

Events Committee Report to Council on Format of the Olympic Sailing Competition in Los Angeles 2028

May 2026

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Executive Summary

Purpose

Based on a testing phase, this report asks Council two things. First, to take note of the decisions the Events Committee has made based on delegated authority by Council in its December 2025 meeting to

- set target times for the Finals of all Events (within the band set in Recommendation 4 already approved by Council, see Appendix),
- determine the score adjustments as reward for Qualification Series performance for the Boats (based on the default position for the format for each event as outlined in Recommendation 2 and 3 already approved by Council, see Appendix) and
- decide the number of Board competitors (8 or 10) in the Finals (within the band set in Recommendation 2 already approved by Council, see Appendix)

Second, this report asks Council to approve a recommendation about the number of Boards athletes in the Quarter Final and Semi Final.

Council Action Required

Council requested to approve Recommendation 1. This recommendation suggests to increase the number of athletes in the Quarter Finals of the Boards from 5 to 6 and in the Semi Final from 5 to 4.

Note: The recommendations referred to in the Appendix were already approved. They are included here for reference only.

1 Contextualization¹

This report constitutes another step in the decision process required by the Regulation 11.8 that unless the Board decides a different date, Council must decide the format, qualification system, and quotas no later than three years before an Olympic Sailing Competition, based on the recommendation of the Events Committee. The following report on testing, testing parameters, decisions taken by the Events Committee by granted authority and the recommendation to Council are the product of intensive discussions in the respective Working Group and the Events Committee, based on high-end expertise by participating voices.

The basic pathway for Olympic format 2028 has been set in the meetings during the Annual Conference 2025 in Dun Laoghaire. On top of several recommendations by the Events Committee that had found Council support and ticked the boxes of the IOC conditions and the strong recommendations by broadcasters, parts of a well-crafted set of recommendations for the Boats Olympic Finals met fierce resistance by small, but important parts of a few stakeholder groups. A compromise for the Boats – two races in the Finals, 9/18 point cap after the Qualification Series – was achieved by intensive work with the Athletes Committee and brought under way to be included in the testing. Many critics were and are convinced that the new format for the Boats is more of the same instead of going further towards the Board format. The advocates were and are sure that this Format is in line with Boats racing tradition and strongly supported by important parts of the Boats athletes, with the athletes being an absolutely crucial stakeholder group.

At this point in time, I not only thank Council for the previous support and constructive conversations that brought the whole set of previous recommendations into action, but also ask Council to take note of the decisions made by the Events Committee regarding Boats Finals and Finals target times and to approve the recommendation on the Boards Finals. It may not be what many of us had hoped for, but is still something that as a total package has brought our sport forward at the Olympic level and has had some positive external resonance. At the same time, we are clearly not at the end of developing this part of our sport. I sense both a time window and a willingness to further develop formats for different kinds of regattas and also already work towards 2032 in this quadrennium. Let us use this momentum to its fullest.

¹ These remarks solely constitute the view of the Events Committee Chair and are not necessarily shared by other members of the Events Committee.

2 Testing

Following the recommendations approved by Council in 2025 including further testing for the Olympic Finals format, the Events Committee's Format Working Group has overseen an extensive period of testing, review and stakeholder consultation. This process included structured trials at major Olympic-class and multiclass events, including Trofeo S.A.R. Princesa Sofia and Semaine Olympique Française, as well as feedback from athletes, coaches, race officials, classes, organisers, World Sailing staff and other stakeholders.

The Events Committee would like to thank the Working Group and all those who contributed to this process. The cooperation of event organisers, race management teams, race officials, sailors and class representatives has been sterling and essential in allowing the proposed formats to be assessed in realistic, high-level competition environments.

A central principle throughout this process has been to pay special attention to the athletes' voice and to the broadcasting perspectives. The Events Committee recognises that the selected formats do not by themselves resolve all the challenges facing Olympic sailing. Further work remains necessary in many areas, including storytelling, athlete promotion, broadcast presentation, race scheduling, venue presentation, use of technology, and the overall clarity with which the sport is presented to audiences. While format is an important part of this wider programme, but it must be supported by continued work across all these areas if sailing is to strengthen its position within the Olympic Movement.

The Events Committee also acknowledges that constructive feedback was received regarding the suitability of different formats for larger and longer regattas outside the Olympic Games environment. Therefore, while the current report is limited to the Olympic Sailing Competition, the Events Committee is considering to continue the conversation about formats and develop an appropriate action plan, including consultation with athletes, Classes, Organising Authorities and aligned with World Sailing's Olympic vision, how alternative formats for non-Games Olympic Class events could look like.

3 Testing Parameters

In line with the authority delegated to the Events Committee, the testing phase focused on the specific parameters identified in the November report:

- All Events: Finals (formerly: Medal Series) race target time.
- Boats Events (Dinghy, Skiff and Multihull): the score adjustments defining the maximum gap
 - between competitors and
 - between the competitor ranked 3rd after the Qualification Series (formerly: Opening Series) and competitors ranked 4th to 10th;
- Boards Events (Windsurfing and Kite): whether 8 or 10 competitors should progress from the Qualification Series (formerly: Opening Series) to the Finals (formerly: Medal Series);

These were the areas expressly left open for refinement following testing and stakeholder feedback.

4 Events Committee decisions by authority granted and Recommendations to Council

Based on the testing phase, the Events Committee confirms the usefulness of retaining a two-format structure already supported by Council: one format for Windsurfing and Kite events, and one format for Dinghy, Skiff and Multihull events.

The refinements recommended below are adjustments to the approved parameters, not a change to the overall format architecture. Following the testing process and review of feedback, the Working Group reports the following.

4.1 Decision 1 by authority granted to the Events Committee: Boats Events Finals (Dinghy, Skiff and Multihull)

The format for the 10-boat Finals (formerly: Medal Series) remains unchanged from Events Committee's previous report approved by Council. Events Committee has decided that:

- the maximum adjusted score gap between any competitor and the competitor immediately ahead or behind shall be capped at 9 points and
- the maximum adjusted score gap between the competitor ranked 3rd after the Qualification (formerly: Opening) Series and competitors ranked 4th to 10th shall be capped at 18 points.

Voting: 9 yes, 2 no, 0 abstain

Note that the Events Committee continues working on adapting this scoring adjustment for regattas outside the Olympic Sailing competition.

4.2 Decision 2 by authority granted to the Events Committee: Target Times Finals

Events Committee has decided the target times be set in the following ranges, subject to confirmation by World Sailing staff that the races can be delivered within the required broadcast window:

Event	Target Time (minutes) for Finals
Women's Dinghy (ILCA 6)	13 – 15
Men's Dinghy (ILCA 7)	13 – 15
Mixed Dinghy (470)	13 – 15
Mixed Multihull (Nacra 17)	13 – 15
Women's Skiff (49erFX)	13 – 15
Men's Skiff (49er)	13 – 15
Women's Kite (Formula Kite)	6 – 7
Men's Kite (Formula Kite)	6 – 7
Women's Windsurfing (iQFOiL)	Sprint Slalom 4 – 5 Upwind sprint 6 – 7
Men's Windsurfing (iQFOiL)	Sprint Slalom 4 – 5 Upwind sprint 6 – 7

The exact final target time within this range should be determined by World Sailing staff in consultation with relevant technical and broadcast stakeholders.

Voting: 11 yes, 0 no, 0 abstain

4.3 Recommendation 1: Boards Events Finals (Kite, Windsurfing)

For Boards, the testing phase showed that especially in the light of higher broadcast potential, 10 athletes competing in the Finals is the preferred option. While this could have been decided by the Events Committee within the authority granted by Council, the Events Committee accepted feedback from the Athletes Committee that in the current structure, athletes performing very well in the Qualification Series (3rd and 4th) are not adequately rewarded. An adjustment to the progression was offered that leads to a Quarter Final with six and a Semi Final with four competitors (previously five competitors in each). The following rationale was offered:

- competitors finishing 3rd and 4th receive a more meaningful reward by entry to a Semi Final of only 4 boards, providing a statistically and tactically stronger pathway to the Final.
- Lower-ranked competitors (5th-10th) face a more challenging route to the medal through a larger Quarter Final fleet of 6 boards.
- This creates a clearer, graduated progression of advantage across the top 10, better reflecting Qualification Series performance.

Such a change goes beyond the scope of the granted authority. Against this backdrop, the Events Committee makes the following recommendation.

Recommendation 1: Format for Boards Event Finals (Kite, Windsurfing)

The Events Committee recommends for Boards Finals of the Olympic Sailing Competition for Boards (Kite, Windsurfing) to:

- all elements of the previous decision on the Boards format remain unchanged, including 10 athletes proceeding from the Qualification Series to the Final but
- change the number of competitors in the
 - + Quarter Final from 5 to 6
 - + Semi Final from 5 to 4

Figure 1 gives an overview about the suggested Finals for the Boards.

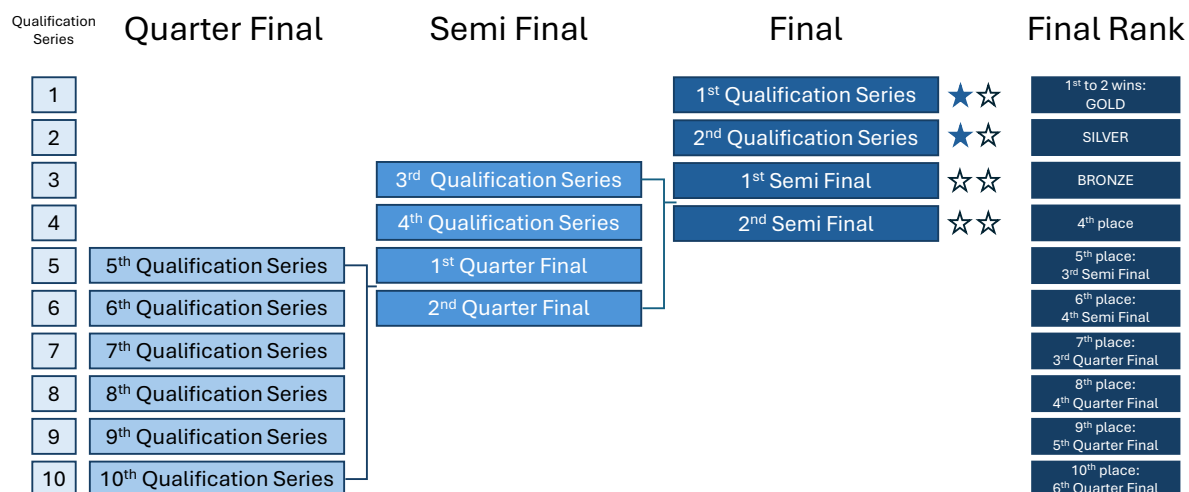


Figure 1: Boards Final at the Olympic Sailing Competition

The Events Committee recommends accepting this adjustment on the basis that the following conditions are met by 16 September 2026:

- Both the iQFOiL Class and the IKA provide their explicit endorsement of the adjustment to the progression. It is important to comply with the Council approved recommendation to the same format for both board events.
- Confirmation that the cost, operational complexity and umpiring requirements of the expanded Quarter Final are considered appropriate by World Sailing staff and Race Officials, specifically the International Umpire Sub-Committee (IUSC).

If these conditions are not met, the previous decision (see Appendix) remains unchanged.

Voting: 10 yes, 0 no, 1 abstain

5 Closing remark

The Events Committee believes the decisions taken under delegated authority and the recommendation to Council represent a balanced and evidence-based conclusion based on the testing phase. They retain the formats already approved by Council, incorporate feedback from athletes and stakeholders, and make targeted adjustments where testing has shown refinement is beneficial.

The following gives an overview about the major format elements of the LA28 Olympic Sailing competition (Table 1).

Event	Boats (Dinghy W + M, Skiff W+ M, Mixed Dinghy, Mixed Multihull)	Boards (Windsurfing W+M, Kite W+M)
Location	Phase 2 at Port of Los Angeles (San Pedro)	Phase 1 at Belmont Shore (Long Beach)
Equipment	ILCA 7, ILCA 6, 49er, 49erFX, 470, Nacra 17	iQFOiL, Formula Kite

Finals Format	Two single-point races, 10 competitors each	Knockout: Quarterfinal (6 competitors) → Semifinal (4 competitors) → Final (4 competitors) as a 'first-to-two-wins' series
Qualification Series Advantage	Points carry forward with compression (max 9-point gaps; max 18 points from 3rd to 10th)	3 rd and 4 th directly progress to Semifinal; 1st & 2nd directly progress to the Final
Finals Target Time Race Duration	13-15 minutes	4-7 minutes
Finals Date	Dinghy: 26 July Mixed Dinghy + Mixed Multihull: 27 July Skiff: 28 July	Kite 19 July Windsurfing 20 July

Table 1: Major format elements Olympic Sailing Competition Los Angeles 2028

6 Appendix: Recommendations already approved by Council

Note: The recommendations referred to in the Appendix were already approved. They are included here for reference only.

6.1 Target Times

Recommendation 4: Target times

The Events Committee recommends testing the target times for the finals as indicated in Table 1.

Event	Race target times Medal Series
Men's Windsurfing (iQFOiL)	4 - 6
Women's Windsurfing (iQFOiL)	4 - 6
Men's Kite (Formula Kite)	4 - 6
Women's Kite (Formula Kite)	4 - 6
Men's Dinghy (ILCA 7)	12 – 17
Women's Dinghy (ILCA 6)	12 – 17
Men's Skiff (49er)	12 – 17
Women's Skiff (49erFX)	12 – 17
Mixed Dinghy (470)	12 – 17
Mixed Multihull (Nacra 17)	12 – 17

Table 1: Target times for Medal Series races at the Olympic Sailing Competition in Los Angeles 2028

The exact target times will need to meet several conditions, in particular meaningfulness and feasibility for the various events, suitability for broadcasting with special reference to broadcasting requirements such as time windows (e.g., 26/52 minute broadcast package), and equipment performance whilst avoiding the risk of a procession.

6.2 Format for Dinghy, Skiff and Multihull

Recommendation 2: Medal Series for Dinghy, Skiff and Multihull with two races

The Events Committee recommends that the Olympic Sailing Competition for Dinghy, Skiff and Multihull Events comprises the following:

Competition Structure:

- Qualification Series with Event-specific number of maximum races over three days²
- Medal Series on one medal day with the top 10 competitors from the Opening Series competing in two single-point races

Score Adjustment for Medal Series: Opening Series net scores carry forward into Medal Series and are compressed to keep competition close:

- Maximum 9 point gap between competitors
- Maximum 18-point gap between 3rd place and everyone ranked 4th -10th

Figure 1 gives an overview about the proposed format.

² Already approved by Council; here repeated to provide the overall picture

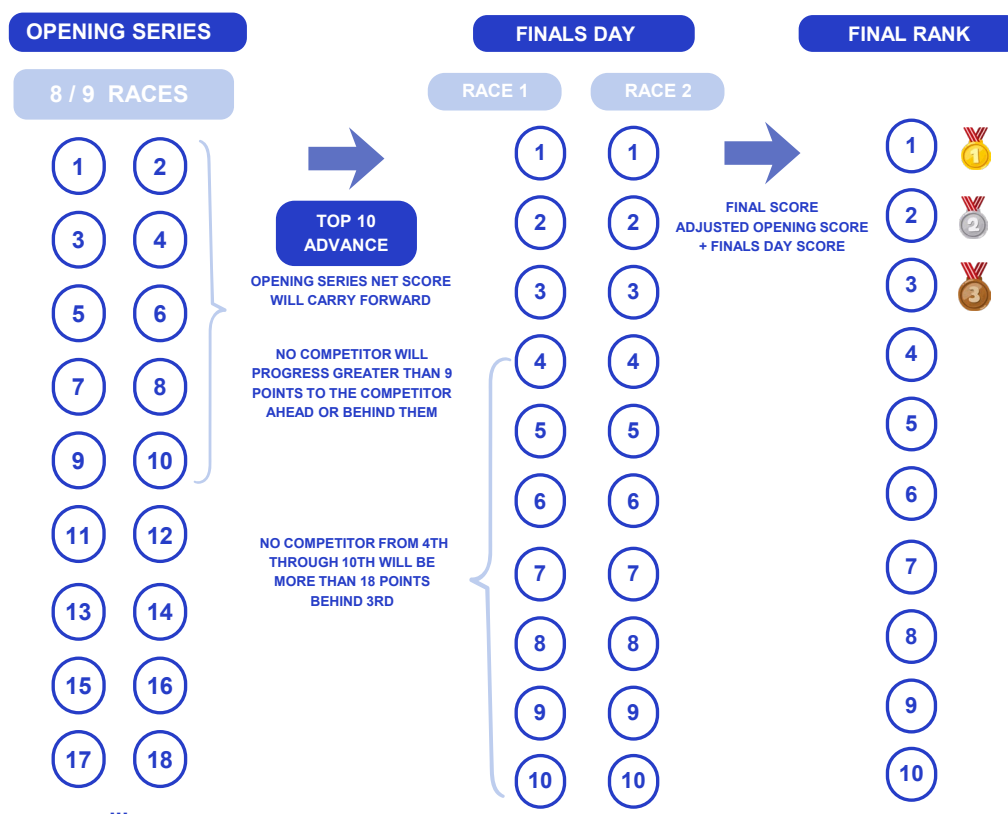


Figure 1: Format for Dinghy, Skiff and Multihull at the Olympic Sailing Competition in Los Angeles 2028

Appendix 2 provides several examples illustrating the impact of point compression following the Opening Series.

This format achieves a majority of the World Sailing Board format selection criteria:

- The Olympic Champion will be decided on the final day.
- No medal can be won before the final day.
- All competitors entering the final day will have a chance of winning a medal.
- Ten nations are competing in both races to maximise broadcast engagement potential.
- The Medal Series day is optimised for a 52-minute broadcast package per event.

6.3 Format for Windsurfing and Kite

Recommendation 3: Medal Series for Windsurfing and Kite with Quarter Final, Semi Final and Final

The Events Committee recommends that the Olympic Sailing Competition for Windsurfing and Kite comprises the following:

- Opening Series with Event-specific number of maximum races over three days³
- Medal Series on one medal day with
 - + Quarter Final (five competitors, one race, top two progress), followed by
 - + Semi Final (five competitors, one race, top two progress), followed by

³ Already approved by Council; here repeated to provide the overall picture

+ Final (4 competitors, first to two wins, 1st and 2nd of Opening Series commence with one win each)

Figure 2 gives an overview about the proposed format.

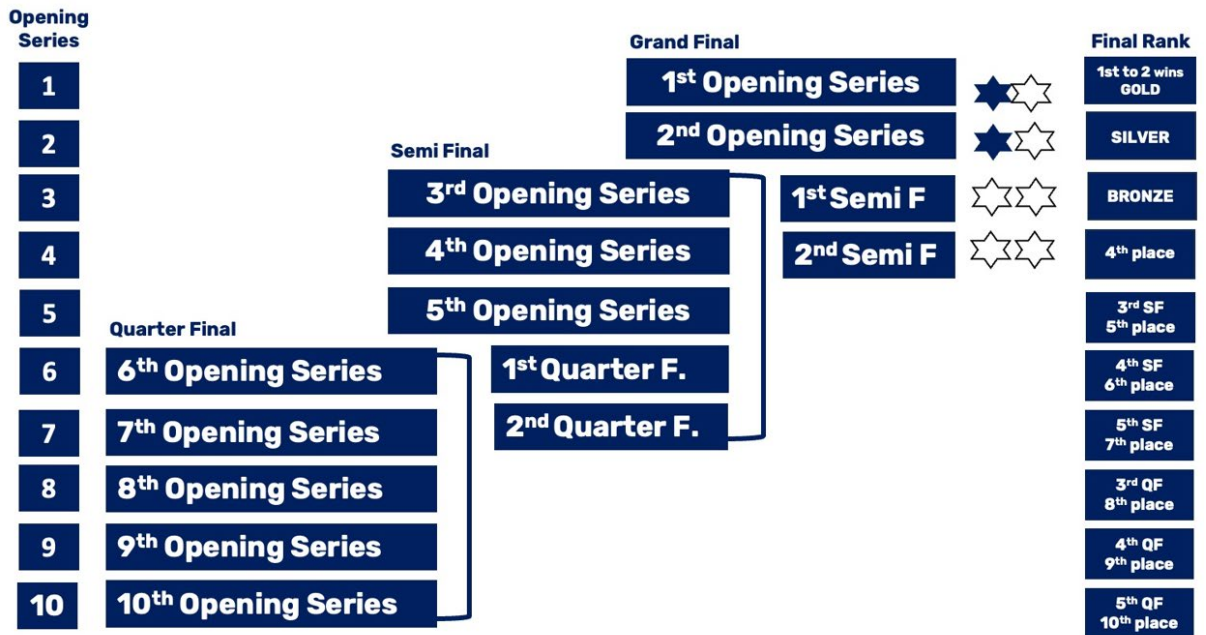


Figure 2: Format for Windsurfing and Kite at the Olympic Sailing Competition in Los Angeles 2028

The top ten competitors from the Opening Series progress to the Medal Series consisting of Quarter Final, Semi Final and Final.

Quarter Final

- Competitors ranked 6th to 10th from the Opening Series compete in a single race.
- The top two ranked competitors from the Quarter Final advance to the Semi Final.
- The remaining competitors are eliminated and ranked 8th, 9th and 10th overall according to their Quarter Final race rank.

Semi Final

- Competitors ranked 3rd, 4th and 5th in the Opening Series and the top two of the Quarter Final compete in a single race.
- The top two ranked competitors from the Semi Final advance to the Final.
- The remaining competitors are eliminated and ranked 5th, 6th and 7th overall according to their Semi Final race rank.

Advancing two competitors from the quarter and semi-finals is preferred over just one advancing as the latter significantly changes the tactics and favours a “lucky gust win” that the athletes do not favour.

Final

- The Final consists of the top two ranked competitors from the Opening Series and the top two of the Semi Final.
- The 1st- and 2nd-placed competitors from the Opening Series begin with one race-win each.

- The competitors progressing from the Semi-Final start with zero wins.
- The first competitor to achieve two race wins becomes the gold medallist. This ensures that the winner of the final race always takes gold, with silver and bronze decided by the number of race wins, and then by their rank in the last race of the Final.

To achieve the goal of a 52 minute broadcast package, the maximum number of races in the Final needs to be three. The way to achieve this is to award one race-win to the 1st- and 2nd-placed competitors from the Opening Series. This also eliminates the problem of ‘coming in cold’ to the Final without some ‘point protection’, which potentially was a big disadvantage to the competitor ranked second in the Opening Series in the format frequently used by Boards in the past year.