



ISAF Olympic Commission

Supplementary Report to the

ISAF Executive Committee

Update on Recommendations since May 2010



INTRODUCTION AND RECENT ACTIVITIES

IN.1 In May 2010, the ISAF Olympic Commission, on behalf of the Executive Committee, presented a report to the ISAF Council that was '**Recommended as a Draft Report for wider consultation**'. There was general support of the presentation with the Council unanimously confirming the statement of the President that "doing nothing was not an option". The draft report was circulated to MNAs and then published on the ISAF website, with feedback invited from MNAs and more broadly.

IN.2 The purpose of this Supplementary Report is to:

- provide an update on activity since the release of the draft report in May 2010;
- outline significant shifts resulting from consideration of the feedback; and
- clarify matters that have not been well understood from the original report

This Supplementary Report assumes that the reader has also read and has a working knowledge of the key recommendations in the draft report dated May 2010. <http://www.sailing.org/news/32708.php> References are made to draft report in brackets (DR) throughout this Supplementary Report

IN.3 Feedback on the draft report was invited by 21 June 2010. Written responses to the draft report were received from 8 ISAF MNAs:

- Argentine Yachting Federation
- Danish Sailing Federation
- Hungarian Yachting Association
- Royal Yachting Association
- Swedish Sailing Federation
- US Sailing
- Yachting Australia
- Yachting New Zealand

IN.4 Feedback was also received from at least 20 individuals, the International Kiteboarding Association (IKA) and the Women International Match Racing Association (WIMRA). In addition a joint meeting was held with the Events Committee. Unfortunately, through the process there were no responses from the Olympic Class Associations. It has therefore been difficult to fully take account of their views.

IN.5 The Olympic Commission is very grateful to all contributors for their supportive, considered and constructive contributions. The feedback indicates general support for the directions outlined in the draft report. The Commission regrets that it has been unable respond separately to comments from each contributor. All the input has been considered in detail and has helped to shape and refine this Supplementary Report and the Submissions that have been developed.

IN.6 The Executive Committee met on 5/6 July and considered and provided feedback on the draft report and the contributions made by MNAs and others.

IN.7 A meeting was held with the IOC at the IOC offices in Lausanne to discuss the draft report on 1 September 2010. In attendance on behalf of ISAF were:

- Goran Petersson, ISAF President
- Jerome Pels, ISAF Secretary General
- Phil Jones, Chairman, ISAF Olympic Commission and
- Chris Atkins, Chairman, ISAF Events Committee

In attendance from the IOC were:

- Christophe Dubi, IOC Sports Director
- Pierre Ducrey, IOC Sports Operations Manager - Summer Games

IN.8 The meeting with the IOC assisted in:

- Hearing the general views on the IOC on the strengths and weaknesses of our sport in the Olympic Games and the value we add as a sport
- Ensuring that our focus is on the right strategies and that we address the key issues as a priority
- Clarifying some specific matters that have come to light due during the work of the Olympic Commission
- Gaining an insight as to how other sports have addressed issues similar to those facing Sailing

IN.9 The Olympic Commission has focused since July on refining our recommendations and on developing Submissions for consideration at the 2010 Annual Meetings that are time critical if the recommendations in the draft report are to be properly implemented. These relate mainly to the selection of the **Olympic Events and Equipment** and the **ISAF Sailing World Cup**



INTRODUCTION AND RECENT ACTIVITIES

IN.10 The following five Submissions contain detailed supporting arguments and are referred to and should be read in conjunction with this Supplementary Report.

- **096-10 - ISAF Olympic Event & Equipment Decisions**

Change to Regulation 16.1 Defining the Process

- **097-10 - ISAF Olympic Event & Equipment Decisions for 2016 Olympics**

Submission to Enable Council to Make Some or All Provisional Decisions,
Subject to Confirmation or Amendment in May 2011

- **109-10 - ISAF Sailing World Cup**

Regulation to Define ISAF SWC Structure, for 2013 Onwards

- **112-10 - Class World Championships for Olympic Classes**

Limitations on World Championships for Olympic Classes

- **106-10 ISAF Sailing World Championships**

ISAF Sailing World Championships as Olympic Qualifier

The Commission recognises that the 2010 ISAF Annual Meetings provide the first opportunity for some Committees and Sub Committees to consider the draft report. The OC recommends that an offer is made to brief selected Committees and Sub Committees accordingly.

IN.11 Aware that the Olympic Commission properly has a finite term, especially in fulfilling its current role, the Commission is now developing a list of items that should be considered by ISAF in May and November 2011. We will also make recommendation as to where responsibility should lie for the various issues.

IN.12 Having taken account of the feedback received and refined and clarified our recommendations in the light of this feedback, the Olympic Commission is satisfied that by implementing the draft report, as modified by the points in this Supplementary Report, Sailing can achieve its 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 minimise the cost and limit environmental impact in achieving our goals

THE VALUE OF SAILING TO THE OLYMPIC PROGRAMME

The Commission is of the view that the draft report published in May failed to highlight the strengths and value that the sport of sailing brings to the IOC, the Olympic Movement and the Olympic Games. The outline below reflects the views of the Commission and was compiled following the meeting with the IOC on 1 September:

- **SCALE:** Sailing is a big sport within the Olympic Programme, both in terms of the number of Events and the number of athletes
- **UNIQUENESS:** Sailing offer an arguably unique combination in that it is both a competitive sport for some and lifestyle, recreation or holiday activity for others
- **AUDIENCE AND REACH:** Sailing has its own dedicated media which ensures extensive exposure in non mainstream outlets. Sailing is also well suited to promotion through new digital communication technologies and networks.
- **BALANCE:** The sport combines high technology on the one hand with mental and athletic skill and strength on the other
- **DIVERSITY:** The sailing competition is distinctly different to others at the Olympic Games. In this respect, it is preferred if the competition can be run in or close to the host city.
- **BREADTH:** The diversity of sailing Events and equipment means that sailing can accommodate a very wide range of athlete physiques.
- **YOUTH:** Sailing is a highly attractive and popular sport for young athletes, building their self-esteem and global awareness through sporting competition.
- **SPECTATOR EXPERIENCE:** The sailing venue and competition has the potential to provide a spectator 'experience' that is different and distinct within the Olympic Games.



CLARIFICATION AND SHIFTS

GENERAL

The following is a summary of the key points which from feedback and from discussions within the Commission warrant further comment, either for clarification or as a result of a shift in direction from that proposed in the draft report published in May 2010.

This Supplementary Report does not address all the feedback that has been provided, much of which was very detailed. The Commission is now developing a list of recommendations that should be taken forward after the Commission is disbanded through existing ISAF Committees and Sub Committees. The detailed feedback provided to the Commission should be passed to the relevant Committee or Sub Committee responsible.

PARALYMIC MATTERS

The Commission notes that its terms of reference and resulting focus has been on the strengthening Sailing in the Olympic Games. The involvement of the sport of sailing in the Paralympic Games has not been part of the deliberations of the Commission, this properly being a matter for the IFDS.

COST REDUCTION

Cost has been an underlying issue in the deliberations of the Commission. The draft report highlights a number of areas where changes should be considered that may, either as a primary objective or as a consequence, reduce costs. The feedback, especially from MNAs, reinforces the need to address cost reduction as a major issue.

When making any decisions, ISAF should consider the cost consequences, not only at the Olympic Games but also on the SWCUP, SWCHAMPS and the sport more generally, considering the interests of the Organising Authorities (and MNAs and athletes). This is not to say that decisions should not involve additional costs, but rather costs and benefit considered when these decisions are made.

1. INCREASING UNIVERSALITY

Our sport is widely practised 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'

- 1.1 Support for the strengthening of initiatives in this area was unanimous. A number of initiatives to reduce costs and provide support for emerging nations were recommended including:
 - Support for the concept of a 'partner' program (DR1.9) which would see an emerging nation or nations supported by established MNAs.
 - A fund developed to support emerging nations, in conjunction with industry, perhaps through a levy on established MNAs
 - A program that sees 'used' equipment donated to emerging nations, perhaps with a collection system at the completion of each SWCUP event
- 1.2 It is recognised by the IOC that the simple measure of the number of National Federations that an International Federation has in membership (DR CS.20–CS.24) does not provide a complete picture. The level of activity, not only as reflected in the number of National Championships (DR CS.25) or other criteria, but in terms of development activity, is also important. This again highlights the importance of pathways through more local events, such as the Regional Games.
- 1.3 Many recognise that in this area the interests of the sport and industry are often aligned. There is commercial interest here that might be used to help meet the development costs. There are some detailed proposals in the feedback that the Youth and Development Committee should consider



CLARIFICATION AND SHIFTS

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

- 2.1 The introduction a system that provides more local opportunities to qualify for the Olympic Games has widespread support in the feedback received.
- 2.2 There have been some suggestions that it may be appropriate to use Regional Games as part of the Olympic Qualification System. Whilst the Commission acknowledges the importance of the Regional Games in the development of the sport, the Commission recommends using the appropriate round of the SWCUP in the 3rd year of the Olympic cycle as the Continental Qualification Event (CQE) (DR 2.29 and 4.25).
- 2.3 There are several issues to consider in relation to the possible use of the Regional Games:
 - 2.3.1 ISAF does not control the timing of the Regional Games and it is unlikely that the timing could be varied to suit the requirements of ISAF and IOC. It is acknowledged that in some cases, the timing may, by coincidence, be suitable.
 - 2.3.2 ISAF is required to have control over those events that are used as part of the Olympic Qualification System. This may be difficult to achieve with the Regional Games.
 - 2.3.3 Where possible, all 10 Olympic Events should be part of the CQE. In most cases, this would be difficult to achieve within the framework of the Regional Games.
- 2.4 The situation may change as sailing becomes more established as part of the Regional Games structure and should be monitored.
- 2.5 Some have questioned how the places available for the CQE would be allocated across the 5 or 6 different CQEs. This is a matter of detail which should be considered by the Events Committee at the proper time. It should strike the right balance between athlete quality and continental representation.

- 2.6 If the Americas is accepted as two continents for the purposes of the Olympic Qualification System, the IOC agrees that the places available could be divided between the two CQEs. Again the number of places for each would be a matter for the Events Committee to recommend. The IOC is also clear that any regional qualification system should use the IOC Continents as the basis.
- 2.7 The feedback recognises the balance that must be struck here in ensuring the 'Participation of the best Athletes in the Olympic Games.' Again this is matter that the Events Committee is urged to consider.

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

- 3.1 This has been an area of increasing focus for the Commission. The IOC acknowledges that one of the benefits sailing brings to the Olympic Games is that it is different. The venues are different, the athletes are different and the offering to the audience is different. The IOC's guidance is that, while there was the opportunity for improvement in all five areas discussed in the draft report, ISAF could make the biggest transformation in this area and in Event Structure.
- 3.2 Sailing is a sport that can build a real 'experience' for the spectator and differentiated value for commercial partners. The draft report calls for an Event Village concept to be developed (DR 3.14). There are good examples in sailing where the audience has the opportunity to interact with the sport in a variety of ways. Sailing can even offer the audience to chance to 'have a go' either in the water or on a simulator. This is key element when it comes to selecting event venues.
- 3.3 There is considerable expertise within the sport and the media which can inform our plans for the improvement of the presentation and coverage of our sport. The Commission considers that engaging with these interested parties is essential, perhaps through some form of working group or even a seminar to which key groups and individuals are invited and can contribute.



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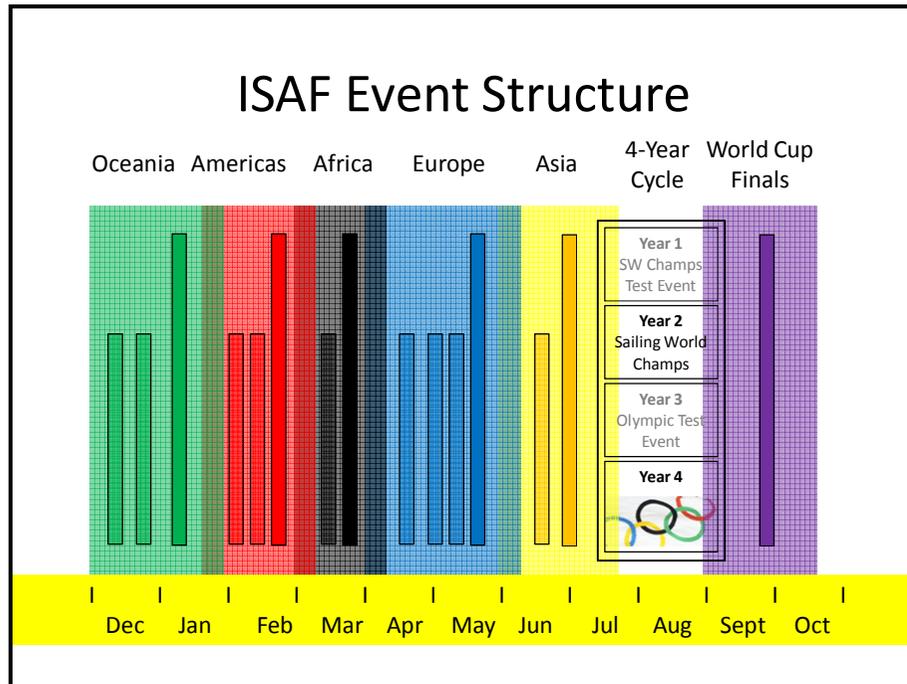
- 3.4 Some question the need for live TV to the extent it is currently provided from the Olympic Sailing Regatta for the early rounds, considering that highlight packages would better promote the sport. The Commission supports this and considers that the approach outlined in the draft report (DR 3.49-3.55) should be actively pursued.
- 3.5 The Commission acknowledges the work done by the various events but we have seen through 2010 the differing outputs from the SWCUP. The importance of consistency of coverage is again stressed (DR 3.56-3.58). The Commission believes that ISAF can achieve this improvement and consistency of presentation, but only if it establishes an entity to develop, promote and manage the SWCUP (see 4.13 below).
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
- 4.1 There is widespread support for the Sailing World Cup. The Commission has become increasing aware of the value that the SWCUP offers including:
- 4.1.1 A series of ISAF owned events that provide a platform through which new initiatives, such as modified format and scoring systems, can be tested in a controlled environment.
- 4.1.2 A development focus that can be built around the events including training for emerging coaches, officials and athletes, supported where appropriate by Olympic Solidarity.
- 4.1.3 A promotional vehicle for the sport in that country and in the region, with the support of the leading Olympic sailing athletes
- 4.2 Extensive consideration has been given to the proposed structure for the SWCUP. The need to build a proper structure to support the SWCUP events, and in some continents provide a pathway and qualification system into the SWCUP, has led to some modification of the original proposals.
- 4.3 The draft report recognises that some SWCUP events may have to eventually limit entries (DR 4.22). There have been examples this year where racing has been compromised because of the number of boats at the event in some classes. This a matter that should be considered for the future.
- 4.4 The draft report suggested that there would be a minimum of one SWCUP event on each continent with an eventual maximum of 8. The Commission now recommends that there should be **only** one SWCUP event on each Continent. This would mean 5 SWCUP events (or 6 if the Americas is divided into North and South).
- 4.5 It is envisaged that these SWCUP events would be supported by a 'mini-circuit' of events, ideally 100-pointers (DR 4,54), held prior to each SWCUP event. Submission 109-10, relating to Regulation 17.3, suggests how these might become part of the qualification for each SWCUP event. The promotion of local events in which leading athletes are encouraged to participate prior to each SWCUP event provides greater opportunities for developing athletes to gain experience closer to home.
- 4.6 Some concerns were noted over the costs of participation. It was the original recommendation that results from 4 SWCUP events should count towards the rankings (DR 4.51). With the reduction in the number of SWCUP events, and the goal of building supporting mini-circuits, it is now recommended that 5 events count, of which a maximum of 3 can be SWCUP events. This would encourage leading athletes to participate in SWCUP events on at least 3 continents, and to participate in at least 2 other events. The number of events that can be counted may be increased at the SWCUP becomes more established.
- 4.7 Discussions with those from the African continent particularly suggest that a SWCUP event which includes all 10 Olympic Events may not be viable initially. Submission 109-10 provides for certain SWCUP events to include some but not all 10 Olympic Events.
- 4.8 Concern was expressed that the schedule used to illustrate the concept of event windows, in which the SWCUP events will take place, would not work for sailing in certain parts of the world. As discussed (DR 4.47), the windows are a guideline only. Venues would be invited to bid for events at the times of year optimal for then and the schedule decided accordingly.



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4.9 There was concern that the recommendations on event structure remove the ‘off season’. On the contrary, the plan is to actually lock in down time for the athletes between mid September and December.

4.10 The modified event structure is represented as follows:



4.11 The Commission notes that some current SWCUP events include Olympic and Paralympic Events. For clarification the Commission is of the view that ISAF should focus the SWCUP on the Olympic Events only, certainly until it is properly established. This would not preclude Paralympic Events being included in the events in the ‘mini-circuits’ that are proposed.

4.12 There has been some feedback over the proposals to preclude the Olympic Classes from running Class World Championships (DR 4.34-4.36). Unfortunately there was no feedback to the OC from the Olympic Classes on this matter.

4.13 Generally there is recognition that to run the SWCUP alongside the Class World Championships is less than ideal. There is evidence that other sports that have introduced similar initiatives whilst leaving the existing structures in place have achieved only limited success.

4.14 It is essential that ISAF engage actively with the current Olympic Classes to discuss the changes in the role of the Classes under the arrangements envisaged for the SWCUP. It must be in the interests of the Classes to contribute to and support the changes.

NOTE: There is sensitivity within the IOC to use of the terms ‘Olympic Classes’ and ‘Olympic Events’ away from the Olympics. Alternatives should be sought.

4.15 The draft report highlighted the fact that dedicated management of the SWCUP was essential to its success (DR 4.56-4.62). There is unanimous support for this view. There is concern that the SWCUP will not be successful without a commitment to properly invest in and manage it. The Olympic Commission shares this concern.

4.16 It is not reasonable to remove the rights of a Class to run World Championship without a high degree of certainty that the alternative will provide better outcomes. The Commission is confident that this will be the case with the SWCUP if it is properly and fully implemented. Accordingly submission 112-10 relating the limitations on World Championships for Olympic Classes has been developed conditional on an appropriate commitment to the management of the SWCUP.

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

5.1 Perhaps not surprisingly there has been a focus in this area on the selection of Olympic Events and Equipment. There is a strong view that the focus should be to the athlete and not the equipment, with out of the box, one design boats preferred, but not necessarily exclusively.



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GENDER BALANCE

- 5.2 The draft report has a target that by 2016 there should be an equal number of events for men and women to participate in at the Olympic Games (DR 5.10-5.14). This is an important matter from the IOC and there is widespread support in the feedback received. Indeed some seek to go further and have the same number of men and women participating in the Olympic Sailing regatta. This is matter that has been a factor in the development of submission 097-10 relating to the decisions on Olympic Events and Equipment.

MIXED EVENTS

- 5.3 There is some criticism of the opinion of the Commission expressed in the report that *'Mixed sailing would be attractive as part of the Olympic Sailing Competition'* (DR 5.17). This is an opinion and as such, hard to substantiate. However the OC still holds this view. Mixed sailing is very common in some parts of our sport, especially amongst younger people. The inclusion of mixed events in the Olympic Sailing Programme allows more different types of sailing to be included, so better reflecting the diversity of our sport. Mixed events are the only events in which gender balance in terms of number of athletes is guaranteed.
- 5.4 There are several mixed events on the Olympic Programme and the IOC recently supported the introduction of mixed doubles in tennis. We understand that there would be no objection to the inclusion of mixed events in sailing. It will be another point of interest and distinction for our sport.

YOUTH FOCUS

- 5.5 There has been some misunderstanding of the suggested focus on youth and the single step pathway from youth to Olympic competition. Some have taken this as meaning older athletes should in some way be excluded. This is not the intention. The fact that older age athletes can compete on equal terms with younger athletes is a positive point of difference for our sport.
- 5.6 The diversity of sailing is acknowledged as a benefit and this diversity should be reflected in the Olympic Program. Similarly the need to have 'matched' events for Men and Women is clear. Given the limitation on the number of Events, it is then very difficult also to include events designed to cater well or less well for different ages of athletes.
- 5.7 Events should be chosen primarily to offer a range of options to younger athletes. Younger athletes should not be denied the opportunity to participate in order to

include events that, mainly by virtue of the equipment chosen, provide new opportunities for those that have already had an opportunity to participate in other equipment. At the same time, older age athletes should be encouraged to continue to compete in the Events selected.

- 5.8 Olympic sailing heroes should be those, like Paul Elvstrom in sailing and Steve Redgrave in rowing, who are so exceptionally good that they can continue to compete and win in Events and Equipment more suited to younger athletes.

FORMAT

- 5.9 Diversity should be seen as a very positive aspect of our sport. This should encourage us to consider formats for competition that best suit the Events and Equipment selected and that reflect the 'culture' of that part of the sport. As an example, Match Racers are content with a 'knock out' style of competition because this is common and accepted practice. Not all our events need to be the same. In fact, within limits the more different they are, the more interest we are able to create.
- 5.10 Kiteboarding is another part of the sport in which 'knock out' style competition is common. Some forms of kiteboarding competition are also subjectively scored by a panel of judges. The IOC has no objection to this if it part of the 'culture' of the sport and the systems are as transparent as possible.

DECISION MAKING

- 5.11 There is widespread support for making longer term decisions, with the caution that appropriate controls must be in place to limit cost increases. Through submission 096-10, the OC has moved to enshrine the general principles contained in the draft report (DR 5.25-5.49) in ISAF Regulation 16.1. 'Wiping the slate clean' every four years is replaced by what the Commission considers to be a more systematic approach which provides continuity, consistency and evolution, and requires any changes to the Events and Equipment to be properly argued and justified.

COSTS

- 5.12 There is widespread recognition of the need to drive down costs. A reduction in the length of the Olympic Sailing Regatta and the corresponding savings are all supported.
- 5.13 The Commission notes that the cost of events is very much set by the 'tone at the top'. As an example, when the IOC accepts the need for an increase in the number



of officials at the Olympic Games, so the SWCUP and other events will be under pressure to increase the numbers in the same way in order reflect the new standard.

- 5.14 This should particularly be taken into account when considering changes to the Olympic Games. Whilst the IOC will meet the costs of the change at the Olympic Games, it is the Event Organisers, MNAs or Athletes that eventually have to meet the costs at other events.