

## **Event and Equipment Decisions for the 2016 Olympic Sailing Competition**

Option to Make Provisional Decisions, Subject to Confirmation or Amendment in May 2011

A submission from the Executive Committee based on the recommendation of the Olympic Commission

### **Proposal**

If submission 096-10 is passed, the new regulation 16.1.9 (Selection of Olympic Events and Equipment for 2016) allows Council to make provisional decisions for 2016 in November 2010, subject to confirmation or amendment in May 2011.

The Olympic Commission recommends that Council discusses options and makes provisional decisions for three reasons:

- i. discussing the options now will be a helpful step towards making the final decisions in May 2011;
- ii. provisional decisions will give the full two years for any associated Equipment evaluation or trials;
- iii. provisional decisions will assist in the planning and bidding process for ISAF Sailing World Cup and Sailing World Championships.

This submission allows for these provisional discussions and decisions to be made, and will result in a regulation 16.1.4 listing the provisional 2016 Olympic Events and Equipment.

The Commission has identified the 12 options for sailing's 10 Events that it believes will all provide a good Olympic Sailing Competition consistent with the Commission's recommended strategy, and has recommended a voting process to enable Council to make its decision in two votes.

Vote 1 covers 6 Events that the Commission recommends are the essential Core Events to deliver ISAF's Olympic and Sailing World Cup strategy. Vote 2 covers the remaining 4 Events which will provide additional diversity of Event and Equipment to better reflect, support and promote the breadth of the sport of sailing.

Where Equipment evaluation is recommended, this may include trials, demonstration events or other form of assessment. Existing Equipment, where not explicitly allocated to an Event, is still eligible for evaluation.

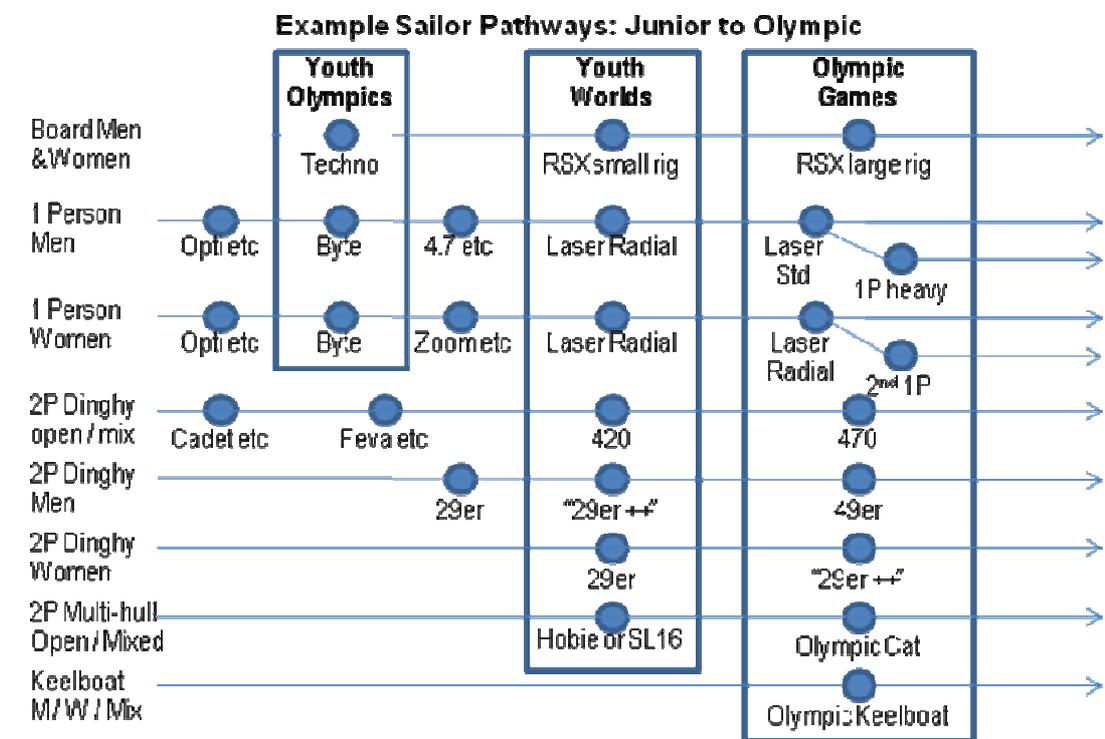
### **Overall Commentary for all Decisions**

- Olympic sailing decisions influence both where countries invest in sailing, and the type of sailing that develops in nations. It is important that ISAF makes Olympic decisions that drive the right development especially for emerging sailing nations.
  - IOC President Jacques Rogge stated in December 2009 that *"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."* The Commission agrees with
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this, and believes it encapsulates all the most important goals of ISAF's Olympic Event and Equipment decisions. *[Olympic Commission recommendation 5.22]*

- The report on the XIII IOC Congress, October 2009, stated that *“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 ... in their participation in sports competition.”* The Commission supports this view, and believes that ISAF should seek to offer an equal number of events for men and women in 2016.
  - Men's elite sailing and Olympic Events offer well structured and complete pathways for most athlete physiques and sailing skills. However the same is not true for Women's sailing – e.g. where does a girl progress after sailing an Optimist as a junior, or the 29er at the ISAF Youth Worlds? This may contribute to the fact that in many countries women's sailing does not retain youth as successfully as men's. In moving towards a gender-balanced slate of ten events ISAF should seek to preserve the success of the men's pathway while at the same time improving the women's pathway to be as good as the men's. Achieving this is far easier if Mixed sailing is included.
  - The Commission Report therefore made the following recommendation:
    - 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.*
  - For 2016, the Commission recommends that, if a current 1-Person Dinghy Event is retained, the current Equipment is retained too. It is sensible to limit the amount of Equipment change or evaluation that takes place between now and 2016, and the criteria for any 1-Person Equipment selection for 2020 will vary depending on whether there is one or two 1-Person dinghy Events for each gender.
  - The Commission recommends that any decision on Core Events for 2016 is not made until May 2011, when the provisional decisions made in November can be confirmed.
  - Following the Olympic decisions, there may be submissions in November 2011 to amend as appropriate the ISAF Youth Sailing World Championships regulations 17.4.4 (events) and 17.4.10 (classes) to optimise the pathway that ISAF provides for young elite sailors, and the Regional Games regulation 18.17.5 (equipment) to encourage Regional Games to include
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Olympic Events and Equipment where appropriate. The chart below illustrates possible pathways – i.e. classes identified here are for illustration only.



**Vote 1: Provisionally Select First 6 Events for 2016**

Event	Gender	Men	Women	Mixed
Board or Kite-board		Evaluation	Evaluation	
1P Dinghy		Laser Std	Laser Rad	
2P Dinghy (skiff)		49er	Evaluation	

***Notes on voting process***

- Vote for the inclusion of these 6 Events en bloc. In the event of a tie, the Chairman has a casting vote.
- The Commission believes that together these 6 Events provide a balanced, attractive, contemporary and cost-effective representation of elite sailing, and should form the core of future Olympic and Sailing World Cup regattas. These Events also limit the requirement for rule 42 judging, with only the Laser and Laser Radial requiring significant on-the-water judging.
- The advantage of making this provisional decision in November 2010 is that the recommended Equipment evaluations can begin in sufficient time to be effective
- If the vote is passed, proceed to vote 2. If it is defeated, then process for deciding Olympic Events and Equipment is deferred to May 2011 for further consultation

### **Commentary on Vote 1**

- The Commission supports board-sailing as an Olympic Event. It is an event for boys and girls at the ISAF Youth World Championships, so there is a single step pathway from youth elite to Olympic. Also it is a transportable, innovative, athletic and low cost branch of the sport. Because it is innovative, the Commission believes it is essential that board-sailing at the Olympics is kept up-to-date, and ISAF should evaluate, through demonstration events or otherwise:
  - a. whether windsurfing equipment still provides the best Olympic Event, or whether kite-boarding would be the better equipment for the Olympics by 2016;
  - b. the format of competition that will best display the sport of board-sailing.

The single evaluation process would cover both Men's and Women's board-sailing

- The Commission supports 1-person dinghy as an Olympic Event, using the Laser for Men and the Laser Radial for Women. This Equipment is popular, globally available, low cost, and out-of-the-box. It can be supplied equipment, and it provides an immediate pathway from Laser events at the ISAF Youth Championships to Olympic sailing. These Events were the most popular for each gender at the 2010 Sailing World Cup, so they provide the best opportunity to ISAF for maximising nation participation in continental Olympic qualification events.
- The Commission supports 2-person asymmetric (skiff) Equipment as the premier 2-person Equipment for both Men and Women. The premier 2-person dinghy Events should test boat handling and athleticism to the highest level. The boats should be fast, spectacular and challenging to sail. They should be contemporary, and evolve between Olympics to ensure they continue to offer the highest challenge. Currently 2-person asymmetric dinghies are sailed as an open event for boys and girls at the ISAF Youth World Championships, but there is no follow-on 2-person asymmetric Olympic Event in which women can participate. The Commission therefore recommends the part-completed Women's 2-Person high-performance dinghy trials are re-started and taken to completion to provide women with an asymmetric pathway from youth to Olympic.

### **Vote 2: Provisionally Decide the Remaining 4 Events for 2016**

The six Events and Equipment that are recommended by the Olympic Commission as suitable options for the remaining four Events for the 2016 Olympic Sailing Competition are:

<b>Event</b>	<i>Gender</i>	<i>Men</i>	<i>Women</i>	<i>Mixed</i>
<b>2<sup>nd</sup> 1P Dinghy</b>		<b>Finn</b>	<b>Evaluation</b>	
<b>2P Multihull</b>				<b>Evaluation</b>
<b>2P Dinghy (spinnaker)</b>				<b>470*</b>
<b>Keel-boat</b>		<b>Evaluation</b>	<b>Elliott 6m</b>	

\* Note: If the 470 is chosen, it is recommended that ISAF works with the Class to investigate whether a more "out-of-the-box" variant could benefit sailors and the sport by reducing costs for MNAs and sailors, and the cost of equipment control.

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### ***Notes on voting process***

- The vote will be in two parts: vote 2A to reduce the number of options to five, and then vote 2B to choose four from these five.
- In the vote 2A, voters must select four Events from the six Events available. Ballot papers marked with a different number of selections will not be counted.
- The Event with the lowest number of votes shall then be eliminated. However, if all Events receive votes from more than 50% of voters, a run-off ballot will be held between the two Events with fewest votes.
- In the vote 2B, voters must select four Events from the five Events remaining. Ballot papers marked with a different number of selections will not be counted.
- The Event with the lowest number of votes shall then be eliminated. However, if all Events receive votes from more than 50% of voters, a run-off ballot will be held between the two Events with fewest votes.
- In both votes 2A and 2B, if there is a tie that needs to be broken, run-off ballot(s) will be held between the tied options. If a tie remains unbroken, the Chairman shall have a casting vote.
- The advantage of making these provisional decisions in November 2010 is that the recommended Equipment evaluations can begin in sufficient time to be effective
- The reason for the run-off ballot between the two with fewest votes when all Events receive more than 50% of the votes is to ensure that an Event is not eliminated after a ballot in which it receives the support of a majority of voters
- If Women's keel-boat is chosen, the choice of format (fleet racing or match racing) will be deferred to a later meeting (between May 2011 and November 2012). This will allow time for an examination of how match racing equipment supply at the 2016 Olympics and preceding Qualification Events would be funded, and an analysis of whether match racing, even if retained as an Olympic Event, should be included in the Sailing World Cup.

### **Commentary on Vote 2**

#### **2<sup>nd</sup> 1-person Dinghy Event for Men and / or Women**

- A 2<sup>nd</sup> 1-person Dinghy Event for Men serves Men's sailing well, as:
  - a. 1-person dinghy sailing is by far the most popular sailing among youth and young adults, and is relatively speaking lower cost;
  - b. two 1-person Events enable Olympic sailing to accommodate both a wider range of physiques, and different boat types and sailor skills in this most popular area.
- Women's sailing would also benefit from these advantages, and in which case the Equipment for the 2<sup>nd</sup> Women's 1-Person Event should be chosen (after appropriate evaluation) to suit women lighter than those suited by the Laser Radial. Having two 1-person Events for both men and women will also provide gender symmetry.

#### **2-person Mixed Multi-hull Event**

- The Commission supports the inclusion of multi-hull as Olympic Equipment as a Mixed Event. Mixed would reflect much of current global participation, and would provide a single-step
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pathway from the open multi-hull event at the ISAF Youth Worlds to the Olympics. The Commission recommends Equipment trials to select an inexpensive, modern, one-design multi-hull suitable for elite Mixed sailing that can be expected to become globally available in one to two years. The following paragraphs provide additional commentary on the recommendation for Mixed.

- Gender-based Olympic sailing Events have been introduced gradually, starting 1988, as sailing's Open Events were being almost exclusively competed for by men due to the men's strength-to-weight advantage. 2012 will be the first Olympics at which sailing has no Open Events.
  - The gender-based Events introduced were Men and Women, not Mixed. However outside Olympic sailing, a lot of 2-person sailing is Mixed – especially 2-person dinghies and 2-person multi-hull. The Olympic Commission believes that Mixed offers sailing some significant advantages and should be included in the Olympic programme for selected two 2-person Events:
    - a. it allows sailing to include more types of equipment in its 10 Events;
    - b. it better reflects sailing as it is practised globally in many parts of the world;
    - c. it highlights and promotes a key media-appealing differentiator of the sport;
    - d. it ensures not only gender equality on number of Events, but also number of athletes.
  - Including Mixed Multi-hull is seen as the most advantageous way to re-introduce multi-hull into the Olympic Sailing Competition. It provides a natural pathway from the Open Multi-hull event at the ISAF Youth Worlds, and can be expected to increase the proportion of that fleet that sails Mixed at that event. Examining the other options:
    - a. **no multi-hull:** this is not supported as the Commission believes that 2-person multi-hull racing should be included in the Olympic Sailing Competition. It is an inexpensive and exciting branch of the sport that is accessible to most nations and a relatively wide range of sailor physiques, and tests a particular sailing skill;
    - b. **men-only multi-hull:** this is not supported as the Commission believes it would be wrong, as sailing seeks to move towards gender equality, to introduce a new Event as men-only, especially when the event is Open at the ISAF Youth Worlds;
    - c. **men and women multi-hull:** this is not supported as the Commission believes that there is not currently sufficient Women-only multi-hull racing taking place globally to merit one of sailing's 10 Olympic Events. It might also fail to meet the IOC requirement (practised in 35 countries on 3 continents). The Commission believes that new Olympic Events should reflect sailing that is already an established part of the sport.
  - The Commission does not support the view that Mixed is “not a discipline” or “not elite”. Sailing already has a Mixed Event (the 2-Person event in the Paralympics), and the IOC has added mixed tennis for 2012. Multi-hull is currently sailed Mixed by many sailors in many elite competitions – for instance the 2010 Tornado Class World Championships was won by a Mixed crew, as was the 2009 ISAF Youth Worlds multi-hull event. Furthermore, if multi-hull is only Mixed in the Olympics, this Mixed competition will become the premier, elite multi-hull dinghy event, and will provide additional value and differentiation to multi-hull sailing.
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- In its 10<sup>th</sup> December 2009 press release on mixed tennis, the IOC stated: *“The inclusion of tennis mixed doubles event ... will bring an added value to the Olympic programme by providing another opportunity for men and women to compete together on the same field of play.”* Mixed sailing will offer similar added value to the IOC.
- The Commission acknowledges that Mixed sailing is not currently common in some countries’ 2-person dinghy sailing – but Olympic decisions influence grass-roots sailing, and the Commission believes that this would change if Mixed is adopted. The Commission has not identified any nations that are today strong in multi-hull sailing that do not have Mixed sailing. Mixed is also popular in other sports. For instance Badminton supports Mixed Doubles at all age levels, with Eastern Asia dominant. Badminton’s 2010 World Junior Championships had Mixed Doubles entrants from every continent, and the number of entrants for Mixed Doubles was significantly more than for Boy’s or Girl’s Doubles.

### **2-person Mixed Spinnaker Dinghy Event**

- The 470 is widely sailed currently in many countries, and by both men and women. Retaining it in the Olympics, but as a Mixed Event, takes advantage of this previous investment in 470 skills and infrastructure. Allocating just one Event to the 470 increases the number of Events available to support other formats and equipment types.
- The 420 is sailed by both boys and girls at the ISAF Youth World Championships, so 470 Mixed offers a single step pathway for these sailors into Olympic competition.
- The 470 is suitable for both men and women. Selecting 470 Mixed ensures that the 470 Event is gender-balanced, in both the number of Events and also the number of athletes.
- It is difficult for the media and IOC to differentiate between two 2-person dinghy events for both men and women. By selecting 470 Mixed, ISAF ensures there is now clear differentiation between the three 2-person dinghy events, and adds media interest to the 470 Event.
- If ISAF selects Mixed for both multi-hull and spinnaker dinghy, then, depending on the other Events selected, ISAF is able to have gender equity in terms of number of Events in which men and women can compete in 2016.
- The 470 has proven to be popular Olympic Equipment, but it has been the 2-person dinghy since 1976 since when there has been advancement in equipment design and manufacture. It is appropriate for ISAF and the Class to investigate whether it can be developed to be lower cost, more out-of-the-box Equipment that would better meets ISAF’s Olympic strategy.

### **Keel-boat Event for Men and / or Women**

- Keel-boat fleet racing is typically the most expensive Olympic Event, in terms of both MNA and Organising Authority costs (equipment, transportation, shore facilities, and, in the case of match racing, umpiring). The small size of the keel-boat fleet at ISAF Sailing World Cup events highlights this.
  - Keel-boats are not raced at the ISAF Youth World Championships, and rarely do sailors migrate from youth events to keel-boats in a single step. Keel-boat Events are often chosen by sailors as their 2<sup>nd</sup> Olympic Event; the effect of an Event that enables sailors to extend their Olympic careers is that the number of Events for new sailors is reduced, and therefore fewer sailors experience the Olympic dream.
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- Nevertheless, keel-boat fleet racing is an important and popular part of sailing today, and the Elliot 6m shows modern keel-boats in Olympic competition. If selected, an Equipment evaluation would be undertaken before any choice of men's Equipment is made.
- If Women's keel-boat is chosen, the Commission recommends deferring the decision on whether the format should be fleet racing or match racing to a later meeting, at the earliest in May 2011, and at the latest in November 2012. The earlier the decision is made, the better for those bidding to host Sailing World Cup and Sailing World Championships between 2013-2016. However deferring the decision to November 2012 will allow the decision to be made after the 2012 Olympics. The reason to defer the decision to after November 2010 is to allow for analysis, before this decision is made, of:
  - i. how match racing equipment supply at the 2016 Olympics and preceding Qualification Events would be funded;
  - ii. whether, if selected as an Olympic event, it is still best to include match racing in the Sailing World Cup, and if so, the most advantageous way to do this (eg organising authority or competitor-supplied boats).
- The Commission notes that Men's Match Racing has a healthy global circuit, with prize money, sailing in larger keel-boats with more crew, and different boats from venue to venue. The Commission believes this model might be best for women's match racing too, but this is incompatible with the Olympics being the pinnacle Women's Match Racing event. If Women's Match Racing remains Olympic, then the Women's Match Racing World Championships will be held just once every four years, and a decision would need to be made on whether the Women's Match Racing Ranking List is restricted to Match Racing events sailed using Olympic Equipment.
- In addition Women's Olympic Match Racing is proving very expensive for Sailing World Cup event organisers, and SWC events have a restricted entry list which restricts the ability of new nations and countries' second and third teams to participate. Therefore the Commission believes that Women's Match Racing, whether Olympic or not, may be stronger outside the Sailing World Cup, with a thriving Nations Cup and separate Continental Olympic Qualifiers to bring in new nations
- The Commission's concern is whether retaining Women's Match Racing as an Olympic Event might be restricting its success and expansion outside the Olympics. If this is the case, then as most countries have not yet built a long-term Olympic Match Racing programme, it might be better to move Match Racing (for both men and women) outside the Olympics sooner rather than later.

### **Equipment Selection Criteria**

For all Equipment the following are desirable:

- low cost (purchase, running and transportation costs, development costs, measurement costs)
  - consistency of manufacture delivering fair and reliable equipment
  - out-of-the-box one design
  - challenging to sail fast – likely to reward high sailing skills, athleticism and fitness
  - good global spread, or for new equipment, expectation of fast global spread covering all continents
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- visually appealing, and incorporating country flags on sails
- representative of equipment used for that event outside the Olympics today
- supported by lower cost “sailor development” alternatives for building grass roots sailing
- low level of difficulty enforcing rule 42

<b>Event</b>	<b>Other criteria / comments</b>
Board M	Equipment could be windsurfer or kite. Competition and course format to be optimised to reflect modern board competition trends.
Board F	
1 Person Dinghy Light F	Designed for universality, high global adoption and high athleticism. Optimal weight range within (tbc)
2 Person Dinghy Asymmetric F	Faster than windspeed off-wind. Challenging to sail. Optimal weight range within (tbc)
2 Person Multi-hull Mix / Men	Optimal weight range within (tbc).
Keel-boat M	Reflecting modern keel-boat racing, high speed, demanding high sailing skills and athleticism of all crew members. Evaluate whether lifting keel would provide significant advantages such as easier transportation and launching. Average per person weight (tbc).

Note: “tbc” weight ranges to be decided based on advice from the relevant expert committees once the provisional set of 10 Events is known.

### Current Position

No decisions have been made about Events and Equipment for 2016

### Reason

The Olympic Commission recommends that Council makes provisional decisions for 3 reasons:

- i. discussing the options now will be a helpful step towards making the final decisions in May 2011;
- ii. provisional decisions will give the full two years for any associated Equipment evaluation or trials;
- iii. provisional decisions will assist in the planning and bidding process for ISAF Sailing World Cup and Sailing World Championships.