In the view of the Commission, the only way to achieve this is through taking a different, more commercial approach to the bidding for the major events that ISAF owns. This is addressed in IMPROVING EVENT STRUCTURE.

**Applying New Technology**

3.35    The opportunity to impact in this area is as never before. As technology develops, the opportunities to bring small boat sailing to the TV and internet audience in an exciting and understandable way become more realistic and cost effective:

- Small on board cameras can deliver 'heart of the action' images, allowing the viewer to actually get 'on the boat' with the crew.

- Microphones on the crew can deliver an understanding of the thinking, particularly with a two-way option allowing a commentator to talk to the athletes immediate prior to the start.

- Weather buoys can provide a live wind speed and direction feed, allowing a change to be explained and show the impact on the fleet.

- Tracking and graphics can provide a view of the race and an analysis tool that allows the audience to see where gains are being made and places change and can reduce or remove the need for expensive helicopter coverage.

- The telemetry associated with the tracking system can be used to produce race analysis, such as mark by mark rounding, real time overall standings and to take other data, such as athlete heart rate, off the boats. This can remove the need to additional boats and personnel on the water to manually record the same data. See ENHANCING THE OLYMPIC GAMES

3.36    The screen images below are from the coverage produced from Sail Melbourne in December 2009. The system shows the position and direction of each boat, as well as the position of the start and finish boats and the course marks. The information box shows the distance of each boat behind the leader and the positions and distance between boats at each mark. The remote viewer allows the user to control where the race is viewed from and other data that can be displayed.

3.37    The tests in Melbourne used up to 10 boats. Sail numbers, national flags and sponsor logos can be applied to each boat. It would also be possible to calculate and display the overall standings based on the standings in the race in progress.

3.38    This type of technology can be used to enhance coverage of sailing in a range of ways.

- Mixed with video images, it can be used as a platform for the coverage of racing, either live or post produced. This allows the sport to be explained to the viewer as never before, showing where boats gain and lose, and why.

- The virtual coverage can be streamed live to the internet, with or without commentary. The viewer can control how they watch the race and what information is displayed. Live images might be streamed concurrently if available.

- When post produced, the system can fast forward to key points in the race, maintaining viewer interest.

- The virtual coverage can form the basis of a commentator information system, with commentators able to see where gains and losses are being made and explain the race accordingly.

- Similarly, television directors can use the information from the virtual system to position camera boats to capture the key action.
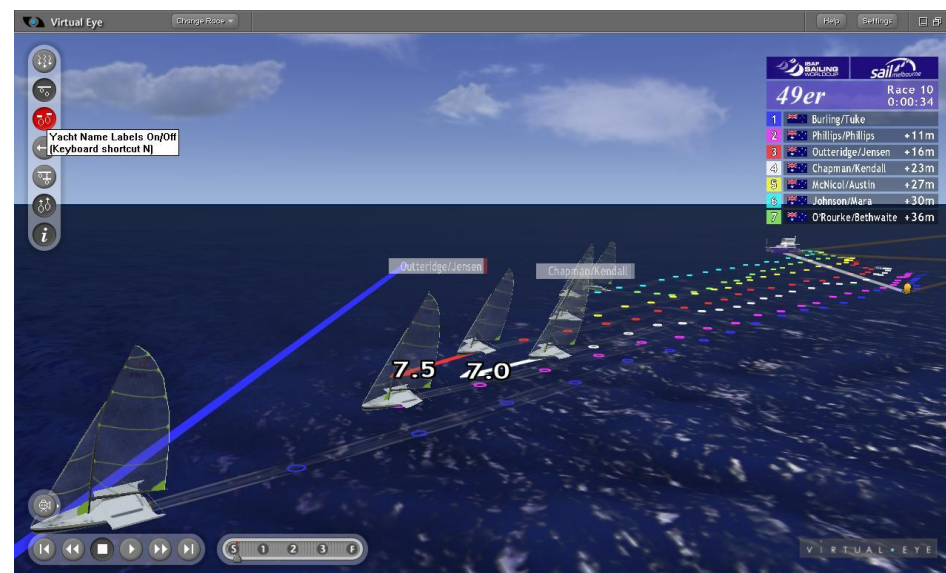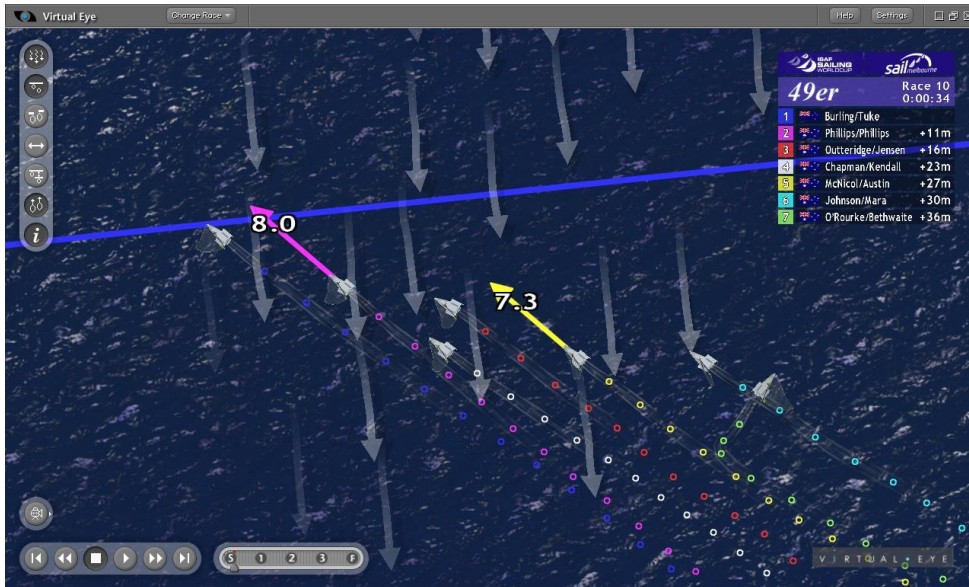
3.39   It is noted that there is no commitment to have tracking at the 2012 Olympic Games. The Commission understands that the Executive is addressing this as a matter of priority. Again, given that the Olympic Games should reflect what it common practice, this type of technology should be applied to ISAF Events at the earliest opportunity.

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**3.40   ISAF contract with a tracking and graphics provider to ensure the consistent on-line coverage and television graphics of the SWCUP and SWCHAMP at the earliest opportunity and by no later than 2011-12**

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### Distribution Channels

3.41   We continue to see the convergence between television, the internet other distribution channels. As discussed, sailing has been an early adopter of new technology.

3.42   The ability to stream video and graphics to the internet gives us the opportunity to guarantee a distribution channel(s) for anything that we produce from our major events. The benefits of this are clear and we should consider internet a key part of

our distribution. We see the increasing use of facebook and other social networking platforms to distribute information and content.

3.43   The internet is an excellent distribution channel for the committed enthusiast. However, we must recognise the limitations of internet distribution in reaching a new audience. It is very unlikely that the casual, non sailing web surfer will come across our coverage unless they are specifically searching for it. By contrast, people channel surfing on conventional television may well have their interest piqued while channel surfing.

3.44   At the same time, because television is old technology, there is more widespread access than there is to the internet, particularly in emerging nations. In terms of universality, television remains an important medium.

3.45   Also, we must consider the position of the IOC. Whilst there is obviously great interest in the 'Digital Revolution' and the impact is widely recognised (see Appendix F, page 18), the IOC, like many other organizations, has yet to find a way to secure revenue streams from on-line rights.

3.46   Indeed the rights to all moving images from the Olympic Games are currently bundled as part of the package sold to television rights holders. Thus, even if tracking is used at the Olympic Games in 2012, it is unlikely that the graphics output would be streamed live to the internet, unless one of the rights holders has access and chooses to do so.

3.47   Given that the IOC revenues in which we share are currently generated from television rights, not the internet, we need to remain committed to improving the value we add in this area.

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**3.48   A distribution strategy should be developed which looks at all available distribution channels, not exclusively television or the internet**

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### Maximising the 'Live' Opportunity

3.49   In a sport that is dependent on conditions to show it off to best effect, live television presents some real challenges. This is especially true at the Olympic Games, where the schedule means that any delay in racing may mean that the live broadcast slot is lost to another sport. We are one of the few sports on the Olympic Programme that can't guarantee an 'on-time' start.

3.50 There are many examples where early in the competition, conditions are excellent, but the wind either fails materialise (or there is too much!) for the final race or races. We must be in a position to show the sport off in the best possible way, whatever the conditions. This means planning for the contingency that the conditions will prevent the Medal Race from taking place. We need something to show rather than a fixed shot of the venue with the caption that 'Racing is Postponed'.

3.51 A suggested approach is outlined below, based on a 13 day schedule and the current format. Daily highlight packages are produced from the early races from each event. These form the basis of the daily content for the broadcasters. Live coverage from the early races is of limited interest and is expensive to produce. Unless there is clear demand, live coverage of the early races should be avoided in favour of recorded daily highlights.

3.52 Prior to the Medal Race for an Event, 2 packages should be available:

3.52.1 A 25 minute highlight package, cut together by assembling the daily highlights from that event, which tells the story of how the leaders were established, with interviews as appropriate, and

3.52.2 A 3 minutes highlight package that again tells the story of the leaders, but much more briefly, probably without interviews.

3.53 Assuming good conditions for the Medal Race, the 3 minute package is used as an introduction before cutting to the starting sequence. The 25 minute package is used at the live site as part of the event presentation.

3.54 If conditions are not suitable for the Medal Race, it does not take place. 25 minutes of interesting and exciting action is broadcast, and the Medal Ceremony is broadcast live.

> **3.55** **ISAF work with LOCOG to establish how the quality of, and interest in, the coverage of the 2012 Olympic Sailing Competition is maximised within the existing limitations.**



Olympic Regatta Production Principles

**Consistency of Events and Coverage**

3.56 Consistency is important in developing popularity. ISAF needs to control the standard and quality of what is produced. Broadcasters need to be confident that the packages that they receive will be of a consistent high standard. We do not just need coverage of sailing. It needs to be of good quality and compelling for the viewer.

3.57 The consistency should not only extend to television production. In the same way that ISAF is working to ensure consistency of the technical aspects of ISAF Events, such as Race Management, Judging and Umpiring, it is as important that there is consistency to other key aspects of the ISAF Events. ISAF should ensure this consistency by controlling and contracting for the delivery of these services to the different ISAF Events.

**3.58** ISAF develops an event support team, possibly through its ISAF Events company, that has responsibility for the consistent delivery of television production and distribution, tracking, website output, results, media services, branding and corporate hospitality at the SWCHAMP and SWCUP from 2012-13

## 4. IMPROVING EVENT STRUCTURE

The structure of our events clearly identifies our champions and provides cost effective pathways for athletes and MNAs to prepare for the Olympic Games, whilst encouraging the global spread of the sport through local opportunities to compete and providing our best athletes with a platform to generate income through commercial support

### Strategies

4.1.1 Build a viable, planned and sustainable structure and calendar of ISAF events that is attractive to elite sailors and MNAs and supports sailing at the Olympic Games.

4.1.2 Tender key ISAF Events securing an appropriate level of control over commercial rights and key technical and other core aspects as necessary.

4.1.3 Reduce the confusion over the multiplicity of World titles in sailing and resolve conflicts with the Ranking List.

4.1.4 Drive development of sailing at the Olympic Games through utilising and proving innovations in ISAF Events.

4.1.5 Provide clear and consistent pathways from junior, through youth to Olympic and promote to both athletes and nations.

### Issues

4.2 It is not clear which are the pinnacle events and titles in Olympic sailing. The sport has an annual Sailing World Cup (SWCUP) and a series of Class World Championships. Every four years we have Sailing World Championship (SWCHAMP) and the Olympic Games.

4.3 Annually we crown SWCUP Champions in each Olympic Event and Class World Champions in each of the Olympic Classes. Every four years we have an ISAF Sailing World Champion and an Olympic Champion in each Olympic Event.

4.4 On an on-going basis we promote the SWCUP standings and the leaders on the ISAF Ranking Lists in each of the Olympic Classes. We have created a conflict between the SWCUP standings and the ISAF Olympic Classes Ranking List. This must be resolved as part of any review.

4.5 The Olympic sailing calendar has become a very crowded. Therefore are often conflicts between events which cannot be resolved. Even where events do not clash directly, the time between them prevents crews competing in both. This appears particularly to be the case between Class World Championships and the SWCUP.

4.6 In addition we have non-elite Class World Championships, and elite events outside the Olympic element of sailing. These have the potential to add further to the confusion unless the structure and titles awarded in the Olympic area of our sport are clear and well promoted.

### Principles supporting the ISAF Event Structure

4.7 The principles agreed by the Commission in recommending the general structure for ISAF Olympic Events are that:

4.7.1 The Olympic Games is the pinnacle event held once every four years. It is accepted that ISAF events and other events should support a pathway for athletes and MNAs to build towards the Olympic Games.

4.7.2 ISAF events are distinguished by the fact that they are pinnacle events involving all 10 Olympic Events. Pinnacle events are further characterised by the fact that in most cases entry is subject to some form of qualification system.

4.7.3 Simplicity is the key to a successful structure. Less is best. A limited number of pinnacle events is preferable.

4.7.4 ISAF Events must be attractive to the sailors and MNAs that support them in order for the structure and constituent events to be successful.

4.7.5 ISAF Events should support the objectives of increasing universality and the global spread of our sport; expanding qualification opportunities on a more local basis; and improving popularity amongst a broad global audience

**Olympic Games and Sailing World Championship**

4.8 The Olympics Games is the pinnacle event in Olympic sailing every four years. Whether in the northern or southern hemisphere, the Olympic Games are held in August or September to avoid clashes with other major sporting events.

4.9 Athletes therefore look to peak in August or September for the Olympic Games. It is logical therefore that the annual calendar for Olympic sailing reflects this. Pinnacle events owned by ISAF should be held in this time window.

4.10 The Olympic Games and SWCHAMP are distinguished by the fact that places are available to nations, not individuals or crews. Entries to these events are made by the NOCs and the MNAs respectively. In both events, the leading nations are recognised based on the results of the crews that represent them.

4.11 Following its introduction in 2003, the SWCHAMP is becoming well established. Based on the number of nations that bid for the 2011 SWCHAMP, there is considerable interest in hosting the event.

4.12 The SWCHAMP should continue to be held every four years. For the reasons given above, the SWCHAMP should be held in August or early September. The Commission recognise that there is only a limited number of venues around the world that have the on-shore facilities and sailing areas to stage the SWCHAMP and that a restriction on timing might further limit the nations that can consider bidding for the events. The benefits of consistent scheduling, and the fact other ISAF Events will be staged outside this window and can be bid for, are considered to outweigh this restriction.

4.13 In EXPANDING QUALIFICATION OPPORTUNUITIES the Commission recommends that, because it is a key element of Olympic qualification system, the SWCHAMP should be staged in the second year of the Olympic Cycle rather than the third as it is now. This enhances the proposed Olympic Qualification System.

4.14 This approach also provides maximum separation between the SWCHAMP and the Olympic Games, spreading the two major events of the four year Olympic cycle more evenly.

4.15 Whilst the primary purpose of the Test Event is for the organisers to trial systems and personnel, there is increasing demand from sailors to compete at the venue of the major event in the preceding year. The Olympic Test event is already significant in year 3 of the Olympic cycle, so any potential clash with the SWCHAMP is avoided if the SWCHAMP is in year 2. The timing of the Olympic Test event in year 2 is less critical and should be set to avoid a clash with the SWCHAMP. The Commission also notes that the SWCHAMP test event is likely to become a feature in the future. Taking all this into account:
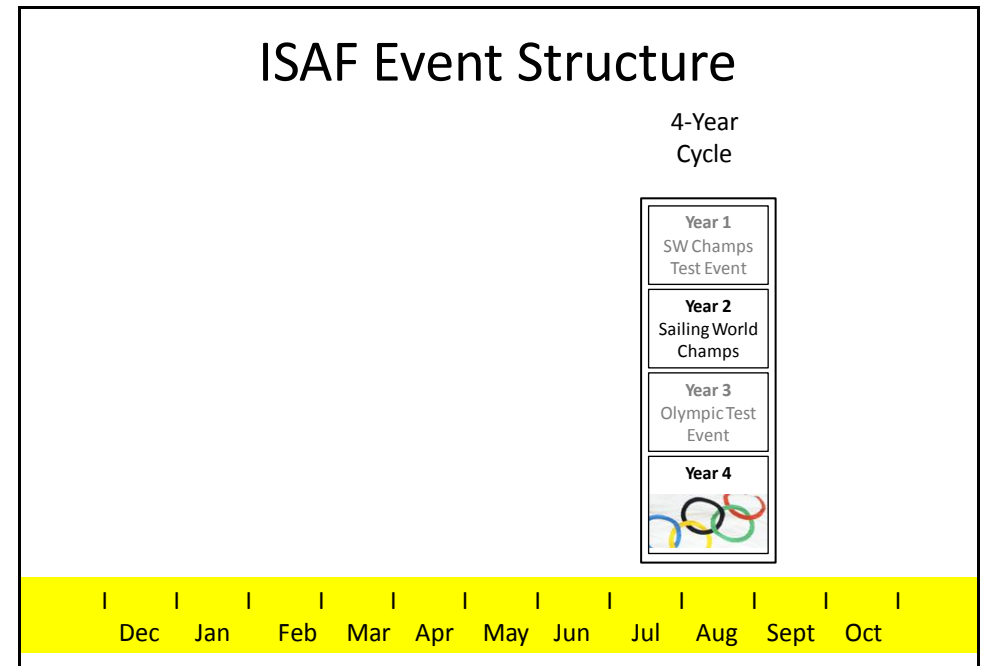


4.16 **The SWCHAMP should be held in year 2 of the 4 year Olympic Cycle, normally taking place in August or early September**

**Sailing World Cup**

4.17  Continuing on the theme of Olympic sailing and sailors, the President turned his attention to the ISAF Sailing World Cup, challenging ISAF and its stakeholders to take the new series to the next level. *"This year's start of the ISAF World Cup has been an exciting and important step forward for ISAF. I would like to thank the event organisers and the management group for the progress made. It is clear, however, that much more work still needs to be done and I personally feel that the World Cup needs to be given even greater importance with a very well defined purpose."* – ISAF Media, November 2009

4.18  The key objectives of the Sailing World Cup should be to:

4.18.1  Promote and popularise Olympic sailing outside the Olympic Games using the best sailors in the world through consistent events delivering live presentation, television production and distribution, tracking, website output and media services

4.18.2  Provide pathways for athletes and MNAs towards the Olympic Games, offering a series of high quality events around the world that are consistent and well managed

4.18.3  Lead the strengthening of the sport in the Olympic Games by ensuring that the introduction of new initiatives is well managed and consistently implemented

4.18.4  Attract greater commercial support for all stakeholders including athletes, organisers, MNAs and ISAF.
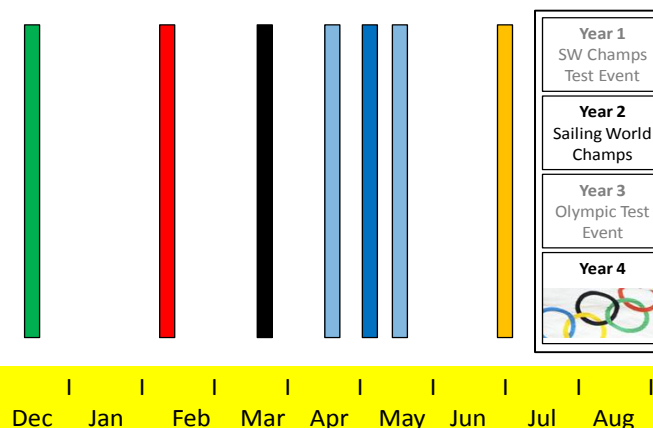
4.19  To demonstrate universality and the global reach of our sport, the SWCUP must feature at least one event in each IOC continent

4.20  It is clear that in order to meet our objectives of universality, we must have a SWCUP that is, and can be demonstrated to be, truly global. The current arrangement where events only take place in three continents, and five of the seven events are in Europe serves to strengthen the European focus.

4.21  At the same time, we must recognise the costs and environmental impacts of a global series. The scoring system and other features should not require all athletes to attend all the events, but rather encourage participation in one or two continents.



4.22  All rounds of the SWCUP are envisaged as being open. This remains important for many, where entry income is a significant part of the budget. It may be that the number of entries to some rounds of the SWCUP becomes too large. This 'problem of success' could be resolved, as in other sports, through qualification events for those below a certain position on the ISAF Ranking List.

4.23  For reasons of geography, or to reflect the relative strength of sailing in an area, more than one SWCUP event should be established in some continents. In Europe, 3 events are initially envisaged, reducing to two as other areas gain strength. In the case of America, this might mean one event in North America and one in South America. In Asia, it is envisaged one event will be introduced in 2013 and the second in 2017. It is envisaged that there would be a maximum of eight SWCUP events.

## ISAF Event Structure – 2017 onwards

Oceania   Americas   Africa   Europe   Asia   4-Year Cycle

Year 1
SW Champs
Test Event

Year 2
Sailing World
Champs

Year 3
Olympic Test
Event

Year 4

Dec   Jan   Feb   Mar   Apr   May   Jun   Jul   Aug   Sept   Oct
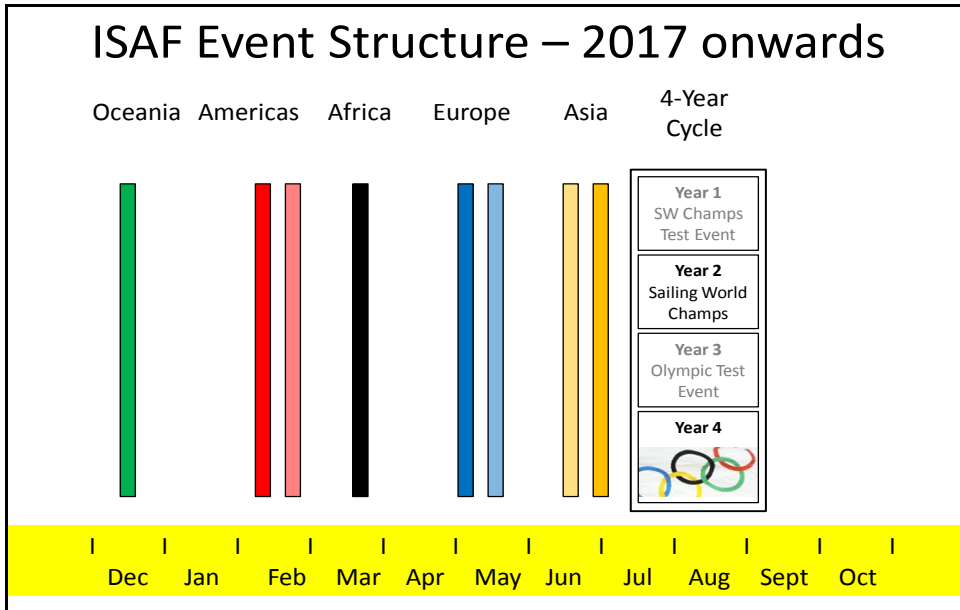
4.24 SWCUP events should be scheduled so that they form a 'mini-tour', allowing time to travel from one to the next, but not so as to require an unnecessarily long time to be spent in an area, so increasing costs.

### Olympic Qualification and the Sailing World Cup

4.25 In year 3 of the 4 year Olympic cycle, one round of the SWCUP in each IOC continent would be used as the Continental Qualification Event for the Olympic Games – see EXPANDING QUALIFICATION OPPORTUNITIES. Only crews from nations in that continent could qualify through that CQE.

4.26 This approach will strengthen the SWCUP and encourage regular participation from the MNAs and athletes in that continental area. It removes the need for any additional events to meet the IOC requirement for continental qualification, and reinforces the need for ISAF to have an appropriate level of control over each round of the SWCUP.

### Sailing World Cup Final

4.27 There has been much discussion about the introduction of the SWCUP Final. The Commission considers that a final is appropriate and will add considerable value to the SWCUP.

4.28 Consistent with the objectives of the SWCUP, the aim of the Final is to showcase and promote the sport through the involvement of the very best Olympic sailors, selected based on their performance over the preceding 12 months. The features will be:

- Initially one event annually held in September but may be extend to a short series if demand exists from appropriate host venues. Final introduced from 2013.

- Priority in venue selection will be on the likely conditions and access for the live audience, TV and media. Bid process for venue selection.

- Only the top 20 crews in each Olympic event to be invited. Invitations issued to crews based on performance. However, invitations will be limited to a maximum of three crews from any one nation per event.

- Where funds allow, and as a matter of priority, boats will be provided by the organisers and prize money will be available, distributed to all participating crews.

- The winners of the Final in each of the 10 Olympic sailing Events will be the SWCUP Champion

4.29 Under this arrangement, the SWCUP will no longer be scored as a conventional series. Instead, the winners of each round of the SWCUP will be invited to the Final. This will provide more flexibility to the leading athletes in deciding which rounds of the SWCUP they attend.

4.30 If the Final is sufficiently attractive to the athletes, the better sailors may be attracted to what might be considered to be the 'easier' rounds of the SWCUP in order to try and win to qualify or secure more ranking points. This will serve to enhance and grow the events concerned.

4.31 Ranking Points will be scored from each of the round of the SWCUP and contribute to a revised ISAF Sailor World Ranking system – see below. Places at the Final will be filled as follows:

- The winner of each round of the SWCUP
- In year 2, medal winners from the SWCHAMP
- In year 4, medal winners from the Olympic Games
- The winner of the annual Class International Event
- The balance taken from the new ISAF Sailor World Rankings

**4.32 ISAF should modify the SWCUP consistent with the recommendations of the Olympic Commission.**

### Other Events

4.33 *We have many levels of "World" labeled products in the Olympic Classes - World Rankings; World Cup; ISAF World Championship and Class World Championships. I am not sure this structure serves the promotion and the marketing of our sport but more importantly the sailor's best interest and I look forward to the relevant committees being able to deal with these questions and challenges"* said the President  – ISAF Media, November 2009

4.34 ISAF Olympic Sailing Events are distinguished by the fact that competition is held for all the Events in the Olympic sailing program. Currently major competitions, and especially the World Championships, for the individual Events on the Olympic sailing program are staged separately, run by Class Associations. As far as the Commission can ascertain, this situation is unique in Olympic sport, even in sports where equipment is a significant factor.

4.35 The Commission considers, and marketing advice supports the view, that there are too many World Champions in the Olympic sailing arena. Based on the proposed structure, in each of the 10 Olympic Events, ISAF and the IOC should crown:

- An ISAF SWCUP Champion annually
- An ISAF Sailing World Champion in year 2 of the Olympic cycle
- An Olympic Champion in year 4 of the Olympic cycle

**4.36 The Olympic Classes Contract and relevant ISAF Regulations are modified to preclude the Olympic Classes from running Class World Championships or awarding the title of World Champion for those Events where that equipment is used for Olympic Competition**

4.37 For clarification, this limitation is intended to apply to the Olympic Classes only. It is outside to scope of the Commission to make recommendations regarding non-Olympic Classes. However, we do not believe that the organisation of World Championships in non-Olympic Classes which meet the requirements of the current ISAF Regulations impacts negatively on the ability of the sport to strengthen Olympic sailing.

4.38 The Olympic Classes will continue to be able to stage World Championships in Age limited events, such as the Laser and Finn Masters World Championship. Also an Olympic Class may stage an Annual International Event (AIE) as long as it is not described in its title or otherwise as a World Championship and that the winner is not described as the World Champion.

4.39 Currently an Olympic Class may not hold a Class World Championship in the same year as the SWCHAMP. This restriction is no longer relevant or appropriate if the recommendation at paragraph 4.36 is accepted.

4.40 If an Olympic Class stages an AIE, a place should be offered to the winner of that event to the SWCUP Final. Furthermore, the Olympic Classes should be encouraged to the stage Continental or AIE in conjunction with a round(s) of the SWCUP.

4.41 It is noted that this issue is not only created by the fact that each Olympic Class stages a World Championship. In the same way, there is currently a conflict between the ISAF Women's World Match Racing Championship and the Women's Match Racing Event at the ISAF World Sailing Championship. Which is the pinnacle event for Women's Match Racing?
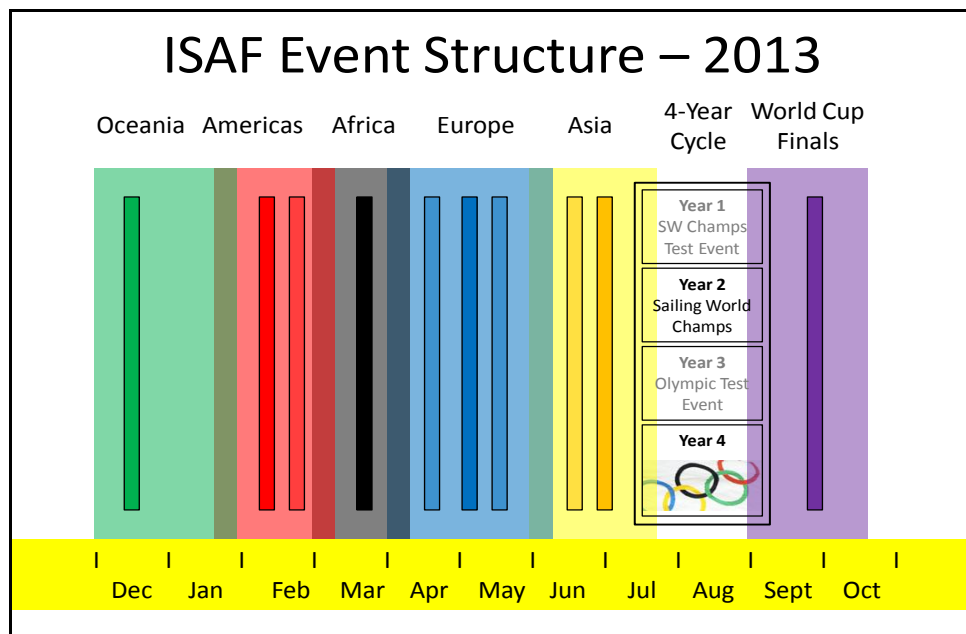
**4.42 Where a discipline, such as Team Racing or Match Racing, is included as an Olympic Event, there should be no separate World Championship for that Event. The structure of Events that supports that Event at the Olympic Games should be the same as for all other Olympic Events.**

### Event Calendar

4.43 The Event Calendar, and clashes of events, continues to cause issues for athletes and MNAs. There have been several examples of clashes between rounds of the SWCUP and Class World and Continental Championships. The Commission recommendations the introduction of 'soft windows' associated with the various rounds of the SWCUP to address this.

4.44 Each window would incorporate all the rounds of the SWCUP in that continental area in the 'hard area' (not overlapped). Olympic Classes would be restricted by their contracts to holding any open Continental events in these soft windows, obviously avoiding any clashes with the round(s) of the SWCUP. Thus the focus would be on that continental area throughout the soft window.

4.45 The overall picture would then look like this:

## ISAF Event Structure – 2013

| Oceania | Americas | Africa | Europe | Asia | 4-Year Cycle | World Cup Finals |
|---------|----------|--------|--------|------|--------------|------------------|

Year 1
SW Champs
Test Event

**Year 2**
Sailing World Champs

Year 3
Olympic Test Event

**Year 4**

Dec  Jan  Feb  Mar  Apr  May  Jun  Jul  Aug  Sept  Oct

4.46 The order suggested for the events and windows is broadly based on the current activity in Oceania, America and Europe. All will probably have to make some compromise to accommodate Africa and Asia..

4.47 The geographic structure is a guideline only. Venues are encouraged to bid for events at the time of year that is optimal for them and the windows may be varied to accommodate the best possible programme.

4.48 The approach gives us a global season from December to early October. Our winners can be recognised annually at the ISAF Conference and Sailor of the Year Awards.

4.49 The Commission identified an issue here in relation to the current timing of the selection of Olympic Events and Equipment. When decisions are made less than 4 years before the Olympic Games, the Classes involved will already have plans in place for many of their major events. This is another driver for a more planned and strategic approach to these decisions.

### ISAF Sailor World Rankings and Event Grading

4.50 The Olympic Classes Ranking List has served ISAF well for a number of years. With the introduction of the SWCUP, conflict has arisen between the SWCUP standings and Ranking List. As discussed, under the new structure, there will no longer be standings for the SWCUP. However, whilst retaining the strengths of the current system, especially the ability for those that only participate in one ranked event to get their name on the list, some change is recommended.

4.51 The Ranking List should be known as the ISAF Sailor World Rankings. It should be based on a rolling 12 months and only count 4 events, with a maximum of 2 from any one continent. Those sailors who qualify for the World Cup Final will also accumulate points from this event, and an "end of year rankings" will be published to recognise the best overall sailor for each Olympic Event for that year.

4.52 Events that can count towards a sailor's ranking points will be allocated one of three grades: 200-pointers, 100-pointers, and 50-pointers. 200-pointers will be restricted to the 8 SWCUP events, the SWCUP Final, and the Olympic Games and SWCHAMP. Events will qualify as ISAF 100-point events or ISAF 50-point events based on objective criteria that ISAF will establish, in the same way that today

there are criteria for Grade 2 and 3 events.  There will therefore be no limit to the number of 100-point and 50-point events.

4.53     ISAF will also establish the points scoring system that will apply for events.  As an indication, it is likely to be similar to:
- the event winner receives 200, 100 or 50 points respectively;
- at 200-point events, top 80% score points, lowest score is 50 points;
- at 100-point events, top 67% score points, lowest score is 25 points;
- at 50-point events, top 50% score points, lowest score is 1 point;
- scores are linear between top points scorer and bottom points scorer.

4.54     The table below summarises the grading of events.

| MAX POINTS | EVENT | World Cup Final Qualification |
|---|---|---|
| 200 | • Olympic Games<br>• SWCHAMP<br>• SWCUP Event<br>• SWCUP Final<br>• Class International or Continental Event ( if part of a Round of SWCUP) | Top 3<br>Top 3<br>Winner<br>n/a<br>Winner |
| 100 | • Olympic Class Annual International Event<br>• (if not part of SWCUP Event)<br>• Other major International or Continental Events of the Olympic Classes | Winner<br><br>n/a |
| 50 | • Smaller continental and major national sailing Events for the Olympic Classes | |

4.55     **The ISAF Olympic Classes Ranking System be modified consistent with the recommendation of the Olympic Commission**

**Management of ISAF Events**

4.56     As discussed in BUILDING POPULARITY, ISAF must take a much more active role in the management of ISAF Events if we are to be successful.

4.57     It is clear from the bidding process for the ISAF World Sailing Championship that there is considerable interest in bidding for ISAF Events. The structure outlined above, and particularly the guarantee of production and distribution (through the internet as a minimum), will encourage even greater interest.

4.58     A comprehensive and robust bidding process must be put in place for the events from 2013 onwards, including the SWCUP and SWCHAMP. The process must clarify the rights available for ISAF to take to market to secure sponsorship and commercial support.

4.59     It is clear that ISAF does not currently have resources to manage the changes necessary. The ISAF staff is fully committed to administering the organisation. Also in most cases, their expertise is not in this area. It is also clear that, when compared to other IFs of Olympic sport, ISAF lags behind in both the resources that it has to run events, and the licensing revenue that it earns from ISAF Events.

4.60     A far more commercial approach is required by ISAF if the recommendations in this document are to be pursued, particularly in relation to event structure and on-going support. The Commission sees no option but to make these changes. The evidence is clear. Change, and the investment to make it, is essential. It must either be made by ISAF alone or with carefully chosen commercial partners.

4.61     The Commission also notes that at present, commercial negotiations are frequently impacted by the politics of ISAF as a whole. The Commission recommends much greater separation of the event function from the body of ISAF. This may be through a separate entity, which might even issue equity to investors. These are business matters for the Executive to consider.

4.62     Time is now of the essence. If the changes outlined in this section and elsewhere are to be brought about to begin in 2013, we are already late starting.

4.63     **An entity is established, possibly using the vehicle of the ISAF Events company, to develop and manage ISAF Events with clear separation between this entity and ISAF.**

## 5.    ENHANCING THE OLYMPIC GAMES

The pinnacle event every 4 years, the Olympic Games demonstrates the diversity and skills of the leading young athletes from each nation. No athlete has an equipment advantage. We showcase our sport providing entertaining and enjoyable coverage to the large live and remote audience that is committed through previous exposure to our sport

### Strategies

5.1.1   Demonstrate the diversity of skills required to race various types of small boats at the pinnacle event for this area of the sport, minimising overlap between events.

5.1.2   Place emphasis on athlete skills and not the equipment development, taking all reasonable steps to limit the impact of equipment on performance

5.1.3   Ensure all Olympic Events are attractive to young athletes, with a clear, one-step pathway from Youth to Olympic Events

5.1.4   Select and maintain a range of Events appropriate for both genders and a range of size and physical make-up

5.1.5   Showcase the sport in the best possible way, maximising the involvement of the best athletes, providing entertaining and enjoyable coverage

5.1.6   Stage the event in as cost effective manner as possible, minimising the environmental impact

### The Olympic Games as a Pinnacle Event

5.2    The IOC seeks to ensure the participation of the best athletes at the Olympic Games (IOC EC 4.1). The Commission recognises that there are other areas of the sport which have events that are widely accepted as the pinnacle in these areas. As an example, there is a well established pinnacle for Men's Match Racing. If Men's Match Racing were an Olympic Event, the Olympic Games would not be seen by many as the pinnacle.

5.3    Also ISAF, and the sport of sailing, must accept that with just 10 Olympic Events and 380 athletes, it is not possible to reflect the very broad diversity of sailing in the Olympic Games. It is appropriate therefore to acknowledge pinnacles in other areas of our sport. However the Olympic Games must be the pinnacle of any Events or disciplines that are included.

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**5.4    In choosing Events for the Olympic Sailing Competition, ISAF should ensure that those Events are, and will remain, the pinnacle for that discipline or area of sailing**

### Faster, Higher, Stronger

5.5    Given the limitations, the Olympic Games have developed as a small boat regatta. This would seem appropriate as this type of sailing requires a high level of athletic ability as well as excellent racing skills. These physical attributes have, if anything, become more significant in recent years with the development of modern dinghies and windsurfers.

5.6    In recent years, enormous investment has been made by some nations in an effort to gain technical advantages. The Olympic motto, '*Citius, Altius, Fortius'* indicates a focus on human performance, not technical superiority. There are many areas of our sport where technical innovation is properly a major factor. However the Commission is firmly of the view that the Olympic Games should be about the athlete and not the equipment.

### Focus on Youth

5.7    Every four years, at the Closing Ceremony of the Olympic Games, the IOC President declares the Games of this Olympiad closed, and calls upon the youth of the world to assemble four years from then to celebrate the Games of the next Olympiad.

5.8    At the XIII Olympic Congress held in Denmark in 2009, there was a renewed focus on youth, and relevance of the Olympic Games to young people today. The IOC declared that '*Youth and athletes are equally at the heart of the Olympic Movement'.*

5.9    Our emphasis too, must be on youth. The Olympic Games should be attractive to the youth of today, both from the point of view of participation and audience interest. Youth is excited by sailing fast, modern equipment. This is also the equipment that has the most spectator appeal. Our choices around Olympic equipment should reflect this.

### Equity and Diversity

*"High priority should be given to the advancement of women both in sport and through sport. The Olympic Movement should at all times seek to promote equal opportunities for women, both in their participation in sports competition and in administration and coaching"* 'The Olympic Movement in Society' - Report on the XIII IOC Congress, Copenhagen, October 2009

5.10 The IOC places a high priority on gender equity, as does ISAF. As discussed, the IOC Evaluation Criteria examine gender equity in the qualification system (IOC EC 5.1). The sport of sailing has made some progress in addressing this issue since women's Events were introduced to the Olympic Sailing Competition for the first time in 1988. The percentage of women participating in the qualification system for 2008 is shown at paragraph 2.7.

5.11 The percentage of men and women participating in the Olympic Games since 1992 is shown in the graph below.
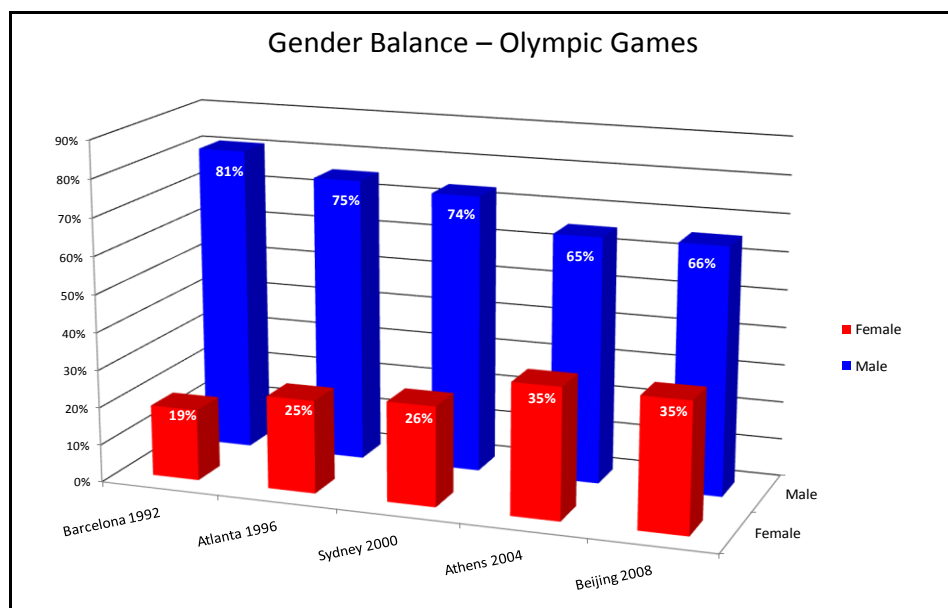


5.12 There was significant improvement to the gender balance between 2000 and 2004 with the decision to include the Women's Keelboat. Between 2004 and 2008 there was no change. In 2012, the projected gender balance will improve slightly to 37.6% women and 62.4% men across 6 men's and 4 women's Olympic Events.

5.13 Some sports have taken significant steps to address this issue. Most recently, Track Cycling made changes to provide an equal number of men's and women's events in 2012 (from 7:3 to 5:5). The new sports introduced to the Olympic Programme, Golf and Rugby 7s, will both have equal numbers of men and women competing at the Olympic Games in 2016. Sailing needs to have a clear plan to move closer to equality in 2016, and ultimately to equality.

5.14 **The target by 2016 should be for an equal number of events for men and women to participate in at the Olympic Games. ISAF and MNAs should also ensure that there are equal opportunities for men and women in the areas of management, administration, officiating and coaching.**

5.15 'Open' events are useful for ISAF to expand the number of equipment types when the number of Events is fixed. 'Open' is currently used for both multi-hull and high performance at the ISAF Youth Worlds. However the Commission notes that 'Open' Events are not helpful in addressing the issue of gender balance. Historically the majority of athletes in Open Events have been men. Also it is not possible to accurately assess gender balance in advance when Open Events are included. This is only possible when single gender or compulsory 'Mixed' Events are included.

5.16 The Commission further notes that mixed sailing is common, although normally not in events where 'mixed' crews are compulsory. This said, in the Paralympic Competition, the two-person Event requires a crew that is of mixed gender.

5.17 **Mixed sailing would be attractive as part of the Olympic Sailing Competition and ISAF should formally clarify with the IOC the position regarding Mixed Events and whether this is an option that might be available as an Olympic Event**

5.18 The 10 Olympic Sailing Events allow a range of size, weight and skill sets to be taken into account. By maximising the range of sailor skills and physiques catered for in the 10 Events, we also maximise the number of sailors and nations that can aspire to going to the Olympic Games

**Cost and Accessibility of Equipment**

5.19    As discussed at 5.6 above, the Olympic Games are about athletes and not equipment. Other than to secure some technical advantage, no benefit can be seen to Athletes, MNAs or other stakeholders in equipment being any more expensive than is necessary. High equipment costs:

- increase the overall campaign costs for athletes and MNAs
- restrict access for less developed nations
- makes the pathway into Olympic competition harder for young athletes
- does nothing to enhance the quality of competition

5.20    The Commission is of the view that the incentive for expensive development programmes can be reduced by

- the use of more one-design, 'out of the box' equipment,
- tight controls on this equipment at events and
- the supply of this equipment at major events whenever possible.

5.21    This arrangement, if properly managed, will have real benefits to the Olympic Games and Olympic sailing in general.

**Outline Criteria for the Selection of Events and Equipment**

*The Olympic classes must represent both genders and the weight and size distribution of modern youth.  The boats should be as cheap and as universally widespread as possible."* Taken from Foreword to "Photo FINNish – 60 Years of Finn Sailing", by Jacques Rogge, December 2009

5.22    In this statement, the President of the IOC touches on some of the key issues on which sailing must focus in enhancing our position in the Olympic Games. It talks to the:

- need for gender equity;
- need to provide for a range of size and weight;
- need  for a clear focus on youth; and
- the need for widespread, low cost equipment.

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5.23    **In selecting the 10 Events and Equipment for the Olympic Games ISAF should:**

5.23.1  **Ensure that the widest reasonable range of size, weights and skills are provided for when taken as a 'slate'.**

5.23.2  **Select the majority of Events as 'matched' Men's and Women's Events using similar Equipment.**

5.23.3  **Select Equipment that is challenging to sail; is as far as possible one design; and is capable of being supplied to major events.**

5.23.4  **Select Events and Equipment that are suitable, appealing and accessible for youth, ensuring that there is a single step pathway from Youth to Olympic competition. NOTE: All Olympic Sailing Events should be accessible to sailors immediately they cease to be youth sailors.**

5.23.5  **Both in selecting Equipment, and in making decisions to change it, consider as major factors cost, in terms of capital and development, and availability around the world.**

5.23.6  **Consider and vote on the 10 Events and Equipment as a single slate.**

5.24    The Olympic Commission has considered the various submissions from MNAs for 5 men's and 5 women's Events being board, one person, two person, keelboat and multihull. Given the objectives identified and arguments above, particularly in relation to the importance of the pathway for youth and costs of equipment, the Commission does not support these submissions.

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**Planning Timeframes**

5.25 As far as the Commission can ascertain, sailing is the only sport on the Olympic Programme that regularly reviews all its Events every four years, less than four years before the Olympic Games on which the decisions impact.

5.26 It seems unlikely that a 14 year-old swimmer would have any serious doubts whether the 400 metre freestyle will be in programme in Rio in 2016 when they hope to compete. ISAF need look no further than the decision regarding the Multihull for evidence of the need to review our approach. Where we can lock in Events for a longer timeframe than we do now, we should do so.

5.27 There is a need to make decisions further in advance in order to properly manage the impacts of these decisions. In particular:

5.27.1 Athletes are now planning campaigns that span more than one Olympic cycle. For young athletes, and the MNAs that support them, there must be predictability of Events, so that they can be sure their Olympic pathway will not close in front of them. Certainty is required that the Event to which they aspire will remain in the Olympic Sailing Competition.

5.27.2 Other events, including the Regional Games, now make decisions about the equipment to be included in these events before the decisions are taken regarding the Olympic Events. This leads to nations investing in specific equipment for the Regional Games. For these same nations to have to invest in different Equipment for the Olympic Games is not a reasonable expectation.

5.27.3 By the time decisions are made in relation to Olympic Events and Equipment, the Class Associations concerned have already made plans well into the Olympic cycle that the decisions influence. This limits the ability of the sport to plan effectively.

5.27.4 Currently, ISAF might choose to change a piece of Equipment at the Annual Meeting in November after the Olympic Games, when the displaced Equipment is already being shipped to the first SWCUP Round of the new Olympic cycle which takes place just one month after this decision is made. Clearly not fair or desirable.

**Event Decisions and Equipment Evolution**

5.28 In 2002, ISAF introduced a separate Event decisions, as distinct from Equipment decisions. The Event decision has now become the primary decision. In reality, when people discuss Events, they are normally also considering Equipment.

5.29 Also, given the general criteria, it is not possible decide the Event without taking the Equipment into account. The Commission considers that this distinction is no longer relevant.

5.30 Frequent changes in the Equipment are disruptive. Olympic Equipment represents a significant investment by MNAs and/or athletes, not only amongst the leading athletes but more broadly. When a change is made, the impact on the leading athletes is limited, capital equipment costs being a relatively small part of their overall campaign costs. However, because there is limited new equipment in the market, and the value of the old equipment is often low, developing athletes can be at a disadvantage.

5.31 The impact on changes in Equipment is most marked on developing nations, and nations with smaller budgets and resources. This, combined with the lack of a clear pathway from youth for some Olympic Events, means that many do not even attempt to develop programs in some Olympic Events.

5.32 To reduce the impacts of changes in Olympic Equipment the Commission recommends a process which sees greater consistency of Events and regular evolution of the Equipment chosen for each Event.

5.33 Equipment change should then be evolutionary and not revolutionary. The aim would be to keep Olympic Equipment up-to-date, economic, appealing to the sailor and attractive to the media. The benefits are seen as:

- All Olympic Equipment becomes more widespread with the danger of sudden change being removed in favour of gradual evolution

- An overall reduction in costs to athletes and MNAs, particularly for youth and developing athletes, with Olympic Equipment becoming more widely available

- More interest from and cooperation with manufacturers based on a longer term commitment to the Equipment concerned

- More investment from Organisers, MNAs and athletes in programs using Olympic Equipment

- Modifications to improve appropriateness, such as built in tracking, camera and microphone positions without any impact on performance

**5.34    ISAF put in place a system through which all Olympic Equipment is continuously evolved under the control of ISAF in cooperation with the builders concerned**
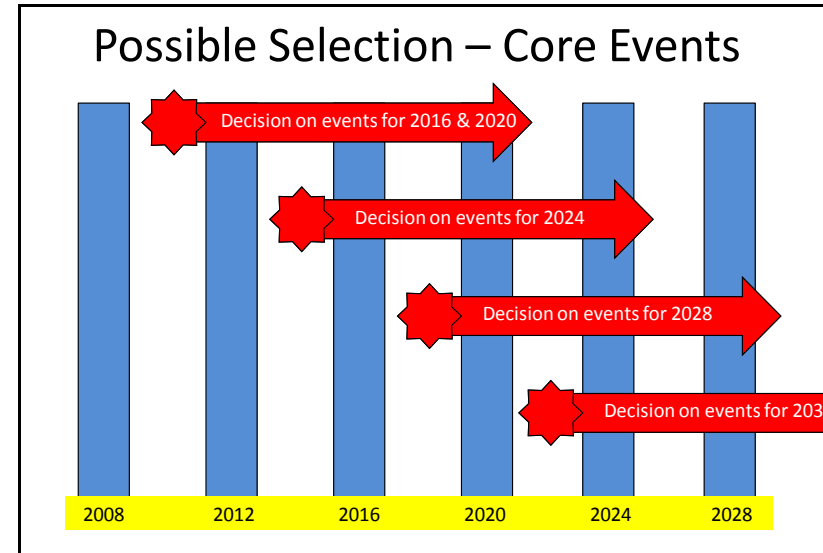
### Core Events

5.35    Accepting the need for greater certainty, the Commission recommends that some events, ideally a minimum of 8, should be locked in as longer-term, core Events. There should be gender equity in the Core Events, with 4 men's and 4 women's Events. Core Events would be broadly defined. The specific criteria for Core Events are that:

- they are commonly practiced around the world, not necessarily as single gender events but by men and women, sailing separately or together

- they match events sailed at the ISAF World Youth Sailing Championship, reflecting the emphasis on youth and the one step pathway from Youth to Olympic competition

- they can collectively, depending of the Equipment chosen, offer diversity in terms of weight, size and the skills tested

- they enable Equipment evolution to keep equipment up-to-date and economical, and to minimise the cost of Olympic participation to MNAs and athletes

5.36    The initial decision on Core Events would cover the Olympic Games in 2016 and 2020. Ideally this decision would be made in November 2010, but this might need to be delayed for 6 or 12 months in view of the timing of these recommendations and the need for ISAF Regulations to be amended.  ISAF might decide that the transition to 8 core Events is best as a two stage process and might not be fully implemented in the selection of Events for 2016.

5.37    In November 2014, a decision would be made to extend the some or all of the Core Events out to 2024, the decisions about 2016 and 2020 having already been made.

5.38    When a Core Event is selected for the next 2 Olympics, the Equipment will either be selected for the next 1 or the next 2 Olympics.  For instance, the decision could be to retain the current Equipment for the next Olympics but then to plan for trials thereafter.



Possible Selection – Core Events

5.39    This decision making schedule will also allow changes in ISAF Youth World Championship events in response to decisions on core Events, to be implemented before the Events change at the Olympic Games.

5.40    It would be appropriate in the ISAF Regulations to have a process for overturning earlier Events decisions in the case of exceptional circumstances, such as IOC reducing the number of sailing Events.
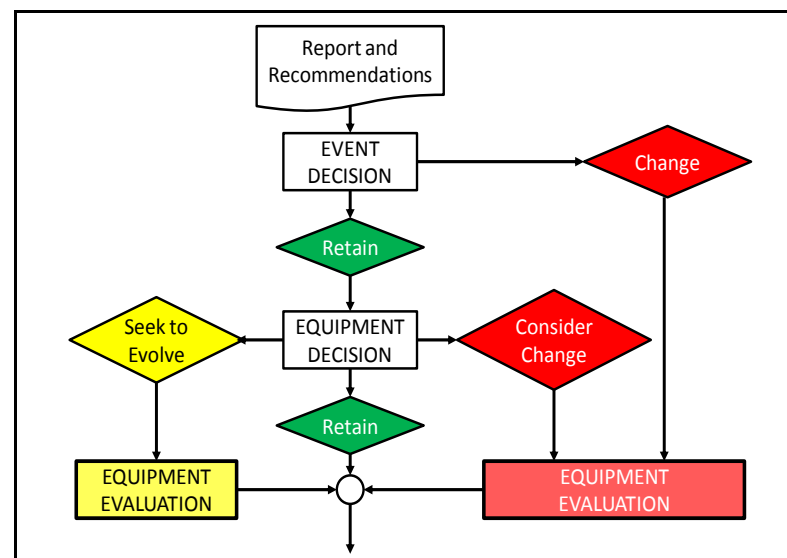
**Specialty Events**

5.41 The 2 remaining Olympic Events, which would be considered 'Specialty Events', would not necessarily reflect Events sailed at the ISAF Youth World Championship and would be selected to:

- Further extend the diversity offered by the slate of 10 Events, either in terms of size, weight or skills

- When appropriate, introduce innovation or capitalise on a particular opportunity presented either by the selection of the Olympic host venue, or by a new and exciting sailing discipline

5.42 A similar approach would apply to the selection of Specialty Events, but with shorter timeframes.

5.43 The decision that would normally be taken in 2010 would cover the 2016 Olympic Games. We would be making a decision this year regarding the Events for Rio.



Selection – Specialty Events
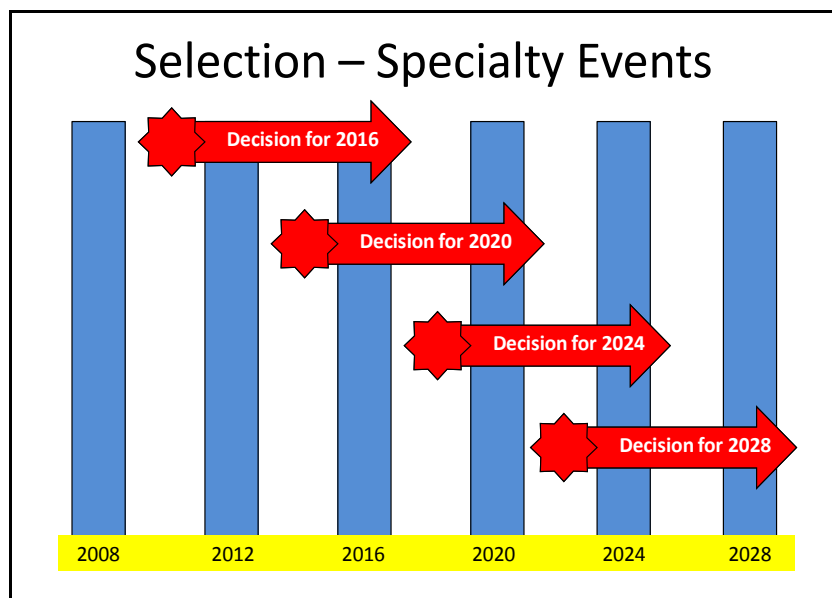
**Decision Making Process**

5.44 The decisions on all Events and Equipment will be made at the ISAF Annual Meetings in year 2 of the 4 year Olympic cycle.

5.45 In the case of both Core Events and Specialty Events, there would be a decision as to whether to *retain* or *change* each Event. If an Event is to be *retained*, there are then 3 options regarding the Equipment being:

- Retain Equipment with no change
- Evolve current Equipment under ISAF control
- Evaluation new Equipment, usually through trials

If an Event is to be *changed*, an Evaluation process for new Equipment will take place, usually involving trials.

5.46 Once these decisions have been made, the precise nature of any Equipment evolution, or the selection of new Equipment following trials, are considered technical decisions to be made after appropriate evaluation. The Council would agree the specific requirements Equipment evaluation based the criteria at 5.23 and the need to 'balance' the slate of Events and Equipment

5.47    The schedule for Olympic Event and Equipment decisions should be:

| | |
|---|---|
| Nov Y0 | Following the Olympic Games, the Olympic Commission produces a report on Olympic Equipment and Events, reviewing ISAF's Olympic Strategy and making preliminary recommendations on the slate of Equipment and Events for 8 and 12 years hence, addressing any options and specifying:<br>• Which Events are Core (years 8 & 12) or Specialty (year 8) Events<br>• Where Events are retained, whether Equipment should be retained, evolved or change considered.<br>• Where Equipment is to be evolved or changed, what the specific criteria should be considered<br>• Where a new Event is proposed, the target athlete physique, sailing skills, Equipment type and criteria<br>The report will highlight how recommendations are consistent with ISAF's strategy and criteria for selection of Olympic Events and Equipment |
| Nov Y1 | Commission Report considered by Events Committee and Council and feedback provided |
| Mar Y2 | Submissions from MNAs and Classes on Events and Equipment supported by arguments as to how submission(s) is consistent with ISAF's strategy and criteria for the selection of Olympic Events and Equipment |
| May Y2 | Events Committee and Council consider submissions with updated recommendations for the Olympic Commission and accept or amend recommendations and options as appropriate. |
| Nov Y2 | Council votes on Olympic Commission recommendations, as amended following the May Y2 Meeting. Outcomes:<br>• Core (2 Olympics) and Specialty (1 Olympics) Events decided<br>• Events retained:<br>   o  Equipment retained and announced<br>   o  Equipment to be evolved against agreed criteria<br>   o  Equipment evaluation against agreed criteria<br>• Events changed and criteria for Equipment selection established |
| May Y4 | Equipment being evolved or changed, and Equipment for new Events, is evaluated against technical criteria (possibly with trials held), agreements are struck with Class Association and/or manufacturer concerned and decisions announced. No further decisions for Council. |

5.48    Decisions on Events are made a minimum of approximately 6 years (Specialty Events) and approximately 10 years (Core Events) before the Olympic Games on which they impact. Where Equipment does not change, decisions on Equipment are made at the same time. Where Equipment is evolved, changed or new, decisions are announced a minimum of approximately 4 ½ years (Specialty Events) and approximately 8 ½ years (Core Events) before the Olympic Games on which they impact.

> **5.49    A new process be introduced for the determination of the Events and Equipment as recommended by the Olympic Commission with the key features being:**
>
> **5.49.1 ISAF should make decisions in relation to Olympic Events a minimum of 6 years, and in most cases 10 years, in advance, rather than the current 5 years**
>
> **5.49.2 The decisions regarding Olympic Events and the criteria for Equipment should be taken at the same time, based on a 'slate' of recommendations**

**Format and Scoring**

5.50    The Olympic Sailing Competition takes a long time, start to finish.  The chance of the unexpected happening on the final day of an Event is low.

5.51    In addition individual Events take a long time. Most other individual events last two or three days, allowing the spectator to maintain interest in the event from start to finish.

5.52    ISAF should consider formats where fleet racing events last either three or four days, and where the top 10 (or 50% of the fleet if fewer) sail a series of Medal Races (with scores doubled) on the final day.  This will give the spectators in the Village more sailing to watch, and will significantly increase the place changing on the final day.

5.53    Sailing has the opportunity to reduce the overall and daily costs, shorten events, build events to a better climax, and make the final day more significant, while preserving the series scoring that reflects normal sailing competition and offers the best test of overall sailing ability.

5.54    Reducing duration of each Event to 3 or 4 days could allow for a reduction in the number of courses required and shorten the Olympic sailing competition to say 9/10 days (excluding spare days).

5.55 Match racing offers the head-to-head competition that is easiest for the non-sailing spectator to understand. If match racing is included in the Olympic programme, ISAF should consider formats and Equipment that make it more exciting for the non-sailing spectator; these include changing to a knock-out format, a simpler and more immediate penalty system, and Equipment where the harder the sailor works, the faster he/she goes but the more likely he/she is to make errors or capsize.

**5.56 Options for different formats should be developed and trialed by ISAF at events such as the SWCUP before being introduced at the Olympic Games.**

### Costs

5.57 Whilst this Report discusses the need for the Olympic Games to reflect what is normal practice at the highest levels of our sport we should also recognise that we are setting the *'tone at the top'*. Decisions made about the Olympic Games have an impact on other parts of the sport. If, as it must be, cost is factor we take into account in making decisions, this will have a flow down effect.

5.58 The long duration of the sailing competition results in high costs for the Olympic organisers. As discussed in CURRENT SITUATION, the sailing competition at the Olympics last for 13 days.

5.59 A reduction in the length of the competition will have an impact on:

5.59.1 The costs of television, tracking and other media services, although this may be partially offset by an increase in coverage required on the remaining days.

5.59.2 The costs of supporting volunteers and technical officials who must be accommodated, fed and transported on each day of competition.

5.59.3 Rental of facilities and equipment, the costs of which generally vary with the time for which they are required

5.60 Areas that should be considered in seeking to reduce costs include:

5.60.1 Increased use of technology to reduce the level of manpower required, particularly where it can deliver multiple outputs, such as the use of tracking to provide TV graphics and interim and overall positions.

5.60.2 The eventual use of technology to monitor the competition, including OCS, possibly leading to a reduction in the number of Race Management officials required

5.60.3 Possible reductions in the size of Jury Panels and a consequent reduction in the overall size of the International Jury.

5.60.4 Increased use of supplied equipment or one design 'out of the box' equipment, reducing the requirements for pre and post race measurement and the officials required to provide this service.

5.60.5 Unless there are over riding arguments in support, the avoidance of disciplines that require additional, specialist technical officials to manage a particular Event.

**5.61 ISAF should consider how the length of the sailing competition can be reduced from the current 13 days to 9 or 10 days, possibly through changes to the scoring and format of the competition and at other ways of reducing costs without any negative impact on the fairness of the competition itself.**

### Other Issues

5.62 In making decisions, we must be clear about what is expected of others events in relation to these decisions. An as example, our decisions over the medal race, primarily designed for the Olympic Games, were not well thought through or communicated when it came to other major events. This led to different events doing thing differently, to the frustration of athletes, organisers and others.

5.63 Coach procedures and regulations should be reviewed with a view to reducing carbon emissions, and seeing if it is possible to increase the role of coaches in overall event management.

# Appendix A


# IOC Olympic Programme Commission - Evaluation Criteria - 2005

# Appendix B

## 2005 Report to the 117th IOC Session - Introduction and Sailing

# Appendix C

## 2009 Olympic Programme Commission Report - Introduction and Sailing

# Appendix D


# XXX Games of the Olympiad 2012 - Qualification System Principles

# Appendix E

# FACTSHEET - The Sports on the Olympic Programme

Appendix F


The Olympic Movement in Society – Copenhagen, 2009