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## How to promote a positive legacy of major sports events

Informal Ministerial Networking Event  
Sochi, Russian Federation

7 February 2014

organised by the Enlarged Partial Agreement on Sport (EPAS) of the Council of Europe  
in co-operation with the Ministry of Sports of the Russian Federation

Executive Report prepared by the EPAS Secretariat



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*Bolshoy Ice Dome, Sochi*

## Foreword by Mr Thorbjørn JAGLAND, Secretary General of the Council of Europe



“The most important thing in the Olympic Games is not winning but taking part; the essential thing in life is not conquering but fighting well”. The words of Pierre DE COUBERTIN, founder of the modern Olympics, remain valid today. I am convinced that they aptly describe the spirit of the Olympic Games that are opening today in Sochi.

The Olympic Games count undoubtedly among the greatest sporting events. They highlight sports in general, for Council of Europe member States and for spectators worldwide. Major sporting events provide the host country with a good opportunity to send a positive message to the world. When successful, they can bring long-term benefits: for the economy, for society and for the environment.

The networking meeting of European sports Ministers on 7 February 2014 in Sochi provides a key opportunity to share experiences in organising sporting events around the world, including in all 47 Council of Europe member States.

The Council of Europe develops sports policies based on human rights, democracy and the rule of law. These values are not abstract but rather reflected in the daily lives of our citizens. Our work in the field of sport moves from *de jure* to *de facto*, translating our values into the reality of sport.

The Council of Europe’s Enlarged Partial Agreement on Sport (EPAS) creates an enabling environment for sport and physical activity in Europe, so that everyone can benefit from the physical, mental and social benefits of sport. Sport can be a powerful element in democratic societies. Through sport, we can learn to act as citizens with rights and responsibilities. We can learn about fair play, ethics, respect and tolerance for oneself and others. All Council of Europe member States are encouraged to join EPAS in this endeavour.

Our work in the field of sport aims to fight discrimination, ensure human rights, and uphold the rule of law. The Council of Europe is active in topics such as spectator violence, doping in sport, and the equal participation of all groups in society in sporting activities. The Council of Europe is preparing a new convention on the manipulation of sport results (“match-fixing”) – yet another example of how the international community defends sports ethics and responds to emerging threats to the rule of law.

I wish the Russian Federation, the host country of the 2014 Winter Olympics, and the athletes from all over the world every success in these games, in the spirit of Pierre de Coubertin.

Thorbjørn JAGLAND  
Secretary General of the Council of Europe

## Foreword by Mr Vitaly MUTKO, Minister of Sport, Russian Federation



It is an honor for me to greet you in Sochi. I find it symbolic that today, the day of the opening ceremony of the Olympic Games, the Ministers of Sport of most of the European countries, as well as our colleagues from other countries, participating in the Olympic Games are meeting here.

We all know very well that none of the major sports events can be held without the participation and support of the hosting state. That's why the issues related to the development of sports worldwide refer today not only to sports organizations, but also to states.

The Council of Europe is playing a significant role in this matter, as a powerful intergovernmental organization, with 47 European countries as member states, having gained wide experience in uniting the efforts of its member states with a view to solving crucial problems in different spheres. One of these spheres is sport.

In particular, the Council of Europe was always the first at intergovernmental level to meet new challenges and threats to the integrity of sport and to fair play principles. Such was the case of combating doping, violence and misbehavior at sports events, manipulations of sports competitions.

Being an active member of the Council of Europe and a part of the Enlarged Partial Agreement on Sport, Russia supports the activities of the Council of Europe in the sphere of sport, participates in the drafting process of its new instruments and is ready for further cooperation.

For several years we have been united by one aim – to prepare and to hold the best Games in the Olympic history. We have been looking forward to this great event, we have been preparing for it and now it finally begins. We are delighted to welcome all the participants and guests to this triumph of sport, youth, peace and friendship.

In Russia we love sports, we know how to support our team, we respect our rivals and we are always glad to receive guests. We hope you will have an opportunity to experience this while being in Sochi.

I wish all of you a nice stay in Sochi, and honest competitions and fair results for your teams.

Vitaly MUTKO  
Minister of Sport of the Russian Federation

## Summary of the meeting

### **Introduction**

The Council of Europe Informal Ministerial Networking Event is an event addressing sports issues at a pan-European level. The Networking Event took place in Sochi on 7 February 2014 at the invitation of the Russian Government and on the eve of the opening of the XXII Olympic Winter Games. It was organised in co-operation with the Enlarged Partial Agreement on Sport of the Council of Europe. The event was chaired by the Minister of Sport of the Russian Federation, Mr Vitaly MUTKO, and opened by the Secretary General of the Council of Europe, Mr Thorbjørn JAGLAND. The theme of the Event was “How to promote a positive legacy of major sports events”.



*Thorbjørn JAGLAND: “Not only should the Olympics serve as an example of international co-operation, athletic devotion, determination and excellence, they should also be a showcase of human dignity and integrity, open to all without discrimination.”*

### **Introductory presentations**

The theme “How to promote a positive legacy of major sports events” was introduced by Mr Vitaly MUTKO, Minister of Sport of the Russian Federation, presenting the main positive effects and challenges of organising the Winter Olympic Games in Sochi. In preparation of this major event, organisers had focused on modernising the infrastructure, notably accommodation, transportation and telecommunications.

Beyond the Olympic Games, the aim of this significant investment was to transform a summer seaside destination into a year-round one and to create the first Russian alpine resort to meet an increasing demand for winter sports. Regarding societal changes, the Olympics were expected to contribute to promoting healthy lifestyle throughout society, notably among the youth, and to develop new capacities for hosting national and international sports competitions. To this effect, a programme was set-up with the National Federations. Events have been scheduled until 2018 and the facilities were fully booked beyond the end of 2015. Mr Vitaly MUTKO also underlined



*Vitaly MUTKO: “... the investment in training 25 000 volunteers will be beneficial to the development of the whole country.”*

the importance of the Olympics to develop a culture of volunteering in sports and for the training of thousands of people acquiring new knowledge and skills through their involvement in the event. Twenty-five thousand volunteers were chosen for the Olympics, including from countries other than Russia.

Mr Sergey BONDARENKO, Vice-president of the Sochi Organising Committee, who presented the infrastructures and facilities set-up for the Olympics, explained that after the Olympics a post-usage is planned for the main venues:

- Bolshoy Ice Dome will become a place for concerts and events;
- Fisht Olympic Stadium will become a football centre;
- Iceberg Skating Palace will become a bicycle track;
- Sheyba Arena will become a children's training centre;
- Main media centre will become a shopping mall.

Ms Valerie FOURNEYRON, Minister of Sport of France, underlined the need to establish a feasibility study of economic impact before hosting a major sport event. Ms FOURNEYRON explained that the impact of the legacy of major sports events can be seen to lie in three main



*Valérie FOURNEYRON: "... the essence of politics, of our own governments, is precisely to find the legacy that our country needs at a given time, and to work on organising sports events that serve these objectives."*

spheres: economic and territorial, social and international. Moreover, this legacy must have two dimensions: a material legacy that brings long-term progress for the people and territories that are hosting (infrastructure construction, tourism development, etc.) and non-material legacy which is a factor in developing certain sports disciplines, in increasing the country's sporting activity and therefore improving the well-being and health of its population, as well as volunteering.

She pointed out that there was no universal model, but national requirements had to be taken into account. Lastly, Ms FOURNEYRON stressed the obligation for the public authorities to recoup some investments, and to improve their multi-disciplinary planning and assessment of the legacy of major sports events and of their long-term effects.

### **Round table on "How to promote a positive legacy of major sports events"**

The following participants took the floor during the discussions: Peter DUTTON, Minister of Sport of Australia; Azad RAHIMOV, Minister of Youth and Sport of Azerbaijan; Alexandr SHAMKO, Minister of Sports and Tourism of Belarus; Bal GOZAL, Minister of Sport of Canada; Anita LEHIKONEN, Permanent Secretary of Ministry of Education and Culture of Finland; Klemensas RIMŠELIS, Director General of Physical



*Peter DUTTON: "The legacy of sports events is the effect on the increase and involvement of volunteers in sport."*

Education and Sports of Lithuania; and Wilfried LEMKE, Special Adviser to the Secretary-General of United Nations on Sport for Development and Peace. They underlined the importance of the positive effect of major sport events on the voluntary movement and motivation of youth in general, as well as on cultural development. Assessing the success of the event should not be limited to the number of medals won or tickets sold. The participants also considered the difficulties for small countries to organise major sports events. Finally, they also debated issues relating to the differing characteristics of the locations hosting the events.



*Azad RAHIMOV: "Organising the First European Olympic Games, to be held in Baku in 2015, will allow us to train thousands of young people in new information and communication technology."*



*Alexandr SHAMKO: "The 2014 Ice Hockey World Championship, to be held in Minsk, is a showcase for the promotion of a healthy lifestyle."*



*Bal GOZAL: "The facilities built for the 1988 Winter Olympic Games in Calgary, Canada, have been used every year for official competitions."*



*Anita LEHIKONEN: "The organisation of major sports events could be shared between several countries, offering better co-operation between national federations, international bodies and governments."*



*Klemensas RIMŠELIS: "The legacy of sports events makes it possible for the local population to become heavily involved."*



*Wilfried LEMKE: "The number of medals and size of facilities are not important compared to the intangible heritage left by the legacy of sports events."*

## **Conclusion**

The discussion was concluded by Ms Marja RUOTANEN, Director of Human Dignity and Equality of the Council of Europe, who summed up the discussions and outlined prospects of future possible follow-up activities to be submitted to the Governing Board of EPAS.

Available speeches and presentations are published on the EPAS website :  
[http://www.coe.int/t/dg4/epas/resources/meetings\\_EN.asp](http://www.coe.int/t/dg4/epas/resources/meetings_EN.asp)

## Conclusions by Mrs Marja RUOTANEN, Director of Human Dignity and Equality of the Council of Europe

I would like to thank all the speakers for their valuable contribution to the debate and for their views expressed. Special thanks go to those who shared their experiences on organising major sports events. This information is very beneficial for everyone, and this is exactly what the Council of Europe is increasingly aiming to do: to provide a platform for exchanging experience and good – and why not bad - practice, to brainstorm together.

As the French Minister, Valérie FOURNEYRON, said, there is no universal model, but several possible variants. And, I am convinced that after this exchange, we will all bring back home a “memory stick” from which you can draw inspiration and adapt it to you own specific needs and realities when you next organise major sports events.

You all come from different countries, backgrounds and cultures. But, the values that unite us should not allow any distinction depending whether the major sports events take place in Sochi, Warsaw, Kyiv, London, Sydney or Vancouver – these values based on human rights, democracy and rule of law, and the Olympic spirit, must be upheld.

Discussion proved that the better the major sports events are planned, by a multi-disciplinary team, with a clear strategy and vision, the more positive is the impact on the economy, environment – and of course the society and the citizens. Vitaly MUTKO, Minister for Sport of the Russian Federation, displayed for us the impressive infrastructure in place at the Sochi Olympics and how they will be made available and exploited in the future – notably by young athletes. Speakers and participants in the discussion shared their recent experiences focusing on the heritage and explaining the measures and strategies in place for their forthcoming events. It was underlined that there was a remarkable material heritage, notably in terms of multi-functional infrastructure, but also a non-material one including increased sport activity by citizens, especially youth.

Participants underlined the need to have systematic evaluation (not just economic) of impact, based on agreed indicators. You all emphasised the importance of assessing the success of major events not only in terms of medals won, facilities built and worldwide coverage attained, but also in terms of the promotion of values, development of competences and practices throughout society. The Council of Europe, with its standards and follow-up mechanisms, could contribute to designing methodological tools to promote and assess such non-material legacy. Several speakers underlined the positive effect that major sports events had on the voluntary movement and youth motivation in particular. It was important to prove to the citizens, especially in times of economic crisis, that there was a positive long term spin-off effect.

Possibility of small countries to host major sports events was also discussed, with suggestions for several small countries to share an event or for the sports organisations to discuss limiting the demands of such events. In addition, you all agreed on the need to have similar exchanges between Ministers of Sports more often.

Your valuable comments will be included in a report that the Council of Europe is preparing and presenting to the European Partial Agreement on Sport (EPAS). Your experience and views will thus be carefully examined by the governmental sport specialists and follow-up given at a practical level.

To conclude, I should also wish to highlight that the Council of Europe can make a contribution in the management of major sports events and in creating their positive legacy – not just in the area of anti-doping and spectator violence, but also in combating organised crime and corruption, as well as in promoting diversity and anti-discrimination in and through sport. The Council of Europe has ground-breaking Conventions for instance in the area of trafficking in human beings and we have recommendations and good practice handbooks in the area of anti-discrimination. These standards and handbooks can but contribute to ensuring a positive legacy and we stand ready to support you in implementing them if requested. We hope to include very soon among the list of Council of Europe standards, the convention addressing the manipulation of sport competitions – also known as the match-fixing convention – that the Council of Europe is in the process of preparing and I count on your continued support in finalising this convention rapidly.

I wish to thank again, on behalf of the Council of Europe, the Russian authorities for hosting this event, and especially Minister MUTKO for his personal engagement in making it a success.



*"Ice cube" curling centre, Sochi*

## Update on activities of the Enlarged Partial Agreement on Sport (EPAS), by Mr Stanislas FROSSARD, Executive Secretary of EPAS

EPAS provides a platform for intergovernmental sports co-operation between the public authorities of its member states. It also encourages dialogue between public authorities, sports federations and NGOs. EPAS aims to promote the development of sport in modern society, while emphasising its positive values. It contributes to better governance, with the aim of making sport healthier and fairer and ensuring that it conforms to high ethical standards. It develops policies and standards, monitors them and helps with capacity-building and the exchange of good practices. It uses Council of Europe sports standards such as the European Sports Charter, the Code of Sports Ethics, the European Convention on Spectator Violence and the Anti-Doping Convention as the basis for drawing up its own strategies.

Different recommendations initially prepared by EPAS have been adopted by the Council of Europe's Committee of Ministers on issues of sports ethics, the autonomy of the sports movement, the fight against match-fixing and the protection of child and young athletes from dangers associated with migration. Other recommendations such as the European Sports Charter or the Recommendation on the facilities for granting of visas to sportsmen and sportswomen are regularly monitored. A new Recommendation on Gender mainstreaming in sport is expected to be adopted by the Committee of Ministers in the first half of 2014.

Awareness-raising and co-operation activities have been carried out on the promotion of diversity in and through sport, focusing successively on different groups (ethnic minorities, persons with disabilities, women, LGBT, children, etc.). In 2014, EPAS will organise a Conference on Sport and Prisons, in Paris, on 16-17 June, in partnership with experts on penological co-operation.

Finally, Council of Europe Conferences of Ministers responsible for Sport continue to be organised regularly thanks to EPAS: Athens 2008, Baku 2010, Belgrade 2012, and soon Magglingen (Switzerland) 2014. To date, EPAS has opened all the Ministerial Conferences it has organised not only to its own members, but to all Council of Europe member and observer states. Sports Ministers are invited to reserve the date and to consider attending the next Ministerial Meeting, which will take place in Switzerland on 18 September 2014. It will essentially address the issue of Corruption in the Governance of Sport.

In 2014, the EPAS programme of activities includes the finalising of a draft Council of Europe Convention against the Manipulation of Sports Competitions, involving national authorities responsible for sports, law enforcement and betting regulation. The negotiation of the draft Convention took place between 9 October 2012 and 22 January 2014. The Drafting Group involved 51 Countries, including non-European Countries (Australia, Canada, Israel, Japan, Morocco, New Zealand). Regular consultations were held with the Sports movement and the Betting operators. The project raised expressions of support from International organisations (UNESCO, INTERPOL), the Sports movement (IOC, UEFA) and Betting Operators (World Lotteries and representatives of Private betting operators).

This negotiation is a follow-up to the Resolution adopted at the Ministerial Conference in Baku and the Feasibility study endorsed by the Sports Ministers in Belgrade in 2012. The tentative

schedule approved by the EPAS Governing Board on 23 January 2014 would lead to the adoption of the Convention by the Ministers' Deputies before the summer break, which would allow the convention to be possibly opened for signature at the meeting of the Conference of Ministers responsible for Sport on 18 September 2014 in Switzerland. This provisional schedule assumes that continuous political support will be expressed, thus allowing the final steps (opinion by the Parliamentary Assembly of the Council of Europe and final adoption of the Convention by the Committee of Ministers) to be completed without delay.

Co-operation with the European Union and the sports movement will continue with joint projects (including one on protecting the moral and physical integrity of young athletes). In 2014, further co-operation with the EU will be explored regarding a possible European week of sport, which may be open to Council of Europe member states.

Thirty-five countries are currently members: Albania, Andorra, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Denmark, Estonia, Finland, France, Georgia, Greece, Hungary, Iceland, Israel, Latvia, Liechtenstein, Luxembourg, Malta, Monaco, Montenegro, Morocco, Netherlands, Norway, Poland, Portugal, Russia, San Marino, Serbia, Slovenia, Switzerland and "the former Yugoslav Republic of Macedonia".

One observer state: New Zealand

Any interested Country, either European or non-European, is welcome to express an interest in joining EPAS.

Twenty-nine sports organisations (including ENGSO, UEFA and the European Olympic Committees) are partners of EPAS making up its Consultative Committee.

Web: [www.coe.int/epas](http://www.coe.int/epas)

Twitter: @epas\_apes



*Iceberg Skating Palace, Sochi*

## Appendices

### ***Appendix I – List of Participants***

#### PARTICIPATING MINISTRIES

Andorra  
Mr Jordi CERQUEDA SIERRA  
Secretary of State for Sports

Armenia  
Mr Yury VARDANYAN  
Minister of Youth and Sport

Mr Alexander MHITARYAN

Australia  
Hon Peter DUTTON MP  
Minister for Health and Minister for Sport

Ms Jane HALTON  
Secretary, Department of Health

Austria  
Mr Gerald KLUG  
Minister of Defense and Sports

Ms Anja RICHTER  
Spokeswoman of the Minister

Mr Archer

Azerbaijan  
Mr Azad RAHIMOV  
Minister of Youth and Sport

Mr Qabil MEHDIEV

Mr NADZHAFOROV

Belarus  
Mr Alexandr SHAMKO  
Minister of Sports and Tourism

Mr Aleksandr DARONKO  
Head of International Cooperation Department

Brazil

Mr José Aldo REBELLO FIGUEIREDO  
Minister of Sport

Bulgaria

Ms Mariana GEORGIERA  
Minister of Sport and Youth

Canada

Mr Bal GOZAL  
Minister of Sport

Mr Robin GUY

Head of Police, State Minister of Canada

Mr Martin BOILEAU

General Director of Sport

Finland

Ms Anita Irmeli LEHIKONEN  
Permanent Secretary  
Ministry of Education and Culture

Mr Hannu Heikki TOLONEN

Senior Advisor

Ministry of Education and Culture

France

Ms Valerie FOURNEYRON  
Minister of Sport

Mr Pascal SANJUAN

Mr Benjamin CARLIER

Ms Valérie AMANT

Iceland

Mr Illugi GUNNARSSON  
Minister of Education, Science and Culture

Ms Eugenia KISELEVA

Kazakhstan

Mr Tastanbek ESENTAYEV  
Chairman of RK Agency for sports and physical culture

Mr Darkhan KALETAEV

Kyrgyzstan  
Mr Murat SARALINOV  
President  
National Olympic Committee of Kyrgyzstan

Lithuania  
Mr Klemensas RIMŠELIS  
Director General of the Department of Physical Education and Sports

Ms Jolanta RIMSELINE  
Adviser to the Prime Minister

Mr Vytautas JANUSAITIS

Mexico  
Mr Jesus MENA CAMPOS  
General Director of National Commission for Physical Culture and Sport

Monaco  
Mr Paul MASSERON  
Minister of Interior

Mongolia  
Ms Oyyungerel TSEDEV DAMBA  
Culture, Sport and Tourism Minister

Montenegro  
Mr Igor VUSUROVIC  
Director of Sport and Youth Directorate

Norway\*  
Ms Thorhild WIDVEY  
Minister of Culture

Ms Kristin BERGE  
Secretary General  
Ministry of Culture

Romania  
Mr Nicholae BANICIOIU  
Minister of Youth and Sports

Russian Federation  
Mr Vitaly MUTKO  
Minister of Sports of the Russian Federation

Mr Yury NAGORNYKH  
Deputy Minister of Sport

Ms Natalia PARSHIKOVA  
Deputy Minister of Sport

Mr Pavel KOLOBKOV  
Deputy Minister of Sport

Mr Alexey MOROZOV  
EPAS Governing Board Vice-Chair  
Director of Department of Winter Sport development and preparations for the 2014 Olympic Games in Sochi of the Ministry of Sport of the Russian Federation  
Ministry of Sport of the Russian Federation

Mr Sergey BONDARENKO  
Vice-President of the Sochi organising Committee

Serbia  
Mr Vanja UDOVICIC  
Minister of Youth and Sports

Mr Uroš BOGDANOVIC  
Special Advisor

South Korea\*  
Mr Jin Ryong YOO  
Minister of Education, Culture, Sports, Science and Technology

Mr Min-Jong YANG  
Minister Counselor

Mr Kim JONG  
Director of International Sport Embassy

“The former Yugoslav Republic of Macedonia”  
Mr Alexandar PUJOVSKI  
Director of the Agency for Youth and Sport

Ukraine  
Mr Safiullin RAVIL  
Minister of Youth and Sport

Ms Natalia RADCHUK  
Head of International Cooperation and European Integration Department

Mr Iurii MASLAK  
Advisor to the Minister

Mr Moscalenko VITALII  
General Council

Other participants

Mr Wilfried LEMKE  
Special Adviser to the Secretary-General on Sport for Development and Peace  
United Nations Office at Geneva

Ms Julie LEE  
Partnership Development Officer  
United Nations Office at Geneva

MINISTRY OF SPORT OF THE RUSSIAN FEDERATION

Mr Volkov ANDREY  
Representative of the Ministry of Foreign Affairs

Ms Youlia BOUKHALOVSKAYA  
Expert  
Ministry of Sport of the Russian Federation

Mr Alexey TSYGANKOV  
Deputy Director  
Ministry of Sport of the Russian Federation

Ms Marina SIEDOUGINA  
Expert / Adviser  
Ministry for Sport, Tourism and Youth Policy

Ms Gerenzala SANGADZHIEVA  
Adviser of the Protocol Unit  
Ministry of Sport of the Russian Federation

COUNCIL OF EUROPE

Mr Thorbjørn JAGLAND  
Secretary General

Private Office of the Secretary General and the Deputy Secretary General  
Mr Bjørn BERGE  
Director of Private Office

Directorate of Political Advice  
Mr Alexandre GUESSEL  
Director

Directorate General of Democracy, Human Dignity and Equality Directorate  
Ms Marja RUOTANEN  
Director of Human Dignity and Equality

Secretariat of the Enlarged Partial Agreement on Sport (EPAS)  
Mr Stanislas FROSSARD  
EPAS Executive Secretary

Mr François TRICARICO  
EPAS Deputy Executive Secretary

Ms Karina FORSYTH-LOTZ  
EPAS Administrative Assistant

Interpretation Department  
Mr Grégoire DEVICTOR  
Interpreter

Mr Luke TILDEN  
Interpreter

\*The delegation only attended the reception.

## ***Appendix II – Programme***

1. Welcome: Mr Vitaly MUTKO, Minister of Sports of the Russian Federation
2. Opening: Mr Thorbjørn JAGLAND, Secretary General of the Council of Europe
3. Introductory presentations on Major Sports Events:
  - Presentation 1: Mr Vitaly MUTKO, Minister of Sports of the Russian Federation;
  - Presentation 2: Mr Sergey BONDARENKO, Vice-President of the Sochi organizing Committee;
  - Presentation 3: Ms Valerie FOURNEYRON, Minister of Sport of France.
4. Round table on how to promote a positive legacy
5. Conclusion: Ms Marja RUOTANEN, Director of Human Dignity and Equality, Council of Europe.
6. Closing of the informal event: Mr Vitaly MUTKO, Minister of Sports of the Russian Federation



*The Shayba Arena, Sochi*