

Strasbourg, 20 June 2025

EPAS(2025)38 final

ENLARGED PARTIAL AGREEMENT ON SPORT
(EPAS)

2026-2027 STRATEGY

Contents

INTRODUCTION	2
Background	2
EPAS Structure (within the Sport Division)	2
EPAS STRATEGY: 2026-2027	4
Strategic Objective 1 – ENVISIONING sport which is accessible for all	5
Strategic Objective 2 – PROMOTING and implementing the European Sports Charter (ESC)	7
Strategic Objective 3 – AMPLIFYING EPAS in terms of membership and visibility	8
Strategic Objective 4 – STRENGTHENING human rights, integrity and governance	11
Appendix 1 - Some examples of EPAS KEY achievements	14
Appendix 2 - EPAS(2025)50 - Proposal for EPAS follow-on work to the completed joint European Union-Council of Europe All In Plus project: promoting greater gender equality in sport (March 2023-February 2025)	15

INTRODUCTION

Background

On 11 May 2007, the Council of Europe adopted Resolution [CM/Res\(2007\)8](#) establishing the Enlarged Partial Agreement on Sport (EPAS), in order to create a new framework for pan-European sports co-operation to address the challenges facing sport in Europe and beyond.

EPAS provides a platform for intergovernmental sports co-operation between the public authorities which today brings together [41 member states in order to guarantee respect for European values in sport and to promote fair and responsible sport accessible to all](#). EPAS encourages dialogue between public authorities, sports federations and NGOs involved in sport, in particular through the contribution of its Consultative Committee which currently includes 30 stakeholders which provide input on policy and governance in the field of sport. This unique platform contributes to better governance and governing, with the aim of making sport more [ethical](#), more [inclusive](#) and [safer](#) (the three pillars of EPAS' work) in line with the [European Sports Charter \(ESC\)](#), which underpins all of the Council of Europe and in particular EPAS' policy work in this area. Some of EPAS' key achievements to date are set forth in Appendix I.

EPAS Structure (within the Sport Division)

EPAS has three statutory bodies:

- a [Governing Board \(GB\)](#), made up of representatives from [41 member states'](#) sport authorities;
- a [Consultative Committee \(CC\)](#), with up to 35 sports organisations; and
- a [Statutory Committee \(SC\)](#) made up of the 41 member states' Permanent Representatives to the Council of Europe.

EPAS also has two non-statutory bodies:

- the [Network of Magistrates and Prosecutors Responsible for Sports \(MARS Network\)](#); and
- the [Pool of International Experts on Safe Sport](#).

The EPAS Secretariat is based in the Council of Europe's Headquarters in Strasbourg and ensures that the EPAS programme of activities is carried out, monitored and reported on.

The Secretariat supports all of the statutory and non-statutory bodies and works closely with other Council of Europe sectors also working in sport and related thematic areas, in particular the teams of the Sport Division overseeing the Conventions and Joint Projects, , the Gender Equality Division, the Sexual Orientation, Gender Identity and Expression, and Sex Characteristics (SOGIESC) Unit, the Migration and Refugees Division, the Pompidou Group, the Youth Department, the Parliamentary Assembly of the Council of Europe (PACE) - notably its Parliamentary Alliance for good governance and integrity in sport, the European Court of Human Rights (ECHR), the Congress of Local and Regional Authorities, the North-South Centre, the Conference of NGOS (CINGOs).

The Sport Division – Complementary Actions

EPAS works closely with other sectors of the Sport Division, including teams managing:

- the [Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events](#) (also known as the **Saint Denis Convention**);
- the [Convention on the Manipulation of Sports Competitions](#) (the **Macolin Convention**); and

- the [Anti-Doping Convention](#).

EPAS also works closely with the teams overseeing the implementation of the European Union-Council of Europe joint projects:

Ongoing projects with the EU:

- [Balance S4, Strengthening the Safety and Service pillars of the Saint-Denis Convention](#) (January 2024 – September 2025), which aims to support member States of the Council of Europe in reinforcing the implementation of the safety and service pillars of the Saint-Denis Convention at national level, in order to achieve the right balance with the security pillar;
- [“Sport For All: Promoting Inclusion and Combating Discrimination Against Persons with Disabilities”](#) (March 2025 – August 2026), which builds on ongoing efforts to create a more inclusive sports culture by breaking down barriers and promoting greater inclusion of people with disabilities in sports.

Completed projects :

- [Combating hate speech in sport](#) - #SportIsRespect (1 January 2022 - 30 June 2024), which aimed to combat hate speech in sport by providing technical assistance to public authorities in member states and other sport stakeholders (such as practitioners, referees, coaches, fans, etc.) to develop comprehensive strategies within a human-rights framework;
- [All In Plus: promoting greater gender equality in sport](#) (1 March 2023-28 February 2025), the aim of which was to highlight the benefits of greater gender equality in sport through data collection, the creation of an online library of best practice examples and media sensitisation. The main goal of the project was to ensure that the relative invisibility of women in sport and the ongoing lack of awareness about gender imbalance in sport and related issues was brought clearly to the forefront.

Framework documents informing the EPAS 2026-2027 Strategy

When defining the key strategic objectives for 2026-2027, the following reference framework documents have been taken into consideration, in addition to the survey conducted among EPAS member states that participated in the 18th Ministerial conference (Porto, 8-10 October 2024) on the future work direction of the Partial Agreement , as well as the previous EPAS strategy 2024-2025:

1. [The European Sports Charter](#) (ESC), which underpins all of EPAS’ and the Council of Europe’s work in the area of sport and promotes values-based sport, sport for all, multi-stakeholder sport and human rights in and through sport. The ESC also provides a holistic definition for personal, competitive and organisational integrity which informs EPAS’ work in this area. Article 2 of the ESC defines “sport” and the scope of the Charter as follows: *“1. For the purpose of this Charter, “sport” means all forms of physical activity which, through casual or organised participation, are aimed at maintaining or improving physical fitness and mental well-being, forming social relationships or obtaining results in competition at all levels. 2. This Charter highlights the common features of a framework for European sport and its organisation, understood by the sports movement as the European sport model, and provides general guidance to the Council of Europe’s member States to refine existing legislation or other policies and to develop a comprehensive framework for sport. It has been specified and complemented by legally binding standards...”*

2. The Council of Europe [Programme of Activities 2024-2027](#); this provides indicators that cut across the entire Sport Division in terms of deliverables and promotes complementary actions between EPAS and the Sport Conventions. The relevant EPAS-specific indicators of the Programme of Activities¹ are embedded in the four objectives of the present Strategy. The [Reykjavik Principles for Democracy](#), adopted at the 4th Summit of Heads of State and Government of the Council of Europe in May 2023, have also been taken into consideration, in particular with regard to combating corruption, promoting integrity and freedom of expression and working with civil society.
3. The Council of Europe Committee of Ministers [Declaration on Sport Integrity](#), which was adopted on 27 September 2023 and invites member states and sport organisations to *“promote transparency, accountability, democracy and ethical behaviour in sport, including the establishment of robust governance systems, conflict-of-interest policies, whistle-blower protection mechanisms, effective investigation and prosecution of corruption, manipulation of competitions, violence and other infringements of human rights and the rule of law in the sport context.”*

EPAS STRATEGY: 2026-2027

The four 2026-2027 strategic objectives draw on the afore-mentioned work structure and framework documents and include:

Objective 1 - Envisioning sport which is accessible for all

Objective 2 - Promoting and implementing the European Sports Charter (ESC)

Objective 3 - Amplifying EPAS in terms of membership and visibility

Objective 4 - Strengthening human rights, integrity and governance

To achieve these objectives EPAS will, as far as possible, collaborate with other institutions and international organisations working in these areas to ensure optimal efficiency, explore synergies and avoid duplication.

¹ Number of recommendations and guidelines to support the development of sport policies in the light of the European Sport Charter / Number of countries having received a European Sports Charter support and follow-up visit / Percentage of EPAS member States that have relied on projects, implementation tools and guidance to enhance their sport policies or practice, notably in areas such as child safeguarding in sport, education on human rights in and through sport, or good governance.

Strategic Objective 1 – ENVISIONING sport which is accessible for all

Why?

Sport plays a vital role in modern societies by offering a wide range of individual and collective benefits including social, educational, recreational, cultural, health-promoting and economic ones. Sport represents a powerful tool for fostering inclusive, democratic and cohesive societies. The more it is practised and made accessible to all, the stronger, healthier and more cohesive our societies can become.

The *right to sport for all* is grounded in broader human rights principles, notably the right to participation in cultural life, the right to health, and the right to non-discrimination, as enshrined in international human rights instruments and reaffirmed in the Council of Europe's own standards and policy frameworks.

Sport has the capacity to promote solidarity among people from all backgrounds and this inclusive angle of sport is one of its strengths, and is set forth in the European Sports Charter.

How?

EPAS will achieve this strategic goal by:

a. Carrying out collaborative work on gender equality and sport, including by:

- following-up the Recommendations of the **All In Plus EU-CoE joint project: promoting greater gender equality in sport** (see the [analytical report](#) and document EPAS(2025)50 included in Appendix II);
- organising the annual **Breakfast Roundtables on International Women's Day**;
- supporting the Governing Board and the Consultative Committee **Gender Equality Rapporteurs (GERs)** in their promotion of EPAS' gender equality work;
- working on **transversal gender mainstreaming** in collaboration with the **Council of Europe's** Gender Equality Division, GREVIO (Group of Experts on Action against Violence against Women and Domestic Violence), the Committee on Equality and Non-Discrimination of the Parliamentary Assembly of the Council of Europe (PACE), as well as other sectors working in this area;
- **collaborating** with bodies working in these areas, including the **International Working Group on Women & Sport (IWG)**, **UNESCO** on tackling gender-based violence in sport, **the Global Observatory on Gender Equality and Sport (GO)** on data collection, **the European Working Group on Sport (EWG)** co-ordinated by ENGSO and **UN Women**.

b. Championing diversity, inclusion and social cohesion in and through sport, including by:

- advancing **social sustainability and sport**, drawing on the *White Paper on Social Sustainability and Sports Facilities* (2025) prepared in collaboration with the Mulier Instituut, with the aim of bridging the gap between researchers and policy-makers, by facilitating their cooperation and by working with collaborative partners;

- disseminating the **educational toolkit and study on “the human rights of transgender and intersex athletes in sport”** commissioned by EPAS after the 2021 Diversity Conference and constantly being updated in light of recent developments in the subject area and offering **strategic support to combat discrimination and promote the human rights of these athletes** in collaboration with the Council of Europe’s Sexual Orientation, Gender Identity and Expression, and Sex Characteristics ([SOGIESC](#)) Unit;
- working on the **inclusion of migrants and refugees in and through sport**;
- **mainstreaming youth inclusion and participation in sport**, including by ensuring there is a youth contingency in all key events, e.g. the 19th Council of Europe Conference of Ministers responsible for Sport in Monaco, and at annual breakfast roundtables, etc;
- **promoting the inclusion of people with disabilities in sport**, contributing to the EU-CoE joint project "Sport For All: Promoting Inclusion and Combating Discrimination Against Persons with Disabilities" (March 2025 – August 2026) and drawing on the recommendations of the project; supporting all forms of inclusion for people with disabilities, in and through sport, by promoting guidelines and examples of best practice related to health, safety and independent living;
- organising the biennial **2027 EPAS Diversity Conference**.

c. Promoting health and well-being in and through sport

- further to the 2025 EPAS Forum on Human Rights and Sport) with a focus on “access to sport and health” and the [2025 EPAS Breakfast Roundtable on Women’s Health and Sport](#) exploring the possibility of setting up a task force on health and sport, including mental health, with a view to preparing a Council of Europe recommendation on this subject area;
- addressing the public health policy aspects of sport betting addiction by commissioning a dedicated study;
- supporting children’s development of motor skills and healthy lifestyles through sport by promoting best practices in this area.

Strategic Objective 2 – PROMOTING and implementing the European Sports Charter (ESC)

Why?

The European Sports Charter is the most advanced guidance for governments in the design and implementation of legal and policy frameworks for sport. As the backbone of policy development, it should be actively promoted and implemented at national, regional and grassroots sports level across all EPAS member states, through the network of Consultative Committee organisations and beyond. It promotes values-based sport and sport for all, highlighting the need for a multi-stakeholder approach.²

How?

EPAS will achieve this goal by:

- a. **supporting the organisation of national informative sessions** bringing together national sports organisations and local and regional bodies, to promote specific areas of the ESC identified by the concerned country;
- b. **sharing information on the methodology** prepared by the ESC Working Group to enhance and improve the implementation of the ESC in member states;
- c. conducting **Support and Follow-Up visits** three times a year in different EPAS member states based on a questionnaire prepared by the ESC Working Group. Post-visit deliverables will include the preparation of country factsheets and a report including recommendations to the member states visited. Additionally an online platform with country-specific overviews will also be prepared;
- d. ensuring the ongoing **call to action** amongst Governing Board and Consultative Committee members whereby they are active stakeholders of its implementation;
- e. disseminating outreach material to support the promotion of the ESC:
 - a dedicated webpage,
 - a wide range of translated versions of the ESC,
 - a set of 10 factsheets,
 - a short video,
 - a MyCloud space to share best practice examples between the Governing Board and the Consultative Committee.

² See Section B of the ESC:

“Article 3 – Public authorities

1. The role of the public authorities is primarily complementary to the action of the sports movement and corporate sector. Public authorities are responsible for setting framework conditions and, where appropriate, legal requirements which are necessary for the development of sport. In the development and administration of sports policies, public authorities should pursue the aims of this Charter and demonstrate that they place a high priority on respecting the rule of law and the principles of good governance.”

“Article 4 – The sports movement

1. The sports movement, which comprises non-governmental, non-profit sports organisations, is the main partner of public authorities for the implementation of sports policies. Its organisations are bound by the requirements and limits imposed on them by legislation in accordance with international standards.”

Strategic Objective 3 – AMPLIFYING EPAS in terms of membership and visibility

I MEMBERSHIP

Why?

EPAS' rich and diverse composition is instrumental for the quality and impact of its work and the sustainability of its action. Expanding its membership to include more member states would further strengthen its reach and effectiveness.

How?

Expansion to CoE non-EPAS member states (within and outside the EU)

Encouraging the remaining CoE member states that are not yet part of EPAS to join should continue to be a priority in 2026-2027.

Extended EPAS Statutory Committee meetings can continue to offer the opportunity for other Council of Europe non-EPAS member states and Observer States to the Council of Europe to have a privileged exposure to the activities of EPAS, showcasing its work in order to encourage their accession.

Governing Board representatives who are taking part in the Working Party on Sport of the Council of the European Union could encourage EU member states that are not yet members of EPAS to join. Various events at EU level could provide an opportunity to present EPAS and encourage the EU member states that are not yet EPAS members to join. They could also, when relevant, present the work carried out by EPAS during the meetings of the Working Party on Sport and any other EU meetings.

Expansion to new member states beyond the EU and the Council of Europe

The global nature of EPAS' work and the possibility of extending its membership beyond Europe, owing to the Enlarged Partial Agreement status, support reaching out to other countries across the world. The following could be ideal priority regions:

- the wider Mediterranean region (Algeria, Tunisia, etc.) – which already work closely with the Council of Europe,
- English-speaking countries such as Australia and Canada with already strong cooperation with the Council of Europe in the field of sport,
- Latin American countries.

Side events during international conferences such as the International Conference of Ministers and Senior Officials responsible for Physical Education and Sport (MINEPS) organised by UNESCO could provide opportunities to encourage non-EU and non-CoE countries to join.

II VISIBILITY

Why?

EPAS as a brand needs to continue increasing its visibility and further ensure that it is recognised for its leadership and strong work on policy guidance.

How?

a. EPAS has a number of Unique Selling Points (USPs) which can continue to be promoted by the Governing Board, the Consultative Committee, the Statutory Committee and the Secretariat, and others working closely with EPAS, to raise awareness of its work:

- EPAS is **an ideas hub**, generating innovative policy content and preparing standards in the field of sport and human rights, by drawing on the know-how of its multi-stakeholder infrastructure of key actors and proposing improvements to the sport sector in line with the values of the ESC and the Council of Europe.
- EPAS offers **technical co-operation** (technical assistance and capacity building) to enhance the knowledge and capacities to implement Council of Europe sport policies by facilitating constructive dialogue and positive change with sport stakeholders at international, European and regional levels.
- EPAS has an *avant-garde* position in terms of **reacting to new trends or challenges** in sports policy.
- EPAS is a **label of excellence** in terms of delivering sports policy content and advising member states, grassroots sports organisations and other sports actors, as how to achieve best practice and gain know how in the field of sports policy, offering a unique forum for peer-to-peer exchange and learning.
- EPAS has a wide range of **capacity-building deliverables** including:
 - national level policy roadmaps in the field of safe sport,
 - national factsheets and country profiles linked to the ESC,
 - training courses and materials;
 - a source of best practice information through its dedicated shared MyCloud space (accessible for Governing Board and Consultative Committee representatives) and the EPAS website,
 - educational toolkits (e.g. on the protection and promotion of human rights of athletes),
 - studies and reports (which can be used by stakeholders widely).
- **EPAS works transversally garnering Council of Europe co-operation**, thereby ensuring the pooling of expertise from different sectors and then bringing together outreach and resources. An example would be the Human Rights Fora (many representatives participate from throughout the Council of Europe, including the ECHR, ECRI, Sport Conventions). Another example would be the drafting of Recommendations in relevant areas which can then go on to be adopted by the Council of Europe's Committee of Ministers (see those referred to in the introduction to this paper).
- **EPAS works collaboratively with many key bodies, including UNESCO**, other United Nations (UN) bodies, Interpol, the Commonwealth, the European Commission and the successive Presidencies of the Council of the European Union, the World Health Organisation (WHO), the European Broadcasting Union (EBU) and other international sports bodies, including the

International Olympic Committee (IOC), FIFA and UEFA, to name but a few. This ensures that EPAS can have a **pivotal co-ordination role** further enhancing its position as an **ideas hub** and a **label of co-operational excellence**.

- **EPAS has strong communication potential.** Its key work areas are highly visible and so there is a strong potential to gain visibility for this Council of Europe Enlarged Partial Agreement and as a knock-on effect for the Council of Europe itself too.

This means that any ad hoc events linked to high-level events are sure to garner wide interest and should be explored as a means of raising the profile of EPAS.

b. EPAS also has a number of visibility tools which can be drawn on when promoting its work:

- a **website** that is constantly evolving and includes the latest calendar of activities and other news information on EPAS' work;
- a **series of factsheets** in key subject areas: EPAS, ESC, Human Rights, Sport for All, Safeguarding in Sport, Education, Migrants and Refugees, Sustainability, Gender Equality and Integrity;
- **videos on the ESC, the Start to Talk project** and a series of videos of [role models](#) from the All In Plus project;
- **ongoing creation of social media content** which can be **reposted from the LinkedIn page** (Sport at the Council of Europe), from the relevant **Council of Europe/EPAS** webpages;
- a range of **publications, [reports](#), toolkits**), **studies, brochures** and other documents which can be shared as examples of best practice.

Strategic Objective 4 – STRENGTHENING human rights, integrity and governance

Why?

As a major component of society, sport lies at the heart of communities uniting people around fundamental values such as respect, equality and fairness. Therefore, it can be a powerful vector and tool for promoting human rights, democratic and societal values.

But sport faces complex and ever-evolving threats, which include doping, violence at sports events, manipulation of competitions, corruption and human rights violations; these can all undermine public trust in sport and increasingly expose it to human rights infringements and to breaches of the rule of law.

Safeguarding human rights in and through sport and promoting the integrity of sport requires a co-ordinated and stronger emphasis on education and effective implementation of the applicable standards by the competent authorities.

For sport to thrive, its governing and governance need to continue to adapt to new realities, supporting good governance and collaborative governing and ensuring that sport achieves sustainable development goals. This latter element not only includes environmental sustainability, but also social and economic sustainability.

How?

EPAS can meet this objective by:

a. **promoting human rights:**

- organising the [Forum on Sport and Human Rights](#): each edition focuses on topical subjects and upcoming editions could look at “the impact of artificial intelligence (AI) on human rights in sport” and “peace and reconciliation through sport”; in and through sport
- promoting **human rights education**, including through existing training courses, such as the online Council of Europe Human Rights Education for Legal Professionals ([HELP](#)) [training programme and the HEY training course for young people](#); both of these courses could contribute to the education of future leaders/managers of sports organisations;

b. **championing safe sport:**

- continuing to implement the [Start to Talk project](#) which protects children in sport by seeking to eliminate all forms of abuse and violence against them. It provides technical support, resources and materials to support public authorities responsible for sport and sports organisations in their efforts to make sport safer and assists its stakeholders in developing and implementing child safeguarding policies, awareness-raising campaigns and training for relevant stakeholders. It ensures that children benefit from a safer, more positive and more empowering sporting environment;
- supporting the [Pool of international experts on safe sport](#) which meets on an annual basis for a restricted technical meeting followed by a public webinar. It provides:

- a shared space for best practice;
 - consultant analysis of upcoming work areas to avoid overlap and repetition;
 - the preparation of a range of deliverables;
- co-ordinating the 19th Conference of Ministers responsible for Sport in co-operation with the Monegasque authorities (3-4 November 2026): this biennial conference will focus on championing safe sport and protecting children. The Conference will also celebrate the 10-year anniversary of the [Saint Denis Convention \(The Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events\)](#);

c. strengthening integrity in sport

- promoting, as appropriate, the Council of Europe Sport Conventions;
- supporting the [MARS Network \(Network of Magistrates/Prosecutors responsible for Sport\)](#), which bridges the gap between the judiciary and areas relating to sports integrity across Europe and beyond. The Network strengthens international co-operation and the exchange of information in the protection of the integrity of sport. Annual plenary meetings are held and its Bureau meets online regularly to address threats and challenges to sports integrity;
- strengthening integrity mechanisms in sport with a view to improving co-ordination and enforcement;
- supporting the annual update of the **Database on alleged cases of corruption in sport (DACCS)**;
- **disseminating the revised [Guidelines on Sport Integrity](#)** (pursuant to Kazan Action Plan 3, MINEPS and for which the initial co-ordination was carried out by EPAS): there is **ongoing collaboration with UNESCO** in the preparation and updating of these guidelines ;
- ensuring the follow-on and implementation of the [IPACS Benchmark on Good Governance](#) (the co-ordination of which was carried out by EPAS) **with the International Olympic Committee (IOC)**;

d. supporting a fresh approach to collaborative governing and good governance in sport

- **implementing the Resolution on [“Collaborative Governing and Good Governance in sport: supporting a fresh approach to match its societal importance”](#)** adopted at the 18th Council of Europe Conference of Ministers responsible for Sport (Porto, Portugal); this includes preparing revised versions of two Council of Europe recommendations, namely the [Recommendation on the Promotion of Good Governance in Sport](#) (CM/Rec(2018)12) and the [Recommendation on the Principle of Autonomy of Sport in Europe](#) (CM/rec(2011)3);

e. promoting sustainability in sport

- **on the basis of a mapping/stock-taking exercise supporting research aiming to develop indicators** to assess the economic and social **impact of major sports events** and **supporting the designing of tools** to evaluate their legacy and sustainability;
- organising a **webinar focusing on sustainability, climate change and sport** in 2027.

Appendix 1 - Some examples of EPAS KEY achievements

Providing a unique platform for exchange between different stakeholders

EPAS supports multi-stakeholderism in sport as set forth in the European Sports Charter. One of the means it has achieved this is through providing different fora for international exchanges and co-operation. These include:

- the biennial *Council of Europe Conference of Ministers responsible for Sport*,
- the biennial *EPAS Diversity Conference*,
- *roundtables, including an annual breakfast roundtable on gender equality in sport*,
- *annual plenary meetings and Statutory Committee meetings*,
- *fora on sport and human rights*,
- *webinars, and*
- *other events.*

Drafting and standard setting: Recommendations and Conventions

EPAS has overseen the preparation and drafting of a wide range of Recommendations and Conventions, bringing experts together to draft and then provide legal frameworks for sports policy throughout signatory states. These are then adopted by the Council of Europe Committee of Ministers and include:

- [Recommendation CM/Rec\(2021\)5 of the Committee of Ministers to member States on the Revised European Sports Charter](#)
- [Recommendation CM/Rec\(2021\)3 of the Committee of Ministers to member States on extreme martial arts and combat activities](#)
- [Recommendation of the Committee of Ministers to member states on the promotion of good governance in sport and its Explanatory Memorandum](#)
- [Recommendation CM/Rec\(2015\)2 of the Committee of Ministers to member States on gender mainstreaming in sport](#)
- [Council of Europe Convention on the Manipulation of Sports Competitions \(18/11/2014\)](#)

For a full list see: [Adopted texts on Sport policies - Sport \(coe.int\)](#)

Preparing visibility material

Handbooks and other communication material

EPAS has also produced and prepared a wide range of handbooks and other communication material to ensure the sharing and promoting of best practice in sport, in particular under its three pillars of **safe, ethical** and **inclusive** sport.

See [Publications - Sport \(coe.int\)](#)

It has also produced a wide range of visibility material highlighting its work: [Multimedia - Sport \(coe.int\)](#) and [Visibility materials - Sport \(coe.int\)](#)

Online courses

Human Rights in Sports [Section: Welcome to the HELP course on Human Rights in Sports! | Human Rights in Sports | HELP Programme](#)

Saint-Denis Convention ([E-learning courses - Sport](#))

Appendix 2 - EPAS(2025)50 - Proposal for EPAS follow-on work to the completed joint European Union-Council of Europe All In Plus project: promoting greater gender equality in sport (March 2023-February 2025)

A. Background

"All In Plus: Promoting greater gender equality in sport" (1 March 2023 – 28 February 2025) was a joint project of the European Union and the Council of Europe, implemented with the support of the Enlarged Partial Agreement on Sport. It was designed as a follow-up to the "All In – Towards gender balance in sport" project (2018–2019), building on its foundation while expanding in scope, reach, and analytical depth.

The overarching objective of All In Plus was to bring greater visibility to the structural inequalities that continue to limit women's full and equal participation in sport. While gender imbalance in leadership, participation, coaching, officiating, media representation, and policy engagement has long been recognised, a comprehensive and co-ordinated response remained lacking. The project aimed to address this by providing robust, comparative data and by offering practical tools to guide evidence-based action.

The project supported public authorities, Olympic and Paralympic Committees, national sport federations, and other stakeholders in evaluating and improving their approaches to gender equality. It placed particular emphasis on mainstreaming gender considerations into governance, policy development, and day-to-day organisational practice.

The project had 3 pillars:

- **Pillar 1 – Data collection and analysis – expanding to 21 jurisdictions**

The data collection and analysis campaign formed the backbone of All In Plus. Its aim was to generate a robust, comparative evidence base to monitor progress, identify ongoing challenges, and guide future action toward gender equality in sport.

Three key target groups were engaged throughout the process:

- Ministries or government departments responsible for sport;
- National Olympic Committees (NOCs) and National Paralympic Committees (NPCs);
- National Federations of Olympic and Paralympic sports.

A network of national data collection co-ordinators was established, with one or two representatives per country. These national focal points co-ordinated the dissemination of surveys and liaised directly with national stakeholders. The data collection was conducted through a digital questionnaire, administered via the Eval&Go platform. Between January and May 2024, data were collected from 21 participating jurisdictions: Albania, Austria, Belgium, Cyprus, Czechia, Finland, France, Georgia, Greece,

Iceland, Israel, Kosovo³, Lithuania, Malta, Montenegro, the Netherlands, Portugal, Spain, Sweden, Switzerland, and Ukraine.

In total, 599 responses were processed:

- 544 from sport federations
- 16 from Olympic Committees
- 19 from Paralympic Committees
- 20 from government ministries or agencies responsible for sport

This marked an expansion from the 2019 All In project, which had involved 18 jurisdictions and fewer participating bodies. Notably, the All In Plus project targeted the Paralympic sport for the first time in its data collection. The resulting dataset offers one of the most comprehensive and up-to-date mappings of gender equality in European sport to date. The project mobilised an extensive network of experts, national co-ordinators, sport organisations, civil society actors, and media professionals. It encouraged mutual learning through the dissemination of good practices and facilitated dialogue between institutional actors and grassroots stakeholders.

The data collection focused on six strategic areas:

1. Leadership
2. Coaching and officiating
3. Participation (from grassroots to elite sport)
4. Gender-based violence
5. Communication/media
6. Policies and programmes addressing gender equality

While these indicators were retained from the original All In project, All In Plus expanded their scope. New questions were introduced to capture information on elite-level roles, written strategies, funding allocation, complaint mechanisms, and gender-sensitive procedures. In addition, the 2024 data collection included sports officiating as a distinct area of analysis for the first time.

Data analysis was conducted from May to December 2024. The final deliverables include:

- A comprehensive Analytical Report providing cross-country trends, thematic insights, and comparative analysis;
- Individual country factsheets summarising key findings for each participating jurisdiction.

Results of the All In Plus can also be explored via the interactive dashboard and compared with the findings of the original All In project. This platform allows users to compare results across countries and sports disciplines according to the six indicators.

- **Pillar 2 – Online resource of best practice examples**

85 best practice examples have been collected to inspire ongoing work in this area, covering all indicators and throughout all jurisdictions.

- **Pillar 3 – Media sensitisation (training, content creation, event participation) – A Network of Sports journalists** was created under this pillar and these professionals attended two media

³ All references to Kosovo, whether the territory, institutions or population, in this text shall be understood in full compliance with United Nation's Security Council Resolution 1244 and without prejudice to the status of Kosovo.

informative sessions, one held at the International Olympic Committee (IOC) in Lausanne in November 2023 and one at the European Broadcasting Union (EBU) in Geneva in November 2024. The aim of these sessions was to share best practice in terms of portrayal of women in sport but also to explore challenges and find solutions concerning the work environment for sports journalists. A series of 13 interviews with sports role models for wide dissemination, especially on social media, was also created under this pillar.

B. Key findings from All In Plus

The findings of the All In Plus project reveal a mixed picture. While there has been tangible progress in policy commitment and awareness since the first All In project in 2019, persistent gender inequalities remain entrenched across multiple areas of sport. The data confirm that women and girls continue to be underrepresented in leadership, coaching, officiating, and participation. Moreover, while more organisations now acknowledge the importance of preventing gender-based violence and promoting inclusive media coverage, the implementation of concrete actions and the allocation of resources remain limited. The results highlight both achievements to build on and urgent gaps that require coordinated, sustained attention from public authorities and sport institutions alike.

Leadership in sport remains overwhelmingly male-dominated, with only 12% of national sport federations led by a woman in 2023. In five countries (Albania, Cyprus, Montenegro, Portugal and Ukraine) no female Presidents were reported. While the proportion of female Vice-Presidents and Board members increased to 29% (from 18% and 22% respectively in 2019), nearly one in five jurisdictions still reported federations without any women on their boards. Encouragingly, 60% of all organisations stated they had taken action since 2020 to increase women's representation in decision-making, although these efforts remain uneven across organisational types and countries. Since 2020, 60% of organisations have taken action to recruit more women into decision-making roles. NOCs are the most active in this regard (94%), followed by Ministries (70%) and NPCs (63%), while sports federations are the least active (59%).

In the area of coaching, progress has been limited. Women represent only 23% of all registered coaches and just 22% at elite level. Several countries, including Montenegro (7%), Czechia (11%), and Georgia (14%), reported particularly low female representation. In contrast, Malta (40%), Sweden (34%) and Switzerland (39%) reported relatively higher shares. Just over half (51%) of organisations have taken action to increase the number of female coaches, and only a third have a written strategy in place. Targeted support mechanisms, such as mentoring, reserved positions, or recruitment strategies, remain underdeveloped.

Officiating shows slightly stronger representation, with women comprising 32% of registered sports officials. However, disparities remain stark: Sweden (53%) and the Netherlands (51%) are at the high end, while Austria (8%) and Kosovo* (7%) are at the low end. Encouragingly, 54% of elite-level female officials officiate in men's competitions, suggesting greater permeability in this domain. Yet, less than half of organisations have taken concrete steps to increase the number of female officials.

Participation levels for women and girls remain significantly lower than for men and boys. Across all jurisdictions, women and girls represent only 31% of total members in sports federations. Participation among adult women (17%) is particularly low, compared to 27% for girls. Finland is the only country where women and girls together account for 50% of participants. While 48% of federations report

having taken action to increase female participation, engagement remains weak among National Olympic and Paralympic Committees, at 25% and 21% respectively.

The findings on gender-based violence (GBV) in sport reveal modest policy development but significant gaps in implementation. While the share of organisations with a written GBV prevention policy has increased to 39% (up from 25% in 2019), only a third of them (33%) allocate funding to these efforts. Furthermore, formal complaint procedures exist in just 51% of organisations, and only 37% offer victim support. Austria (88%) and Spain (82%) report the highest levels of policy adoption, while Ukraine and Malta fall below 15%. The lack of consistent financial and structural support continues to limit the effectiveness of existing policies.

Media representation remains a major blind spot in the pursuit of gender equality in sport. Only 35% of organisations have taken any action to promote balanced representation in media coverage. Guidelines on gender portrayal are even rarer, existing in just 28% of cases. While NOCs and NPCs appear more active in this area (69% and 63% respectively), sport federations lag significantly behind (35%). Countries such as France (65%) and Montenegro (56%) lead in establishing media guidelines.

Finally, institutional commitment to gender equality remains inconsistent. While 67% of organisations report having integrated gender equality into their long-term strategies, only 34% have a dedicated written policy or action plan. Among these, just 39% allocate financial resources to support implementation. Sweden stands out, with 100% of surveyed organisations including gender equality in their strategic frameworks. However, in several jurisdictions (including Lithuania, Ukraine, and Malta) less than 15% of organisations report having a dedicated gender equality policy.

Across all six indicators, the data underscore a common pattern: high-level commitment is growing, but it is not yet matched by consistent action, funding, or accountability. The All In Plus findings make a compelling case for continued and deepened efforts at national and international levels, particularly in leadership, coaching careers, safeguarding frameworks, and media transformation.

C. Recommendations for decision for EPAS follow-on work

Specific decisions required in follow-on work linked to Recommendations from the All In Plus Analytical Report:

The All In Plus Analytical Report provided a series of recommendations for follow-on work (see section 3.2 of the Analytical Report) and a number are listed below for decision as to how EPAS may continue work in these areas.

Recommendation 1.

The European Union (EU), the Council of Europe, in particular the Enlarged Partial Agreement on Sport (EPAS), and other international organisations, should continue to encourage initiatives to promote greater gender equality in sport and to ensure that the recommendations from this analytical report and from the High-Level Gender Equality Working Group on Sport's report from 2020 continue to be implemented.

Proposal 1.

EPAS to carry on including gender equality mainstreaming within EPAS' strategic work and work with the EU and other sectors of the Council of Europe in this area.

Recommendation 2.

All sports federations, NGOs and other bodies involved in sport should ensure that they adopt policies to promote gender mainstreaming in sport, including encouraging the participation of women and girls in grassroots through to elite sport.

Proposal 2.

On an ongoing basis EPAS to participate in/support panel debates and conferences allowing for sharing of best practice knoweldge in this area, including with sports federations, NGOs and other bodies involved in sport, thereby helping to promote participation of women and girls in grassroots through to elite sport drawing on tailor-made policies.

Recommendation 3.

Research bodies including the Global Observatory on Gender Equality and Sport (GO), the European Institute for Gender Equality (EIGE), as well as other organisations, such as UNESCO, and NGOs and grassroots organisations, such as ENGSO, engaged in collecting data, should, as far as possible, use the indicators set forth in the All In Plus project to ensure comparability of data sets. This data collection work and related studies should be disseminated widely to ensure there is ongoing awareness raising about gender inequalities in sport and allowing progress to be monitored.

Proposal 3.

EPAS should continue its ongoing bilateral work with the apposite organisations to ensure that the indicators used in All In Plus and the methodology adapted are shared and used as widely as possible to ensure there is comparability of data. A decision may be taken to focus on different levels of engagement, i.e. closer work with relevant national agencies/ministries of sport in EPAS member States, and co-ordination via other international organisations such as GO and EIGE when working with continents such as Africa, Asia, South America etc.

Recommendation 4.

Other potential areas to collect data on gender equality in sport might include studies on women's health and sport, gender pay gaps across sport, the role of Artificial Intelligence (AI) and the link to the perpetuation of gender stereotypes about women in sport, the position of LGBTQI+ athletes in sport, among others.

Proposal 4.

Continue to explore other related thematic areas of work including sport and women's health, and as listed in Recommendation 4., for example through the Annual Breakfast Roundtables organised by EPAS.

Recommendation 5.

The EPAS member States and organisations should, as far as possible, ensure that gender mainstreaming policies are adopted and sections are created on their relevant websites dedicated to initiatives to promote equality in sport. Any relevant studies should be shared widely.

Proposal 5.

EPAS should continue to encourage GB and CC members to share best practice examples within the shared Cloud to promote exchange of knowledge. Relevant studies can be shared in the apposite space on the website.

Recommendation 6.

All Council of Europe member States' national sports agencies or governments with responsibility for sport should review equality and adopt action plans to ensure that women and girls are able to have access to sport on an equal level to men and boys, in particular drawing on the values as set forth in the European Sports Charter. The library of best practice examples created as part of the All In Plus project can be drawn on for inspiration.

Proposal 6.

Encourage CoE member States to carry on reviewing equality and adopting action plans. The GERs can help support this ongoing work within the GB and the CC alongside the Secretariat. Explore possible synergies with the Gender Equality Unit work.

Recommendation 7.

The European Broadcasting Union (EBU), and broadcasters across Europe and beyond should continue to monitor the position of women in sports media and the amount and type of coverage of women's and girls' sports. The EBU training programme and the IOC Portrayal Guidelines should be considered flagship examples of promoting gender-equal and fair coverage of athletes and ongoing collaboration with the network of sports media professionals set up within the context of All In Plus joint project should continue to be managed by the Council of Europe's EPAS.

Proposal 7.

EPAS should continue to work collaboratively with the EBU and continue to interact with the network of sports media professionals set up within the context of the All In Plus joint project both to disseminate information about EPAS' work in the area of inclusion but also to continue where possible informative sessions.

Recommendation 8.

EPAS should continue to work closely with bodies working on gender equality in sport, including the International Olympic Committee (IOC), International Paralympic Committee (IPC), the International Working Group on Gender Equality and Sport (IWG), FIFA, FIBA, EPAS Consultative Committee Organisations, including UEFA, the Alice Milliat Foundation, ENGSO etc. to ensure that the findings from All In Plus continue to be shared, thereby ensuring greater awareness raising about the importance and value of greater equality in sport.

Proposal 8.

EPAS should continue to ensure a calendar of dissemination of findings from the All In Plus project with the support of the Gender Equality Rapporteurs (GERs), national focal co-ordinators to make sure that ongoing visibility is given to this work.

Recommendation 9.

On the basis of this analytical report, EPAS is invited to organise a symposium, with key stakeholders contributing to raise awareness, to identify and systematise data gathering needs and to agree targeted action plans on the basis of the findings set forth in the factsheets and analytical report.

Proposal 9.

EPAS should organise a symposium (2026 TBC) with key partners to raise awareness, identify and systematise data gathering needs and to agree on targeted action plans based on the All In Plus joint project findings.

Recommendation 10.

At a regular 5-year period the data collection exercise, online library of best practice examples and media sensitisation work should be carried out again to monitor progress in this area and to ensure that up-to-date information is available to induce the necessary changes and actions towards greater gender equality in sport.

Proposal 10.

Organise for the Council of Europe's Sport Division to apply for EU funding for another joint project for 2028-2030 to draw on "All In" and "All In Plus" and allow for an extension of the data collection exercise among other elements.

D. Other points for consideration for possible EPAS follow-on work

1. Communication work:

- a. Translate the analytical report into French and start to prepare the All In Plus resources in French as well as English followed by other languages of EPAS member States (finance permitting).
- b. Share information on the joint EU-CoE All In Plus project with the GR-C.
- c. Encourage participating jurisdictions to host events giving more visibility to the findings of the All In Plus project and where possible prepare country-specific brochures in the relevant languages. These national-level dissemination events should try to bring together key actors, including ministries, Olympic/Paralympic Committees, sport federations, and regional/local sport authorities.
- d. Encourage EPAS member States, but non-All In Plus participating jurisdictions, to draw on best findings from the All In Plus project and either host a national awareness-raising event or start to collect data or take appropriate measures to improve national-level gender equality in sport. EPAS can provide information to the relevant jurisdiction.
- e. Respond to growing international interest in the All In Plus methodology and indicators from Africa, Asia, and Latin America by:
 - i. sharing the questionnaire templates and data collection methodology;
 - ii. engaging with regional bodies (ex: AU, ASEAN, Mercosur) and partners (ex: UN Women, UNESCO) to adapt and expand All In Plus approaches in other regions.

2. Leadership:

Facilitate capacity-building sessions on governance reform and inclusive recruitment practices for national authorities and federations.

3. Coaching and Officiating:

Promote a model framework for gender-sensitive recruitment, performance assessment, and advancement.

4. Participation:

Showcase and share good examples of community-based initiatives – social sustainability – that have successfully reduced barriers to participation of women and girls.

5. Combating gender-based violence:

Co-operate with UNESCO and other organisations, bodies and the Council of Europe's Istanbul Convention Secretariat (GREVIO), working in this area to co-ordinate an ongoing response to reduce gender-based violence in sport and promote safe sport.

6. Media and Communication:

Support the network of sports media professionals set up within the All In Plus project and ensure that there is an annual technical session with this group of individuals to continue promoting best practice.

E. Some upcoming dates

30 September 2025:	Global Observatory on Gender Equality in Sport Forum (Lausanne, Switzerland)
October 2025: (exact date TBC)	National presentation All In Plus with range of stakeholders in Cyprus (Nicosia, Cyprus)
4-5 November 2025:	European Sports Congress (Lille, France)
April 2026 (TBC):	EPAS All In Plus follow-on symposium on gender equality and sport
9-11 July 2026:	IWG on Gender Equality and Sport Global Summit (Birmingham, United Kingdom)