

(Provisional) ROADMAP	
TITLE OF THE INITIATIVE	EU Sport Programme 2014-2020
TYPE OF INITIATIVE	<input checked="" type="checkbox"/> CWP <input type="checkbox"/> Non-CWP <input type="checkbox"/> Implementing act/Delegated act
LEAD DG – RESPONSIBLE UNIT	DG EAC, Sport Unit (E3)
EXPECTED DATE OF ADOPTION	Month/Year: 11/2011
VERSION OF ROADMAP	No: 3 Last modification: Month/Year: 09/2010

A. Context, problem definition

- (i) What is the political context of the initiative?
(ii) How does it relate to past and possible future initiatives, and to other EU policies?
(iii) What ex-post analysis of the existing policy has been carried out and what results are relevant for this initiative?

To implement the new Treaty provisions in the field of sport, the Commission will propose a new EU agenda for sport in autumn 2010, which will be presented in a Communication. To complement the EU agenda for sport, the Commission services are currently reflecting on how best to support the Member States in this field in the future. In this context, an Impact Assessment for a possible EU Sport Programme for 2014-2020 will be launched.

Due to its cross-cutting nature and its synergies and links with many other EU policies, sport will continue to be strongly influenced by other EU policy areas. At the same time, the sport sector can help the EU achieve its longer-term goals by contributing to sustainable growth, fighting unemployment, reinforcing social inclusion and advancing people's Europe.

The EU Sport Programme for 2014-2020 will address issues that are directly related to sport and that cannot be covered through other EU programmes, funds and initiatives. The Commission will ensure coherence with EU policies and programmes in areas such as health, education and training, youth, regional development, social inclusion, employment, justice, home affairs and research.

The Commission will also take into account the experience of the 2009-2011 Preparatory Actions in the field of sport and the results of their evaluations, the first of which will start in December 2010 and end in July 2011

What are the main problems which this initiative will address?

The identification of the main problems in the field of sport is based on the results of the Impact Assessment exercise carried out in 2010 in preparation of the 2010 Communication on Sport. The main challenges identified are the following:

a) Challenges related to sport's societal role

- Health concerns, in particular weight problems, due to lack of physical activity

According to a 2004 Eurobarometer survey, a large majority of EU citizens (78%) cite the improvement of health as the principal benefit of sport. The 2010 Eurobarometer survey shows that 39% of respondents never do physical exercise. The linkage to the school environment is likely to be a critical factor in this context. Studies show that the role of sport and physical activity in education is declining, leading to health-related impacts especially on the younger generation.

- Unadapted systems to combine sport and education

Governmental and non-governmental sport stakeholders have regularly expressed concern about the fact that the contribution of sport and physical education to educational objectives is often not, or not sufficiently, recognised. The required training intensity for young talented sportspeople today makes it difficult to ensure their school education.

- Social exclusion of disadvantaged groups and unused potential of sport

The potential of sport in relation to social inclusion and equal opportunities has not been sufficiently implemented in national and EU policy-making, as confirmed by stakeholders in the public consultation carried out. The rights of people with disabilities need further attention in the field of sport. The popularity of sport and its social value are so far seldom used in specific integration-related programmes.

b) Challenges related to the financing of sport

- Insufficient support for voluntary activity in sport

Recent studies and consultations confirm a number of challenges faced by voluntary activity in sport in social

terms (e.g. lack of recognition; lack of qualifications to ensure better employability; dominance of male volunteers), political terms (e.g. lack of national strategies), legal terms (e.g. lack of specific legal frameworks; unclear tax regimes) and economic terms (e.g. funding needs for local sport clubs; under-estimated economic value).

- Discrepancies between developments in gambling markets and the financing of sport

Ongoing developments on gambling markets and the changing national regulatory frameworks for gambling have led to perceived challenges on the side of governmental and non-governmental sport stakeholders with regard to sustainable income streams from gambling activities into sport.

- Inadequate protection of intellectual property rights

The main questions surrounding the licensing of sports rights concern the protection of IPRs from unauthorised use, the maintenance of practices based on exclusive territorial licenses and the balancing between the sale of media rights and the public's right to information. The issue of defining a property right for the organisers of sport competitions in relation to the event they organise while ensuring the right of the public to information should be further examined.

c) Threats to open and fair sporting competitions

- Discrimination in sport on grounds of nationality

Since the entry into force of the TFEU, any discrimination on grounds of nationality is prohibited within the scope of application of the Treaties, which now includes amateur sport. A number of cases brought to the attention of the Commission and repeated calls for legal clarity from the sport movement indicate that there are restrictions on access to sport activities and/or sport competitions in some Member States and in various sports.

- Unethical practices of sport agents

The independent study on sport agents carried out on behalf of the Commission in 2009 provides an in-depth overview of the activities of sport agents in the EU as well as of the possible problems related to these activities, notably in areas such as financial crime and exploitation of young players. The study notes that such ethical issues identified in connection with agents' activities should be addressed at EU level as these activities often undermine the fairness of sporting competitions and threaten the integrity of sportspeople.

- Match-fixing undermining the ethics of sport

Match-fixing is considered as corruption and punished consequently in the Member States' jurisdictions. It can be associated to illicit betting; cases have been reported where international criminal networks were involved in betting-related match-fixing on a global scale, thus requiring a coordinated international approach. Early warning systems have been developed by the industry in cooperation with sport stakeholders to address match fixing related to betting, but their efficiency remains limited.

d) Threats related to the integrity of sportspeople

- Unclear role for the EU in the fight against doping

Doping is a threat to the physical and moral integrity of athletes and sports. Many organisations are dealing with doping as a problem in high-level sports, including the World Anti-Doping Agency (WADA), national and regional anti-doping organisations, WADA-accredited laboratories in the EU, the Council of Europe and UNESCO. In relation to these organisations, the EU tends to get involved because EU law protects the individual rights of athletes and players. The criminalisation of trade in doping substances is a trend across the EU.

e) Challenges related to dialogue and cooperation on sport at EU level

- Insufficient adherence to good governance principles

While it is not possible to identify a single model of governance in European sport, the following principles can be considered as playing an essential role in defining a common basis in this context: autonomy of sport organisations within the limits of the law, democracy, transparency and accountability in decision-making, and inclusiveness in the representation of interested stakeholders. Consultations indicate that these principles are repeatedly not respected in some sport organisations.

- Unused scope for improving EU-level dialogue on sport

Given the specific organisation of sport, the diversity of actors in sport and the complexity of the topics to be addressed, the organisation of a balanced dialogue at EU level is a challenging task.

f) Challenges related to horizontal aspects of the EU's approach to sport

- Perceived lack of legal clarity regarding the application of EU law to sport

A perceived lack of clarity regarding the application of EU law to sport, Internal Market and competition provisions in particular, have led sport stakeholders to repeatedly call for more certainty and increased guidance

<p>from the Commission.</p> <ul style="list-style-type: none"> - Insufficient information on sport for the EU-27 <p>Sound, accurate and comparable data and information on sport for EU-27 are scarce. Developing a new policy area without such decision parameters is difficult and often delicate, since it has to be based on assumptions. Policy-making in sport at national and EU level would considerably benefit from a better knowledge base in order to take informed decisions.</p>
<p>Who will be affected by it?</p> <p>A large number of groups will be affected:</p> <ul style="list-style-type: none"> - Member States' public authorities (national, regional, local levels) and candidate countries; - International sport organisations (International Olympic Committee, international sport federations and other international sport organisations, including leagues, professional sport organisations, amateur sport organisations and leisure and outdoor activity organisations); - European sport organisations (European Olympic Committees, European sport federations and other European sport organisations, including leagues, professional sport organisations, amateur sport organisations and leisure and outdoor activity organisations); - National sport organisations (National Olympic Committees, confederations, federations, regional organisations, leagues, clubs etc.); - Other European sport-related organisations (e.g. in the fields of education, media, sporting goods); - International and European organisations, such as the Council of Europe, the WHO, WADA and UNESCO; - Organisations representing employees in the sport sector; - Organisations representing sportspeople and support staff (trainers, coaches, volunteers,...); - Citizens at large (e.g. minority groups, pupils, students, seniors, etc.).
<p>(i) Is EU action justified on grounds of subsidiarity? (ii) Why can Member States not achieve the objectives of the proposed action sufficiently by themselves? (Necessity Test) (iii) Can the EU achieve the objectives better? (Test of EU Value Added)</p>
<p>Article 165 of the Treaty on the Functioning of the European Union (TFEU) calls on the EU to promote European sporting issues while taking account of the specific nature of sport, its structures based on voluntary activity and its social and educational function, and to develop the European dimension in sport by promoting fairness and openness in sporting competitions and cooperation between bodies responsible for sports, and by protecting the physical and moral integrity of sportspeople.</p> <p>Member States have full competence in the field of sport. The EU initiative will not substitute the actions of the Member States but propose additional action in areas where experience has demonstrated that progress in addressing the challenges identified cannot be sufficiently achieved by Member States alone.</p> <p>The global or transnational nature of the problems identified often exceeds the capacity of action of each individual Member State and can better be addressed at EU level. The EU will act as a catalyst in order to increase the impact of national actions in the interest of sport. The EU will provide opportunities for cooperation among stakeholders that would not have existed without EU action.</p>

B. Objectives of the initiative

<p>What are the main policy objectives?</p>
<p>The main objectives that the initiative seeks to achieve in order to address the identified challenges result directly from the Treaty mandate (Article 165 TFEU). The main objectives are :</p> <p><u>To support and supplement the action of the Member States</u> in order to:</p> <ul style="list-style-type: none"> - Promote the social and educational functions of sport; - Support sport structures, in particular those based on voluntary activity; - Promote fairness and openness in sporting competitions; - Protect the physical and moral integrity of sportspeople; - Enhance dialogue and cooperation with sport stakeholders; - Increase understanding of the application of the EU legal framework to sport; - Support an evidence base for sport in EU-27.

Do the objectives imply developing EU policy in new areas?
Given that sport is a new competence in the Lisbon Treaty, the objective does imply developing EU policy in new areas. However, this "soft" competence amounts only to supporting, coordinating or supplementing measures in addition to the actions of the Member States, as authorised in the sport provisions of the new Treaty. At the same time, the mainstreaming of sport into other EU policies and programmes in areas such as competitiveness, regional development, education and training and social cohesion should continue.

C. Options
(i) What are the policy options being considered? (ii) What legislative or 'soft law' instruments could be considered? (iii) How do the options respect the proportionality principle?
Three options are being considered: - Option A: (baseline scenario) – Keeping the objectives, structure and management of the policy cooperation framework without incentive measures - Option B: (continuity of the Preparatory Actions approach) - Complementing the policy cooperation framework with a financial scheme of incentive measures in order to support some demonstrative projects, in the same line and a comparable budgetary allocation of the Preparatory Actions in the field of sport 2009-2011. - Option C: (full-scale EU Sport Programme) – Complementing the policy cooperation framework with a full-scale programme to better support Member States' and civil society organisations' actions in the field of sport, facilitating knowledge building and knowledge sharing in view of a more evidence-based policy in the field of sport, as well as facilitating transnational learning and dissemination of good practices among sport stakeholders. - The considered options will not go beyond what is necessary to achieve the defined objectives, but take account of proportionality requirements and the Treaty mandate, which excludes harmonisation and only provides for soft tools for EU-level action. The planned EU initiative will be implemented on the basis of existing national and European structures.

D. Initial assessment of impacts
What are the benefits and costs of each of the policy options?
- Option A: (baseline scenario) The effectiveness of an EU framework for policy-making and cooperation in sport without incentive measures will be very low. The area of sport is characterised by huge discrepancies among the MS. For instance, some MS implement elaborate and costly HEPA strategies – these tend to be the MS with lower obesity rates – while others have no strategy at all. Some MS use sport extensively for social inclusion – these tend to be the MS with better integration of migrants – while others have hardly heard of the concept. By creating formal structures for sport policy coordination at EU level, complemented by incentive measures, the new Treaty should make it possible to reach out to those MS which have largely remained outside current efforts at sharing good practices. Without incentive measures this will be very difficult. - Option B: (continuity of the Preparatory Actions approach) Complementing the implementation of an EU framework for policy-making and cooperation in sport with the same typology of incentive measures of the Preparatory Actions 2009-2011 will already be beneficial compared to the previous scenario (before the entry into force of the Lisbon Treaty). The main aim of the programme will continue to be to support the policy agenda by supporting transnational projects put forward by public bodies or civil society organisations in order to promote suitable networks and exchange of good practices in a limited number of priority areas, and by supporting non-project related activities (e.g. studies and conferences) to share and to build knowledge. However, if a comparable budgetary allocation is maintained, support to the Member States could turn out to be too limited. Consequently, the effectiveness of a cooperation framework with a small financial support scheme will be low. - Option C: (full-scale EU Sport Programme) This option would increase the impact the EU policy cooperation framework in the interest of sport. It would allow the development of activities that establish links between different organisations and actors in and outside sport, including in particular public authorities at European, national, regional and local levels, sport organisations,

<p>sport-related organisations, educational bodies, and which lead to the exchange of know-how and good practices in different areas relating to sport and physical activity.</p> <p>This option would allow sport activities in the EU to be able to fulfil important functions within society in terms of public health, with regard to the inclusion of marginal groups, within formal and non-formal education and as a means to reinforce active citizenship. The economic capacity of the sector, in particular through its professionalised and commercialised segments but also its non-profit structures, would be reinforced and would be in a better position to generate growth, jobs and investment. Furthermore, this option would imply a real benefit to the capacity of action of each individual Member State in relation to the global or transnational nature of most of the problems identified.</p> <p>A deeper assessment of the social and economic impacts of each option will be carried out in the framework of the Impact Assessment process. Environmental impacts of EU action in the field of sport are considered of being insignificant.</p>
<p>Could any or all of the options have significant impacts on (i) simplification, (ii) administrative burden and (iii) on relations with other countries, (iv) implementation arrangements? And (v) could any be difficult to transpose for certain Member States?</p>
<p>Option A will not have significant impacts. It represents the status quo in terms of policy cooperation without a financial tool.</p> <p>Option B could have some significant impacts: it could contribute to the simplification of the policy-making process in Member States through the provision of comparable data; it could help to reduce the current administrative burden regarding the transnational aspects of sport and could facilitate the implementation of common guidelines in some specific areas. This option would have no impact on relations with third countries.</p> <p>Option C could have real significant impacts: it could simplify the policy-making process in Member States through the provision of comparable data; it could help reduce the current administrative burden regarding the transnational aspects of sport; it could facilitate the implementation arrangements of common guidelines through Council Recommendations; and it could contribute to EU relations with third countries and competent international organisations.</p>
<p>(i) Will an IA be carried out for this initiative and/or possible follow-up initiatives? (ii) When will the IA work start? (iii) When will you set up the IA Steering Group and how often will it meet? (iv) What DGs will be invited?</p>
<p>An IA will be carried out for this initiative. It will build on the IA carried out in 2010 in relation to the new EU Agenda for Sport after the entry into force of the Lisbon Treaty. The new exercise will start in November 2010 in the framework of the same IA Steering Group, which will meet at least twice.</p> <p>The following services will be invited: SG, AIDCO, COMP, DEV, ECFIN, ELARG, EMPL, ENTR, ENV, ESTAT, INFSO, JUST, HOME, MARKT, REGIO, RELEX, RTD, SANCO, SJ and TAXUD.</p>
<p>(i) Is any of options likely to have impacts on the EU budget above €5m? (ii) If so, will this IA serve also as an ex-ante evaluation, as required by the Financial regulation? If not, provide information about the timing of the ex-ante evaluation.</p>
<p>Options B and C would have impacts on the EU budget above €5m. The IA will serve also as an ex-ante evaluation, as required by the Financial Regulation.</p>

E. Evidence base, planning of further work and consultation

<p>(i) What information and data are already available? Will existing impact assessment and evaluation work be used?</p> <p>(ii) What further information needs to be gathered, how will this be done (<i>e.g. internally or by an external contractor</i>), and by when?</p> <p>(iii) What is the timing for the procurement process & the contract for any external contracts that you are planning (e.g. for analytical studies, information gathering, etc.)?</p> <p>(iv) Is any particular communication or information activity foreseen? If so, what, and by when?</p>
<p>The Commission has capitalised on recent studies and surveys as well as the information gathered for the 2007 White Paper on Sport and the 2008 EU Physical Activity Guidelines. The studies and surveys include a study on equal treatment of non-nationals in individual sport competitions, a study on internal market barriers to sport funding, a study on sports agents, a study on volunteering, a study on the training of young sportsmen and sportswomen in Europe, as well as a Eurobarometer survey on sport and physical activity.</p> <p>An Impact Assessment was conducted in 2010 in relation to the implementation of the new Treaty provisions on sport within the current financial perspectives. A new Impact Assessment is foreseen in 2011 and will focus specifically on a possible EU Sport Programme covering the period 2014-2020. The evaluations of the 2009-</p>

2010 Preparatory Actions in the field of sport will start in December 2010 and end in July 2011.

An external consultant will be used to carry out the first exercise of the evaluation of the Preparatory Actions as well as a cost-effectiveness analysis of the different options identified in section C.

In terms of information and communication, the annual EU Sport Forum constitutes the main meeting point between the EU and the sport world. The aim of the EU Sport Forum is to have all the main actors in European sport (Commission, Parliament, Council, Olympic movement, European and international federations, mass media, sport industries, selected public authorities and selected universities) meet once a year.

The 2010 EU Sport Forum (Madrid, April) was dedicated to the implementation of the new Treaty provisions on sport in the framework of the preparation of a new EU Agenda in this field. The 2011 edition of the EU Sport Forum (Budapest, February) will focus i.a. on the preparation of an EU Sport Programme for 2014-2020.

Which stakeholders & experts have been or will be consulted, how, and at what stage?

To allow for continuous public and stakeholder involvement in the Impact Assessment process, the Commission launched various stakeholder engagement exercises during the first half of 2010. Different types of stakeholders and experts were invited to participate in the consultation and dialogue in view of the definition and planning of the future initiative of the Union in the field of sport: Member States, the sport movement, relevant international organisations, and the general public (online consultation).