

KAZAN ACTION PLAN

The Ministers meeting at the Sixth International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport (MINEPS VI), held in Kazan (13-15 July 2017),

1. *Noting* that, for present purposes and unless specified otherwise, the term “sport” is used as a generic term, comprising sport for all, physical play, recreation, dance, organized, casual, competitive, traditional and indigenous sports and games in their diverse forms;
2. *Highlighting* that sport for all, including traditional sport and games, is a fundamental field of intervention for governments to achieve the full potential of physical activity for personal and social development;
3. *Recognizing* that the United Nations’ 2030 Agenda / Sustainable Development Goals form the overarching policy consensus on development priorities, goals and targets that guide international and national policy design, implementation and monitoring;
4. *Stressing* that the preamble of the 2030 Agenda acknowledges sport as an important enabler of sustainable development and peace;
5. *Expressing* our concern that, except for the general acknowledgement of sport as an enabler, physical education, physical activity or sport are not mentioned in any of the goals and targets of the 2030 Agenda;
6. *Recalling* that the Declaration of Berlin, adopted by MINEPS V, and the International Charter of Physical Education, Physical Activity and Sport, adopted by the General Conference of UNESCO at its 38th session, form together a comprehensive set of principles, recommendations and commitments for sport policy development;
7. *Appreciating* that the follow-up to MINEPS V and the revision of the International Charter of Physical Education and Sport have created a dynamic of enhanced international consultation and cooperation amongst government and non-government stakeholders in physical education, physical activity and sport in their diverse forms;
8. *Underlining* that there is a broad consensus amongst these stakeholders that the 2030 Agenda, the Declaration of Berlin, as well as the International Charter of Physical Education, Physical Activity and Sport constitute an interconnected, solid foundation for sport policy development and that, based on this foundation, sport policy development should henceforth focus on translating policy intent into measurable implementation;
9. *Highlighting* that sport policy at the national and international levels must be inclusive, in order to contribute to the reduction of inequalities and, therefore, inclusive access by all to physical

education, physical activity and sport must be a basic component of any national or international sport policy;

10. *Recognizing* that inclusion is not only a challenge to be overcome but moreover a call to pro-active action purposefully to pursue and embrace diversity as an enhancer to common practice;
11. *Stressing* that gender equality and the empowerment of women and girls *in and through* sport are not only fundamental components of national and international sport policy but are also crucial factors for good governance, and for maximizing the contribution of sport to sustainable development and peace;
12. *Recognizing* that the full potential of physical education, physical activity and sport to contribute significantly to the achievement of Sustainable Development Goals can only be realized if a broad range of public authorities, sports and educational organizations and other stakeholders are mobilized;
13. *Recognizing* that the mobilization of a broad range of stakeholders through new partnerships and platforms requires the integration of sport policy within the sustainable development framework as defined by the 2030 Agenda, as well as the means for measuring the specific contributions of sport to sustainable development and peace;
14. *Affirming* our continued commitment to quality physical education as the most important means to ensure inclusive, lifelong participation in sport and physical activity;
15. *Recognizing* that the effective protection and promotion of the integrity of sport are the preconditions for preserving its developmental, educational and health-promoting functions;
16. *Acknowledging* the critical role of youth in maximizing the contribution of sport to sustainable development and peace, as well as the positive force sport can play in getting children to school, supporting youth employability, and facilitating the transition from school to work;
17. *Underlining* that, in order for national sport authorities, government and non-governmental authorities effectively to address the full spectrum of sport integrity policy areas, synergies amongst these areas must be developed in terms of prevention education and awareness-raising, legislation, protection of whistle-blowers and media freedom, information exchange and investigation, as well as related human, technical and financial capacities;
18. *Affirming* our continued commitment to supporting the ratification and implementation of international sport integrity conventions and, especially, of the UNESCO International Convention against Doping in Sport, the Council of Europe Convention on the Manipulation of Sports Competitions, and the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events;
19. *Continuing* active cooperation between governments, intergovernmental organizations and the sports organizations, in particular through UNESCO and with the World Anti-Doping Agency, in establishing a strong, harmonious anti-doping system;

20. *Recognizing* that sport value education and skills development in and through sport are crucial means to prevent threats to sport integrity and to ensure the sustained credibility of sport as a role model for society at large;
21. *Acknowledging* that international cooperation is critical to ensuring that inequalities between different countries' sport policy deployment capacities be reduced and to protecting the integrity of sport from transnational threats;
22. *Recognizing* that it is essential to protect, respect and fulfil the human rights of all involved in the delivery of physical education, physical activity and sport;
23. *Expressing* our gratitude to all involved experts for their commitment and contributions to the programmatic preparations of the conference, and *inviting* these experts to sustain their support for the follow-up to MINEPS VI;

Affirm the following, based on a worldwide consultation with experts, the Sport Movement and UNESCO's Intergovernmental Committee for Physical Education and Sport:

24. We acknowledge the sport policy follow-up framework developed for MINEPS VI and presented in Annex 1 as a voluntary, overarching reference for fostering international convergence amongst policy-makers in the fields of physical education, physical activity and sport;
25. We further acknowledge the sport policy follow-up framework developed for MINEPS VI as a tool for stimulating and assessing progress in the implementation of national and international policy in the fields of physical education, physical activity and sport;
26. We support the promotion of this framework as well as its updating and adaptation at national and regional levels;
27. We express our satisfaction with the contributions gathered to inform the sport policy follow-up framework developed for MINEPS VI and support the promotion and utilization of this information;
28. We support the following five actions, presented in Annex 2, as catalysts for multi-stakeholder cooperation at the international and national levels:
 1. elaborate an advocacy tool presenting evidence-based arguments for investments in physical education, physical activity and sport;
 2. develop common indicators for measuring the contribution of physical education, physical activity and sport to prioritized SDGs and targets;
 3. unify and further develop international standards supporting sport ministers' interventions in the field of sport integrity (in correlation with the International Convention against Doping in Sport);
 4. conduct a feasibility study on the establishment of a Global Observatory for Women, Sport, Physical Education and Physical Activity;
 5. develop a clearinghouse for sharing information according to the sport policy follow-up framework developed for MINEPS VI;

29. We recognize that the Kazan Action Plan can be implemented successfully only if Member States identify and resource specific activities of the Action Plan which are of national importance and advocate the implementation of the Action Plan at regional and continental levels;
30. We invite the Intergovernmental Committee for Physical Education and Sport, CIGEPS, to monitor the implementation of the Kazan Action Plan;
31. We invite the Director-General of UNESCO to ensure a leadership role for UNESCO in coordinating the follow-up to the Kazan Action Plan.

MINEPS Sport Policy Follow-up Framework

A. Background

1. At the Intergovernmental Committee for Physical Education and Sport (*CIGEPS*) Extraordinary Session in Lausanne, Switzerland, 29-30 January, 2015 UNESCO outlined the process of preparation and key objectives of the sixth edition of the International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport (MINEPS). One of the objectives was to establish the indicators, benchmarks and self-assessment tools used for monitoring the implementation of the [Declaration of Berlin](#) and the [International Charter of Physical Education, Physical Activity and Sport](#) (scientific/empirical evidence) (CIGEPS/2015/INF.REV.).
2. The Declaration of Berlin (2013) expresses an activity-oriented policy consensus of policy-makers, whereas the International Charter of Physical Education, Physical Activity and Sport (2015) formulates a common vision amongst different stakeholders on the fundamental principles and values that should guide physical education, physical activity and sport programmes. Together they form a road map for policies and promote the shift from intent to implementation.
3. CIGEPS decided that MINEPS VI will focus on the development of a call for action to implement the commitments of ministers expressed in the Declaration of Berlin and the expectations and norms embodied in the International Charter of Physical Education, Physical Activity and Sport in the context of the [Sustainable Development Goals / the 2030 Agenda](#). Therefore, it seemed helpful to establish a new framework to link all three documents.
4. The MINEPS Sport Policy Follow-up Framework, developed by UNESCO, intends to facilitate international and multi-stakeholder policy convergence, ease international cooperation and foster capacity-building efforts of governmental authorities and sport organisations. Moreover, it was designed to identify gaps with respect to previously agreed principles, commitments and recommendations, to promote tools, and good practices.
5. Contributing and using the MINEPS Sport Policy Follow-up Framework is at the discretion of Member States, however, all contributions to the document are valuable and welcome.
6. The design of the MINEPS Sport Policy Follow-up Framework should allow all stakeholders to make use of it in terms of their priorities and methodologies.

B. Structure and definition of main and specific policy areas

7. The MINEPS Sport Policy Follow-up Framework contains three main and 20 specific policy areas. These are:

I. Developing a Comprehensive Vision of Inclusive Access for All to Sport, Physical Education and Physical Activity

- I.1 Align with Sustainable Development Priorities
- I.2 Establish multi-stakeholder partnerships
- I.3 Foster quality physical education and active schools
- I.4 Promote research-based evidence and strengthen higher education
- I.5 Enforce gender equality/Empower girls and women
- I.6 Foster the inclusion of youth in decision-making processes
- I.7 Foster empowerment and inclusive participation

II. Maximizing the Contributions of Sport to Sustainable Development and Peace

- II.1 Improve health and well-being of all, at all ages
- II.2 Make cities and settlements inclusive, safe, resilient and sustainable
- II.3 Provide quality education, and promote lifelong learning for all and skills development through sport
- II.4 Build peaceful, inclusive and equitable societies
- II.5 Provide economic growth and full and productive employment and work for all
- II.6 Advance gender equality and empower all women and girls
- II.7 Ensure sustainable consumption and production patterns and take urgent actions to combat climate change and its impacts
- II.8 Build effective, accountable and inclusive institutions at all levels

III. Protecting the Integrity of Sport

- III.1 Safeguard athletes, spectators, workers and other groups involved
- III.2 Protect children, youth and other vulnerable groups
- III.3 Foster good governance of sports organizations
- III.4 Strengthen measures against the manipulation of sports competitions
- III.5 Ensure an adequate anti-doping policy framework, its implementation and effective compliance measures

C. Narratives of main and specific policy areas

8. In order to ensure easy, effective and time-saving access to relevant information, its collection and display need to be systemized against the demands of governmental and non-

governmental policy-makers. The narratives of the main and specific policy areas are subject to current and upcoming developments.

Main policy area I

DEVELOPING A COMPREHENSIVE VISION OF INCLUSIVE ACCESS FOR ALL

This refines the right for participation in physical education, physical activity and sport to a set of actions envisaging links to the Sustainable Development Goals, the establishment of new partnerships, reiterating the role of physical education and the importance of gender equality and youth participation in decision-making, as well as the inclusive character of all future programmes. All the related seven specific policy areas are indispensable components of international and national policies and plans.

I.1 Align with Sustainable Development Priorities

The 2030 Agenda and Sustainable Development Goals provide the global policy reference for policy-makers to promote sustainable change in various areas of society. Global leaders have underscored that this agenda is applicable to all countries and to all policy areas. As sport, physical activity and physical education are also recognised as a means for sustainable development, policy coordination between various stakeholders have started to identify to which of the 17 sustainable development goals their international and national programmes can be linked. It is, therefore, essential that the national vision for inclusive access for all to sport, physical education and physical activity and associated national policy priorities are coordinated and coherent with sustainable development priorities, as reflected in national development plans, regional sustainable development priorities and the 2030 Agenda for Sustainable Development.

I.2 Establish multi-stakeholder partnerships

The considerable diversity of the forms and contexts of physical education, physical activity and sport suggests that a great deal of their relevance for civil society lies in their variety and adaptability. To fully realize their potential, cooperation is needed across public policy sectors, such as health, education, city development, infrastructure, and transport, as well as with private stakeholders, to develop and implement legislations, regulations and national plans of action. These actions, conducted in synergy, promote continuity of practice and access to physical activities at all ages. They aim to foster autonomy, both in an individual and a collective context, and prevent withdrawal from practice (because, for example, of age, life events, social and health conditions, discrimination). Toolkits and other support mechanisms to support such cross-sector collaboration need to be further identified, developed and shared.

I.3 Foster quality physical education and active schools

Active schools, in which physical activity is placed at the heart of the school, support the establishment of healthy lifestyles, behaviour and learning. In addition, quality physical education is a necessary component of primary and secondary education. It supports the building of physical skills and fitness, life skills, cognitive, social and emotional skills, and values and attitudes that frame socially responsible citizens. This is most attainable when it is fully resourced, respected and valued for its holistic merits. Fostering quality physical education and active schools needs provision that is varied, frequent,

challenging, meaningful and inclusive. Learning experiences in physical education are most effective when they are positive, challenging and developmentally appropriate, to help children and young people acquire the knowledge, skills, attitudes and values necessary to lead a physically active life, now and in the future.

I.4 Promote research-based evidence and strengthen higher education

Higher education and research play a fundamental role in fostering quality physical education, physical activity and sport. Specialized institutions must assure initial and continued training of teachers, educators and coaches. Multi-disciplinary research and development must be prioritized to provide for evidence-based policies that are relevant for different sectors of society. Higher education institutions play an important role in promoting and providing opportunities for physical activity and sport on all performance levels, including dedicated programmes for competitive athletes (dual career).

I.5 Enforce gender equality/Empower girls and women

The Universal Declaration of Human Rights, the UN Convention on the Elimination of All Forms of Discrimination against Women and the UNESCO Convention against Discrimination in Education stipulate in various articles equal rights for all members of society to participate in all activities, including education, and to become engaged in policy development including taking over leadership positions. Physical education, physical activity and sport offer compelling levers for promoting gender equality and empowerment, and for challenging structural injustices that limit not only the life chances of girls and women but also other gender groups. The variety of levels at which girls and women can engage in these activities include participation, coaching, teaching, management, and leadership.

I.6 Foster the inclusion of youth in decision-making processes

The United Nations System-Wide Action Plan on Youth recognizes the critical role of youth in fostering creative and innovative solutions to development challenges and driving positive social change. Meaningful youth participation and leadership within sport require that young people, particularly athletes and those in youth-led organizations, benefit from an enabling environment and evidence-based programmes and policies at all levels. Realizing young people's right to participate in decision-making processes within sport and sport policy is also vital to ensuring that their basic human rights are recognized and enforced.

I.7 Foster empowerment and inclusive participation

Inclusive participation means opportunities at all participatory levels, regardless of ability, impairment, ethnicity, gender, language, religion, political or other opinion, national or social origin, property, birth or other status. This approach necessarily includes migrants and other special groups. Accordingly, participation in respective programmes and activities has a cross-cutting impact on many development goals and targets impacting upon learning, health and well-being of individuals. Inclusion is not only a challenge to be overcome but, moreover, a call to action to purposefully pursue and embrace diversity as an enhancer to common practice.

Main policy area II:

MAXIMIZING THE CONTRIBUTIONS OF SPORT TO SUSTAINABLE DEVELOPMENT AND PEACE

This policy area links recent developments in physical education, physical activity and sport since the adoption of the Declaration of Berlin (2013) with the 2030 Agenda and the Sustainable Development Goals. Eight specific policy areas outline how physical education, physical activity and sport can contribute to distinct SDGs.

II.1 Improve health and well-being of all, at all ages

Inactivity is the fourth leading risk factor for global mortality. The importance of healthy lifestyles is prioritized in the Sustainable Development Agenda. Participating in physical education and sport can motivate people to be more active, contributing to the reduction of “premature mortality from non-communicable diseases” and associated healthcare costs (SDG 3.4). Evidence shows that participating in physical education, physical activity and sport, including traditional sport and games, is associated with improved psychological and social health, as well as the prevention and treatment of substance abuse (SDG 3.5). Regular participation supports the healthy development of children and adolescents, including their cognitive and psychosocial development. Sport events and large-scale physical activity programmes can also provide a platform for community health messaging and empowerment, engaging a diverse range of people who might otherwise not be reached through conventional health delivery. This supports efforts to address communicable diseases and improve access to health-care services (SDG 3.3 and 3.7).

II.2 Make cities and settlements inclusive, safe, resilient and sustainable

Infrastructure and space for sport, physical education and physical activity in urban and rural planning can help support, develop and maintain active and healthy lifestyles for their citizens and build inclusive and sustainable communities. UN Habitat guidance indicates that a minimum of 15 percent of urban areas should be allocated for open and green spaces and public facilities. Integrating opportunities for sport, physical education and physical activity throughout such spaces and across urban environments can have widespread and long-term impacts (SDG 11.3 and 11.7). They are most effective when these spaces are neutral and public and their design, implementation and management take into account the needs and safety of all citizens, including those with disabilities, as well as other vulnerable groups such as children and women.

II.3 Provide quality education and promote lifelong learning for all

Physical education, physical activity and sport are “fundamental rights for all” and, as such, constitute important components of equitable and quality education (SDG 4.1). Physical literacy provides the basis for lifelong participation in physical activity and the associated health benefits, making it essential for young people’s development and an important learning outcome across educational settings. High quality physical education, sport values education, skills development, physical activity and sport learning environments can also contribute to broader education outcomes (SDG 8.7): they promote transferable soft-skills such as team-building, leadership and increased discipline, empathy and respect that assist with the transitioning from youth to adulthood

and help to improve school attendance. They can also provide experiential and empowering education that can promote the engagement of a diverse range of students, irrespective of their background, including those less suited to formal education settings (SDG 4.5 and 5.1). The inclusive and equitable delivery of physical education, sport values education, physical activity and sport at all levels of education will contribute to eliminating gender disparities (SDG 4.5). It can also promote holistic development and lifelong learning, providing a platform well-suited to developing the knowledge and leadership skills needed to promote sustainable development (SDG 4.7).

II.4 Build peaceful, inclusive and equitable societies

Well-designed programmes that include people irrespective of ability, impairment, ethnicity, gender, language, religion, political or other opinion, national or social origin, property, birth or other status, challenge social divides and can make a valuable contribution to social inclusion and empowerment (SDG 10.2). By drawing on its cross-cultural status and the work of skilled facilitators and role models, participation in physical education, physical activity and sport can facilitate intercultural and inter-religious understanding and contribute to efforts to build peaceful, inclusive and equitable societies. Initiatives can be used to build relationships, encourage positive interaction, and foster respect between groups affected by conflict or marginalisation (16.1), perhaps involving dedicated support structures and programmes (SDG 10.7). All approaches are likely to be most sustainable when they are integrated within wider peacebuilding, reduction in criminal activities, violence, and social inclusion processes.

II.5 Provide economic growth and full and productive employment and work for all

The contribution of physical education, physical activity and sport to economic growth, increased productivity and employment can be observed in different contexts. The sport industry has been estimated to contribute up to one percent of the global gross domestic product, and stimulating its development can contribute to further benefits. Maximising the potential of sport-related, event-based and active leisure tourism, in particular, can support these efforts (SDG 8.2). The attractiveness of sport to young people makes it a valuable setting for initiatives aimed at delivering employability outcomes (SDG 4.4), including entrepreneurial training (SDG 8.5 and 8.6). In addition, volunteers make a substantial contribution. The further economic benefit can be derived from deliberate policies aimed at scaling the voluntary contributions of officers, coaches, parents and other groups who deliver health and social benefit through supporting cost-effective physical activity and sport programmes (SDG 8.3).

II.6 Advance gender equality and empower all women and girls

Physical education, physical activity and sport reflect societal gender norms. Women are less likely to participate in physical activity than men and are significantly under-represented in leadership roles across sport. Proactive investment, policies and strategies can help address inequalities in sport participation and leadership (SDG 5.1, 5.5 and 5.c). Evidence suggests that the strong and active participation of women in decision-making processes has a potent impact on social development. In many communities, targeted sport-based programmes, especially at grassroots levels, as well

as sport values education have made important contributions to the empowerment of women, girls and other vulnerable gender groups. Well-designed and effectively delivered initiatives can provide safe spaces to engage and support women and girls, promote female leadership and encourage respectful attitudes towards women and girls (SDG 5.5). Eliminating all forms of violence and harmful practices against women and girls in sport will also contribute to wider sustainable development goals (SDG 5.2 and 5.3).

II.7 Ensure sustainable consumption and production patterns and take urgent actions to combat climate change and its impacts

Sport events and large-scale physical activity programmes can be used to stimulate social and environmental change. They can, under certain circumstances, generate opportunities to refresh dated infrastructure, improve public transport and review development policy. Organizing committees and host cities can use sport events as part of an over-arching strategy to create legacies through infrastructure improvements, sustainable tourism (SDG 12.b), behavioural change campaigns (SDG 12.1, 12.2, 12.8) and by strengthening environmental and other sustainability aspects. Host countries can be encouraged to strengthen their scientific and technological capacity to move towards more sustainable patterns of consumption and production (SDG 12.1). Awareness-raising and educational programmes can influence attitudes, shifting consumer behaviour and the use of natural resources (SDG 12.2, 12.5, 12.8), and the social status of sport can act to magnify this dissemination of information and further promote environmental responsibilities (SDG 12.6). Sports organizations are increasingly expected to reduce their carbon footprints. In this context, the value of sport in building a resilient and adaptive capacity to climate-related hazards and natural disasters is noteworthy (SDG 13.1).

II.8 Build effective, accountable and inclusive institutions at all levels

Problems of corruption, doping and the manipulation of sporting competition emphasize the need for improvements in governance throughout sport and its institutions. The transparency and governance of sporting organizations should be considered when measuring the effectiveness, accountability, gender balance and participatory decision-making of public institutions (contributing to SDG 16.6 and 16.7). Equally, reducing the instances of corruption and bribery within sport, whether through the manipulation of sporting competition or the awarding of sport events or tenders, will contribute to broader transparency outcomes and a reduction in the flow of illegal finance (contributing to SDG 16.4 and 16.5).

Main policy area III:

PROTECTING THE INTEGRITY OF SPORT

Building on developments since the Declaration of Berlin, MINEPS VI links this policy area to the 2030 Agenda and the SDGs, especially to SDG 16 Peace, Justice and Strong Institutions, with a focus on activities undertaken by governments, the sport movement, academia and other non-governmental organizations. In addition to relevant legislation, information exchange and investigation, prevention education, engagement and awareness-raising are effective means to address all the different threats to sport integrity. These means must be an integral part of the practice of physical activity and sport from its initial stages and at all levels. Furthermore, the fundamental human rights of everyone affected by or involved in the delivery of physical education, physical activity and sport must be protected, respected and fulfilled in accordance with the United Nations Guiding Principles on Business and Human Rights.

III.1 Safeguard athletes, spectators, workers and other groups involved

Safeguarding is a proactive concept that refers to the processes and mechanisms of ensuring that physical education, physical activity and sport are safe settings for all, in which human rights are fully respected. Different groups require different sorts of safeguarding: athletes need safe spaces to train and compete free of abuse, sexual exploitation and misconduct, exploitation in employment situations, trafficking and violence (SDG 16.2); spectators need safe means of transport to events and secure areas to watch events; and workers have a right to be safeguarded from risk or harm whilst building or serving stadia. Each group shares, however, an expectation that their health, safety, and well-being are safeguarded so that sport remains a positive experience for all.

III.2 Protect children, youth and other vulnerable groups

Children, youth and women are particularly vulnerable to maltreatment, abuse or neglect, impairment to their health and development, and circumstances that run counter to the provision of safe and effective care (SDG 5.2). This can include child labour, abuse, sexual exploitation and misconduct, trafficking, and violence (SDG 8.7 and 16.2). These phenomena, which can also affect all athletes, undermine fundamental human rights, and run counter to the spirit of sport. Strategies and practices grounded on positive relationships and mutual respect, honest communication, just and proportionate response, mitigation and contingency, are necessary conditions for healthy and sustainable sport for all.

III.3 Foster good governance of sports organizations

Governance relates to the constitution and administration of organizations, the process of making and implementing decisions by stakeholders, and the ways in which people are treated. Well-designed structures of governance can have a powerful impact on the performance and credibility of sports organizations. Important features are effective accountability, transparent institutions, responsiveness, and inclusive procedures at all levels (SDG 16.6), including internal operations, athlete oversight, and events governance. Good governance is increasingly recognized as a critical feature of effective, equitable and ethical sports organizations. Women, in particular, are often

under-represented in leadership positions within sports organizations, while it is recognized that they contribute to significant improvements of these organizations' governance. An important feature of good governance, therefore, is to challenge these inequalities (SDG 5.5).

III.4 Strengthen measures against manipulation of sports competitions

Competition manipulation remains a global concern, with threats to the rule of law presented by organized criminal syndicates (SDG 16.4). The trans-border nature of this phenomenon requires close international cooperation. Its scope reaches a range of participants, including athletes and their support personnel, referees and other officials (SDG 16.5). It is necessary to protect these stakeholders through specific legislative and law enforcement measures, and by building partnerships between public authorities, sports organizations and betting operators.

III.5 Ensure an adequate anti-doping policy framework, its implementation and effective compliance measures

Doping continues to be a serious threat to the integrity of sport and the well-being of athletes at grassroots, competitive and elite levels. In most countries it is illegal (SDG 16.3). Due to its diversity and illicit nature, a range of measures is necessary to combat doping, including education, prevention, detection, deterrence and research. For the continuous fight against doping in sport to succeed, countries need to comply with their obligations to the UNESCO International Convention against Doping in Sport which include abiding by the principles of the World Anti-Doping Code.

D. Follow-up Parameters

9. In order to facilitate the gathering and presentation of relevant information, UNESCO has developed Follow-up Parameters. The parameters are organised into five sections:

- Norms
- Resources
- Monitoring and evaluation
- Promotion /Advocacy
- Research

10. These parameters present a range of outcomes and developments that have arisen in recent years, and which could support subsequent initiatives. They are cross-tabulated with content across three main and 18 specific policy areas.

11. The 'Norms' columns feature normative, value-based statements that are relevant to the concerns of MINEPS VI and its policy areas. This section features the Declaration of Berlin, the International Charter of Physical Education, Physical Activity and Sport, UN Resolutions on Sport for Development and Peace and other international norms and standards. When examining this section of the Framework it becomes obvious that policy development has been

uneven across MINEPS VI's policy areas, and there are evident gaps, especially related to Main Policy Area I, Specific Policy Areas I.1 and I.2.

12. The 'Resources' columns relate to material and human resources that can support the realisation of the policy areas. They consist of International and Regional Champions, Guidelines/Training Tools, and examples of Good Practice. Presenting Champions could be influential in various ways or levels, in research, policy-making, governance, advocacy, and practice of physical education, sport and physical activity. A systematic description of Champions will help ministers identify the organisations or institutions that may be the most promising partner when looking for information or support.

13. "A good practice is not only a practice that is good, but a practice that has been proven to work well and produce good results, and is therefore recommended as a model. It is a successful experience, which has been tested and validated, in the broad sense, which has been repeated and deserves to be shared so that a greater number of people can adopt it"¹. Gathering examples of good practices from around the globe could prove to be an important legacy from MINEPS VI, taking into consideration the needs of policy-makers worldwide. The challenge is to agree on a set of criteria and definitions of what constitutes a good practice example in the context of MINEPS VI.

14. 'Monitoring and Evaluation' are widely acknowledged to be of vital importance in the development of quality, sustainable programmes and initiatives. This section collects indicators, self-assessment tools, and benchmarks. They will create a valuable resource of knowledge, skills, and values applied in different settings. They will also serve to emphasise the role of evidence in different programmes. In light of the importance of these issues for sustainable development in sport, the presence of gaps in a number of areas should be noted.

15. Two other sets of parameters are also included in the Framework. Research refers to the latest research studies and findings that relate directly to specific priority areas of MINEPS VI. Grouped according to work areas, and running alongside the literature reviews that have already been completed, this section of the Framework can become a valuable, multi-lingual resource for a number of areas. Finally, 'Promotion / Advocacy' fulfil the important role of sharing and disseminating MINEPS VI findings to the widest possible audience.

E. Virtual Working Space

16. All information submitted by the members of the Working Groups supported the three Main Policy Area are made available at the MINEPS VI Virtual Working Space - <https://www.icsspe.org/user/login>, username: mineps, password: unesco. Menus of this website have been translated into French, and French versions of the submitted content have been posted whenever possible.

¹ Food and Agriculture Organisation of the United Nations (2014): http://www.fao.org/fileadmin/user_upload/goodpractices/docs/GoodPractices_Template-EN-March2014.docx.

17. The design of the virtual working space follows the form of the MINEPS Sport Follow-up Framework, as presented below:

| MINEPS VI | |
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| Programme Committee General Documents | |
| Main Policy Area I - Developing a comprehensive vision of inclusive access for all | <ul style="list-style-type: none"> I.1 Align with Sustainable Development Priorities I.2 Establish multi-stakeholder partnerships I.3 Foster quality physical education and active schools I.4 Promote research-based evidence and strengthen higher education I.5 Enforce gender equality/Empower girls and women I.6 Foster the inclusion of youth in decision-making I.7 Foster empowerment and inclusive participation |
| Main Policy Area II - Maximising the contributions of sport to sustainable development and peace | <ul style="list-style-type: none"> II.1 Improve health and well-being of all, at all ages II.2 Make cities and settlements inclusive, safe, resilient and sustainable II.3 Provide quality education and promote lifelong learning for all II.4 Build peaceful, inclusive and equitable societies II.5 Provide economic growth and full and productive employment and work for all II.6 Advance gender equality and empower all women and girls II.7 Ensure sustainable consumption and production patterns and take urgent actions to combat climate change and its impacts II.8 Build effective, accountable and inclusive institutions at all levels |
| Main Policy Area III - Protecting the integrity of sport | <ul style="list-style-type: none"> III.1 Safeguard athletes, spectators, workers and other groups involved III.2 Protect children, youth and other vulnerable groups III.3 Foster good governance of sports organizations III.4 Strengthen measures against manipulation of sports competitions III.5 Ensure an adequate anti-doping policy framework, its implementation and effective compliance measures |
| Manual for the Working Groups | |
| MINEPS Sport Policy Follow-up Framework | |
| Poster Exhibition | |
| Glossary | |

Outlines of Actions of the Kazan Action Plan

- Action 1: Elaborate an advocacy tool presenting evidence-based arguments for investments in physical education, physical activity and sport
- Action 2: Develop common indicators for measuring the contribution of physical education, physical activity and sport to prioritized SDGs and targets
- Action 3: Unify and further develop international standards supporting sport ministers' interventions in the field of sport integrity (in correlation with the International Convention against Doping in Sport)
- Action 4: Conduct a feasibility study on the establishment of a Global Observatory for Women, Sport, Physical Education and Physical Activity
- Action 5: Develop a clearinghouse for sharing information according to the sport policy follow-up framework developed for MINEPS VI

The responsibility for the implementation of the Kazan Action Plan cannot rest with UNESCO or the Intergovernmental Committee for Physical Education and Sport (CIGEPS) alone. The Kazan Action Plan can be implemented successfully only if:

- (i) other intergovernmental, government and non-government stakeholders share this responsibility;
- (ii) Member States identify and resource specific activities of the Action Plan which are of national importance;
- (iii) Member States advocate the implementation of the Action Plan at regional and continental levels.

Action 1:

Elaborate an advocacy tool presenting evidence-based arguments for investments in physical education, physical activity and sport

1. Context and Rationale

The enormous potential of sport, its global reach, its universal language, its impact on communities in general, and young people in particular, are increasingly recognized worldwide. The increasing evidence of the manifold individual and socio-economic benefits that sport can generate implies that sport authorities need to initiate, implement and monitor relevant policies in a holistic manner. A range of diverse stakeholders within and beyond national governments needs to be mobilized to reap the full potential of sport as an enabler of sustainable development and peace.² However, the preconditions for elevating the place of sport within national policy agendas are that: (i) key decision-makers within national governments are aware of the competitive advantage of investments in sport; and that (ii) a partnership can be built between sport ministries and relevant other ministries for which sport represents a sound investment.

Especially within governments, there is a widely held acceptance of the need for evidence-based information on the positive impact that physical education, physical activity and sport can have on the social development of a country, as well as the justification for public funding for sport. Among the most persuasive of such justifications is the “return on investment” (ROI), which is the benefit of an intervention in relation to its costs. Implicit in ROI analysis is that both costs and benefits need to be considered in matters of public expenditure. The advocacy tool or case for physical education, physical activity and sport should be convincing, in order to compete successfully with many other worthy causes for limited public resources.

Investment in physical education, physical activity and sport is increasingly framed in terms of ROI and the limited evidence strongly suggests that physical activity generates a competitive ROI and that it can do so within one to two years. Accordingly, the World Health Organization judges sport as a “best buy” intervention for public health. Currently, however, only a small proportion of national health and other budgets are invested in physical education, physical activity and sport.

In recent years, a number of national and international initiatives have advocated for increased investments in sport.³ These initiatives have had at least one of the following shortcomings:

- insufficient or insufficiently robust evidence on the ROI in sport;
- insufficient other relevant evidence for investments in sport;
- limited thematic or regional scope of evidence;
- inappropriate presentation of the evidence;

² Article 3.2 of the International Charter of Physical Education, Physical Activity and Sport provides a list of key stakeholders.

³ See the [Final Report of the 2014 Session of CIGEPS](#) , paras. 85-90.

- ineffective communication and promotion of the evidence and related arguments.

An internationally accessible advocacy tool for creating and evidence-based business case for investment in sport would, thus, represent a significant advance in international and national advocacy. It would also offer a mechanism for framing public investment as a cross-department, cross-ministerial concern, ultimately placing the resourcing of sport under the responsibility of finance ministers.

2. **Objectives**

- (i) Support sport ministers and other stakeholders in developing a compelling business case for investment in sport;
- (ii) Establish and strengthen partnerships within and beyond governments to scale-up investment in sport;
- (iii) Lay the foundation for robust, evidence-based statements of ROI, at national and international levels.

3. **Main Activities**

- (i) Undertake gap analysis of previous studies and launch complementary research;
- (ii) Undertake SWAT analysis of existing advocacy initiatives;
- (iii) Design a communication plan;
- (iv) Develop an international ROI-based advocacy tool.

4. **Potential Key Partners**

- World Health Organization (WHO), United Nations Office on Drugs and Crime (UNODC), International Labour Organization (ILO), United Nations International Children's Emergency Fund (UNICEF).
- Regional and/or continental inter-governmental organisations (African Union, European Union, Regional Development Banks, etc.)
- Relevant international and national expert institutions
- Sports organizations
- Sporting goods industry and the wider business community
- Health insurance agencies
- Women Sport International, International Working Group on Women and Sport, Association for Physical Education and Sport for Girls and Women

Action 2:

Develop common indicators for measuring the contribution of physical education, physical activity and sport to prioritized SDGs and targets

1. Context and Rationale

The United Nations' 2030 Agenda sets out 17 sustainable development goals ("SDGs") and 169 specific targets that form a medium-term road map for national development plans and international development cooperation. Policy-making by national governments, intergovernmental institutions, multi- and bilateral development aid institutions and donors will be integrated into this overall framework, its goals, targets and related indicators. UNESCO is strongly committed to aligning its programmes and activities with this framework.

While the preamble of 2030 Agenda recognizes sport as an "important enabler of sustainable development and peace", none of its goals or targets refer *directly* to sport, physical education or physical activity. Thus, at national and international levels, there is a high risk that SDG-orientated policy interventions *in and through* sport will be neglected, ineffective and/or insufficiently recognized. Furthermore, target 17.18 of the 2030 Agenda pertains explicitly to the significant increase in the availability of high-quality, timely and reliable data, and to enhanced capacity-building support in this respect. Accordingly, there is a need to develop, in addition to the official United Nations' list of SDG indicators⁴, sport-specific indicators.

It is widely acknowledged that it is extremely challenging to provide proof of the direct impact of physical education, physical activity and sport on broader development goals. The current scale and quality of data and, especially, of national data sets on physical education, physical activity and sport and sustainable development are limited; they vary significantly across contexts and policy domains. To ensure that sport-related policy-making by sport ministers and other public authorities are based on more robust data, a two-tier approach is recommended. Firstly, national data collection should provide valid and reliable information on basic, general indicators (e.g. budget allocations, physical infrastructure, workforce numbers and participation) and include their disaggregation in accordance with key variables of the SDG framework (e.g. sex, age and persons with disabilities). Secondly, more specific indicators should allow governments to measure the contribution of sport to identified SDGs, targets and/or indicators that are prioritized according to their specific context. Such indicators should distinguish direct from indirect contributions of sport policy interventions to specific SDG targets.

2. Objectives

- (i) Measure the role of physical education, physical activity and sport in the achievement of prioritized SDGs and targets;

⁴ <http://unstats.un.org/sdgs/>

- (ii) Provide public sport authorities with key elements for planning, implementation and reporting in the SDG context.

3. **Main Activities**

- (i) Assess the contributions of physical education, physical activity and sport to the SDGs through relevant and robust evidence;
- (ii) Facilitate the collection, comparison, analysis and dissemination of data concerning the contribution of physical education, physical activity and sport to the SDGs, at national and international levels;
- (iii) Support the collection of key sport-related data at the national level by the relevant public authorities;
- (iv) Ensure the consistent disaggregation of sport-related data according to key variables, in order to reflect the equality rationale of the SDGs;
- (v) Conduct survey on / map existing, relevant indicators;
- (vi) Harmonize the selection and definitions of basic, general indicators and specific indicators for identified SDGs;
- (vii) Determine disaggregation variables and the scope of their application for relevant indicators;
- (viii) Determine key indicators, collect good practice and elaborate practical guidelines concerning their use by sport ministers and other public authorities;
- (ix) Provide information on skills developed in sporting value chains for potential training courses and applied methodologies in line with relevant SDGs.

4. **Potential Key Partners**

- Commonwealth Secretariat
- UN Department of Economic and Social Affairs (UNDESA, Statistics Division)
- Government/inter-government stakeholders from sport and other concerned policy domains (especially finance, health and education)
- Swiss Academy for Development
- Academia
- International Council of Sport Science and Physical Education
- Women Sport International, International Working Group on Women and Sport, and/or Association for Physical Education and Sport for Girls and Women

Action 3:

Unify and further develop international standards supporting sport ministers' interventions in the field of sport integrity (in correlation with the International Convention against Doping in Sport)

1. Context and Rationale

The largest part of the Declaration of Berlin and the longest article of the International Charter of Physical Education, Physical Activity and Sport are devoted to the protection of the integrity of sport. Although, since MINEPS V, many initiatives have been taken by intergovernmental institutions, governments, sports and other civil society organizations, serious threats continue to endanger the credibility and integrity of sport, and undermine its educational, developmental and health-promoting functions. Although many initiatives address important aspects of sport integrity, they typically do not cover the full range of specific sport integrity policy areas as identified in the sport policy follow-up framework developed for MINEPS VI.

Furthermore, the repeated occurrence of sport integrity scandals calls for improved efforts at national level and the further strengthening of international standards on sports integrity and their implementation. This necessity is further underlined by the persistent difficulty faced by many Member States in signing, ratifying, enforcing and/or monitoring the implementation of international legal instruments concerning sport integrity - such as the International Convention against Doping in Sport, the Council of Europe Convention on the Manipulation of Sports Competitions and the UNODC Conventions against Corruption and Organized Crime.

The specific measures required in the field of sport integrity are complex. In light of the strengthened evidence of the manifold policy benefits of sport, and the widening scope of responsibilities of sport authorities', the capacity of these authorities depends more and more on the ability to create synergies between interventions in different sport integrity areas. The recent adoption of integrated national sport integrity legislation and the establishment of related structures in some Member States support this assumption.

While it is by no means sufficient, the unification and further development of guiding standards for sport integrity policy is a critical measure for increasing awareness amongst governmental decision-makers and enhancing Member States' capacities in this field. It is notably a prerequisite for strengthening synergies in cross-cutting areas of policy interventions at the national levels, including: fundamental rights of athletes; partnership-building; protection of whistle-blowers and media freedom; prevention education and awareness-raising; legislation with measurable targets against existing international norms; information exchange and investigation; law enforcement; and monitoring. On the international level, it will enable the integration of pending or emerging sport integrity issues, such as the good governance of sports organizations, into a coherent portfolio of commonly agreed standards. The very process of developing such standards will also strengthen cooperation amongst intergovernmental organizations, governments, the sport movement and other stakeholders.

2. **Objective**

Enhance sport ministries' capacities through more consistent and comprehensive international standards that facilitate synergies to address sport integrity issues and support the implementation of the existing rules.

3. **Main Activities**

- (i) Seek common ground for effective implementation of sport integrity standards developed in disconnected policy processes and initiatives;
- (ii) Determine cross-cutting areas of policy intervention pertaining to specific sport integrity issues wherever possible;
- (iii) Map existing international standards and norms;
- (iv) Map relevant national legislations that address sport integrity comprehensively and ensure exchange of best practices;
- (v) Assess needs of Member States;
- (vi) Determine nature of outcome document and the procedure for its adoption;
- (vii) Draft outcome document and explanatory note

4. **Potential Key Partners**

- Council of Europe, United Nations Office on Drugs and Crime (UNODC), Commonwealth, International Labour Organization (ILO), Organisation for Economic Cooperation and Development (OECD), International Criminal Police Organization (Interpol), United Nations International Children's Emergency Fund (UNICEF)
- Bureau of the Conference of Parties to the International Convention against Doping in Sport, World Anti-Doping Agency
- International Olympic Committee (IOC), International Paralympic Committee (IPC), Fédération Internationale de Football Association (FIFA), other international sports organizations
- World Players Association
- Transparency International, Play the Game, International Centre for Sport Security
- International Council of Sport Science and Physical Education

Action 4:

Conduct a feasibility study on the establishment of a Global Observatory for Women, Sport, Physical Education and Physical Activity

1. Context and Rationale

By 34 C/Resolution 36, the General Conference approved, in 2007, the establishment of an Observatory on Women, Sport and Physical Education in accordance with the regulations regarding the establishment and operation of institutes and centres under the auspices of UNESCO. For different reasons, the operational launch of this Observatory was significantly delayed and has, to date, not been accomplished. While the strategic priority that UNESCO grants to gender equality, as well as many of the objectives, functions and proposed activities that were underpinning the decision to establish this Observatory remain valid, a number of significant contextual factors have tangibly evolved over the past ten years. These pertain, notably, to the increased, relevant evidence, the increased substantive scope of issues to be addressed, the increased number of institutions and initiatives addressing these issues internationally, as well as the emergence of novel communication and knowledge-sharing technologies and practices that are radically changing the modalities of international cooperation. This new context has critical implications for the design of such an observatory, in particular with respect to the minimal competencies that it has to provide, as well as its organizational structure and internal governance. However, it also has great potential to mobilize a critical number of partners, the required competencies and resources, as well as broad political support.

The fostering of gender equality and the empowerment of girls and women *in and through* sport, as well as through physical education and physical activity, has been a central outcome of the work of the Working Groups for MINEPS VI. However, the relevance of these subjects across all main and specific policy areas also indicates that the sport policy follow-up framework developed for MINEPS VI may not be sufficient - or even appropriate - to fulfil the clearinghouse and advocacy functions that need to be carried out, in order effectively to address this issue as an indispensable dimension and component of sport policy development.

Gender equality in physical education, physical activity and sport is part of a wider call to empower women. SDG 5 expresses the need to 'achieve gender equality and empower all women and girls' and, despite some progress, there remain many areas where much more progress needs to be made. The call to achieve greater gender equality and empowerment in physical education, physical activity and sport is so urgent that it would be inappropriate to restrict the topic to a sub-section of another activity, such as a clearinghouse for sport policy development. Rather, gender equality warrants a strong endorsement by a mechanism that enforces certain outcomes, lobbies, and assertively pushes an agreed agenda for change in and through sport.

2. Objectives

- (i) Support capacity-building for gender-mainstreamed sport policy and action plans;
- (ii) Build awareness and encourage dialogue on physical education, physical activity and sport for girls and women;
- (iii) Monitor and evaluate the progress on SDG 5 as it relates to sport;
- (iv) Foster women's access to decision-making positions within public sport authorities and sports organizations;
- (v) Foster girls and women's participation in sports, physical activity and physical education in all capacities and at all levels;
- (vi) Build awareness, encourage dialogue, and establish protective and treatment measures regarding all forms of gender-based violence that impact girls' and women's participation in physical education, physical activity and sport;
- (vii) Raise awareness about the media portrayal of women in sport;
- (viii) Promote investment in women's and girls' participation in sport, including access to infrastructures and funding;
- (ix) Initiate and promote relevant research

3. Main Activities

- (i) Map relevant international institutions and initiatives, as well as related regional and national networks;
- (ii) Determine main audiences and purposes;
- (iii) Determine critical central and potentially decentralized functions;
- (iv) Determine critical competencies and capacities;
- (v) Determine internal governance;
- (vi) Determine resource and legal requirements;
- (vii) Draw up a schedule for implementation

4. Potential Key Partners

- UN Women
- International Working Group on Women and Sport, International Association for Physical Education and Sport for Girls and Women, Women Sport International
- Regional and/or continental intergovernmental organizations
- International Olympic Committee, International Paralympic Committee, other international sports organizations
- Fédération Internationale du Sport Universitaire (FISU)
- Sporting goods industry and the wider business community
- Specialized media
- Academia

Action 5:

Develop a clearinghouse for sharing information according to the sport policy follow-up framework developed for MINEPS VI

1. Context and Rationale

In 2015, by 38 C/Resolution 43, the General Conference of UNESCO supported the development of a common framework for the follow-up to both the Declaration of Berlin adopted by MINEPS V in 2013, and the International Charter of Physical Education, Physical Activity and Sport, adopted by the above resolution. The implications of, and preliminary proposals concerning this framework were briefly presented and discussed at the 2016 Ordinary Joint Session of CIGEPS and its Permanent Consultative Council (PCC).⁵ Following this session, comments from members of CIGEPS and the PCC led to the determination of the three main themes for MINEPS VI, as well as the finalization of a two-dimensional “matrix” that forms the methodological basis for the sport policy follow-up framework developed for MINEPS VI.

The consultations with the three expert working groups established for MINEPS VI, as well as the establishment of a virtual working space for the working groups, made possible the further development of this framework and the testing of its potential to serve as a basis for a future clearinghouse. These consultations had the following main outcomes:

- the three main policy areas – which correspond to the three conference themes – are largely consensual; discussions and proposals concerning the specific policy areas indicate a recognition of the importance of this thematic breakdown as a common international reference and a commitment to converge towards such a common reference;
- the continued quantity and quality of information provided to populate the framework, as well as frequent specifications of the precise category within the framework to which contributions pertained, indicate that the thematic breakdown and the different categories of follow-up “parameters” have facilitated and/or further motivated the submission of information;
- methodological issues made it impossible to integrate information provided on “champions” and “good practice”; while there is a strong interest in promoting “good practice” internationally, the modalities of identifying, submitting, selecting, presenting and retrieving the related information will require a thorough analysis before being operationalized; more generally, in the absence of a selection policy, quality control of submitted content was impossible;
- due to limited human, technical and financial resources, it was not possible to create an interactive interface, nor to translate contributions received; several members of working groups complained about input and consultation modalities not being user-friendly.

⁵ See [Final Report of the 2016 CIGEPS Session](#) , paras. 49 – 54.

According to the feedback from the working groups and the conclusions of the MINEPS VI Programme Committee, there is evidence of a strong demand for an effective, easily accessible “one-stop” online hub in the field of sport policy development that can support the sharing of knowledge, experiences and competencies by an international community of practice.

2. Objectives

- (i) Provide a legitimate international forum for sharing information on sport policy development;
- (ii) Strengthen international cooperation for, and follow-up of sport policy development by a common definition of main and specific policy areas;
- (iii) Support capacity-building of public sport authorities and other stakeholders by promoting relevant norms, tools and good practice.

3. Main Activities

- (i) Map and analyse other relevant clearinghouses in the field of policy development;
- (ii) Determine main purposes and target audiences of the clearinghouse;
- (iii) Determine user requirements;
- (iv) Determine methodological, technical and political implications;
- (v) Determine critical central and potentially decentralized functions;
- (vi) Determine internal governance;
- (vii) Determine resource and legal requirements;
- (viii) Draw-up a schedule for implementation.

4. Potential Key Partners

- World Health Organization (WHO), United Nations International Children’s Emergency Fund (UNICEF), other UN bodies
- Regional and/or continental inter-governmental organizations (African Union, European Union, Regional Development Banks, etc.)
- Other intergovernmental organizations (Commonwealth)
- International Council of Sport Science and Physical Education
- The Association For International Sport for All (TAFISA)
- Swiss Academy for Development
- Women Sport International, International Working Group on Women and Sport, and/or Association for Physical Education and Sport for Girls and Women
- International Olympic Committee, Fédération Internationale de Football Association (FIFA), other international sports organizations
- Directorate for Sports and Social Projects (Kazan, Russian Federation)