Human Rights Council
Thirtieth session
Agenda items 3 and 5
Promotion and protection of all human rights, civil, political, economic, social and cultural rights, including the right to development
Human rights bodies and mechanisms

Final report of the Human Rights Council Advisory Committee on the possibilities of using sport and the Olympic ideal to promote human rights for all and to strengthen universal respect for them
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I. Mandate on promoting human rights through sport and the Olympic ideal

1. Pursuant to Human Rights Council resolution 24/1, the Advisory Committee prepared a progress report1 on the possibilities of using sport and the Olympic ideal to promote human rights for all and to strengthen universal respect for them, bearing in mind both the value of relevant principles enshrined in the Olympic Charter and the value of good sporting example, which it submitted to the Human Rights Council at its twenty-seventh session. At the same session, in its resolution 27/8, the Human Rights Council requested the Committee to finalize its study and to present it to the Council before its thirtieth session.

2. The drafting group, established by the Advisory Committee for the preparation of the study, is currently composed of Saeed Mohamed Al Faihani (Chair), Mohamed Bennani, Karla Hananía de Varela, Mikhail Lebedev (Rapporteur), Katharina Pabel and Yishan Zhang.

3. Observations of States and independent experts underpinned the work on the present study to a large extent. In accordance with Council resolution 24/1, the drafting group prepared a questionnaire, which was sent in March 2014 to all Member States, international and regional organizations, national human rights institutions, civil society organizations and other relevant stakeholders. As at August 2015, responses had been received from 25 States,2 6 national human rights institutions, 8 non-governmental organizations and civil society representatives, 3 international organizations and 1 special procedure mandate-holder.

4. It is furthermore essential to stress the tremendous contribution, including in terms of awareness-raising, of the scientific community, which continues to provide vibrant critical evaluations, sometimes controversial and disputable, on all features of sport’s proliferation in society, including on sport and policy, to identify advantages and shortcomings of sport management and to suggest ways and means of improvement in the interest of promoting human rights and, ultimately, the well-being of all. For many years, Governments have had the tendency to keep academics at arm’s length, and academic knowledge in sport was often geared to the sporting community, the identification of talent and the production of medals or industrial complex.3 The increasing number of impressive academic multidisciplinary sport research appears to be changing this situation. This deserves special attention, but is beyond the scope of the present study.

II. General outline of the study

A. Introduction and objectives

5. The purpose of the present study is to assist stakeholders in assessing modern human rights policy related to sport and to facilitate its further development and improvement in a

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1 A/HRC/27/58.
2 Argentina, Australia, Azerbaijan, Bahrain, Brazil, Chile, China, Colombia, Côte d’Ivoire, Cuba, Cyprus, Denmark, Ecuador, France, Greece, Guatemala, Mauritania, Myanmar, Peru, Qatar, the Russian Federation, Saudi Arabia, Serbia, Spain and Tunisia.
coherent, comprehensive and systematic manner. Widening the possibilities of using sport and the Olympic ideal to promote and strengthen universal respect for human rights for all requires sustained efforts based on the considerations below.

6. Sport plays a significant role in promoting human rights and represents an expanding portion of humankind engaging in sporting activity. It stands for a strong will to overcome the limitations of human abilities, a desire for self-realization aimed at cultivating our fullest potential and a way of learning communication and harmonization through fair play, among others. It is a multidimensional cultural activity for all and a physical group and leisure activity, which enriches our lives. As with any other human activity, sport is governed by human rights. The core human rights instruments therefore apply to sport like all other fields of human activity.

7. Sport has a broad scope: it includes physical exercise and is a way to improve one’s lifestyle, well-being and health. It contributes to creating employment opportunities and promoting peace, development, respect and non-discrimination. Sport therefore contributes not only to achieving economic and social progress, but also to transcending perceived differences and providing opportunities for personal development through its inherent values of respect and tolerance. In the light of these various elements, sport, if used in the right way, can help develop a generation and an environment underpinned by respect and cooperation, thereby strengthening the promotion of and respect for human rights.

8. Sport brings about new opportunities for individuals, communities and for States. It expands global commitments in strengthening physical, mental and emotional health, social welfare and cohesion, promoting camaraderie, physical prowess, team cooperation, solidarity, adherence to standards and rules of the game, with an emphasis on participation, equality, shared humanity, harmony and generosity, and in raising awareness and understanding of human rights. Sport is important in promoting human rights worldwide through the interactions it generates between people from different backgrounds and cultures. Sport and the Olympic ideal can also be a means to advance the cause of peace, promote development and combat all forms of discrimination. Sport unites a large number of people around one issue irrespective of race, gender, religion or background. Discrimination could wither away through sport because, if appropriately used, sport teaches people cooperation, coordination and respect for others, providing people from different cultures with the opportunity to work together in a team spirit. Through its universal nature, sport can instil in people the values of respect, diversity, tolerance and fairness and can serve as a means to combat all forms of discrimination.

9. The values of sport, such as integrity, teamwork, excellence, respect, tolerance, fair play and friendship, create an environment in which young people can learn and grow. Hence, respect for human rights and the values of the Olympic Charter can be pursued collaboratively. Sport and all those involved in sporting events are therefore key to promoting, educating and sensitizing people about the importance of human rights. Moreover, sport should be used as a channel to promote equal opportunities for education, health, gender and ethnic equality, and to protect the rights of persons with disabilities and the environment, among others.

10. The right to play sport has undergone a remarkable conceptual development in recent years and now reflects a desire to lead a healthy way of life with human dignity. This right is rooted in other rights and concepts, including the rights to health, participation in cultural life and development. It must be guaranteed to everyone, including children and young people, older people, women, the rich, the poor and people with disabilities, and protected from any abuses by organizers of sporting events or State interference to sport management.
11. It is important to implement the right to play sport, beyond politics and with full respect for the human rights not only of athletes, but also all those directly or indirectly affected by sporting activities or events, thereby seeking to create a better world for all through sport, physical activity and play.

12. The cohesion and neutrality of the sporting movement are important factors for achieving the Olympic ideal and values. Sporting events should not be used to demonstrate political protests or boycotts as measures of political pressure. In this regard, promoting the ideals of the Olympic Truce in advance of the Olympic Games and the Paralympic Games, and recognizing the importance of constructive partnerships with the International Olympic Committee and the International Paralympic Committee, the International Olympic Truce Centre, hosts of the Games, international sporting federations, the United Nations and State or non-State stakeholders in supporting the implementation of resolutions on the Olympic Truce, becomes promising.

13. The observations below provide an overview, analysis and assessment of the main areas where the continuing integration of a human rights-based approach into the practice of sport and the implementation of the Olympic ideal could potentially be most beneficial or fruitful in terms of promoting and strengthening universal respect for human rights for all.

B. Legal and social framework

14. As highlighted above, sport is an important means to promote and strengthen universal respect for human rights. It can and should be used to combat all forms of discrimination and more generally social exclusion, violence, inequality, racism and xenophobia. There is a need to ensure that sport and sporting activities and initiatives do not lead to such violations of human rights as forced evictions or child or labour exploitation, or violations of economic, social and cultural, or civil and political human rights. Clearly, sport as a form of human activity should be construed and practised under general human rights provisions and specific conventions, with the full gamut of human rights norms and standards, deriving from international human rights treaties and customary law, governing any sport, sporting activity or event, big or small.

15. The Universal Declaration of Human Rights is complemented in this regard by different relevant United Nations basic guiding documents and resolutions, such as General Assembly resolution 58/5, by which the Assembly decided to proclaim 2005 the International Year for Sport and Physical Education, to strengthen sport as a means to promote education, health, development and peace.4 The General Assembly recognized the potential of sport to contribute to the achievement of the Millennium Development Goals, noting that sport has the potential, as declared in the 2005 World Summit Outcome, to foster peace and development and to contribute to an atmosphere of tolerance and understanding, and reaffirming that sport is a tool for education that can promote cooperation, solidarity, social inclusion and health at the local, national and international levels, as declared in the outcome document of the high-level plenary meeting of the General Assembly on the Millennium Development Goals. Moreover, numerous United Nations resolutions and reports appeal for the advancement of peace, development, diversity, tolerance, fairness, mutual respect, human understanding, dialogue, reconciliation, competition spirit, gender equality and the combating of discrimination, racism, social exclusion and marginalization. Member States have been requested to create

4 Other relevant General Assembly resolutions include 69/6, 67/17, 59/10, 60/1, 60/9, 61/10, 62/271, 63/135 and 65/4.
more opportunities for persons with disabilities, to contribute to the expansion of mass sporting activities, to support high performance in sporting events, to engage more children and young persons, women and girls and older persons in sport and to facilitate access and create a barrier-free environment. Article 30.5 of the Convention on the Rights of Persons with Disabilities specifically addresses measures to be taken by State parties to enable persons with disabilities “to participate on an equal basis with others in recreational, leisure and sporting activities”.

16. In his report on sport for development and peace, the Secretary-General reviews the programmes and initiatives implemented by States Members of the United Nations, as well as United Nations funds, programmes and specialized agencies and other partners, using sport as a tool for development and peace.

17. In its International Charter of Physical Education and Sport, the United Nations Educational, Scientific and Cultural Organization (UNESCO) defines access to physical education and sport as a fundamental right for all. UNESCO will be adopting a revised Charter in November 2015, the main amendments of which will include the introduction of the concept of physical activity, notably to reflect the various related health benefits; strong provisions on gender equality and the need to enforce the rights of women and girls; the availability of inclusive, adapted and safe opportunities, especially for children at preschool age, women and girls, the elderly, people with disabilities and indigenous people; the shared responsibility of a large range of stakeholders, including the Olympic and Paralympic movements, for developing and supporting physical education, physical activity and sport policy; the need for activities of these stakeholders to be economically, socially and environmentally sustainable; the important role of sport for development and peace programmes in the realization of development, peace, post-conflict and post-disaster objectives; and the protection and promotion of the integrity of sport against violence, doping, political exploitation, corruption and manipulation.

18. In addition, the Olympic Charter has a pivotal role in the context of human rights and sport in that it provides that “[t]he practice of sport is a human right,” and that “[e]very individual must have the possibility to practice sport, without discrimination of any kind and in the Olympic spirit, which requires mutual understanding with a spirit of friendship, solidarity and fair play,” and places sport at the service of the harmonious development of humankind, with a view to promoting a peaceful society concerned with the preservation of human dignity.

19. It is also worth outlining the regional initiatives that have progressively developed the legal basis for promoting human rights through sport and the Olympic ideal. For instance, in the 2013 document entitled “Approach to Human Rights”, the Organizing Committee of the Glasgow Commonwealth Games referred to domestic and international law and its relevance to the human rights and sporting context. In the text, the Committee, inter alia, stated that it had “an obligation — both moral and legal, and with the United Nations Guiding Principles on Business and Human Rights in mind — to respect, support and promote these rights through the course of its normal business”.

20. Moreover, the United Nations funds, programmes and specialized agencies; sporting organizations, including the International Olympic Committee; and other stakeholders, such as civil society, Governments and sporting, educational and research institutions worldwide, devote increasing resources to areas of development through sport, as a means of helping to promote youth, formal education, culture, healthy lifestyles, sustainability,
gender equality, understanding among peoples and peace. The projects, beyond enabling vulnerable communities to enjoy their right to leisure, support human rights at large. Countless initiatives with this objective and scope have been implemented by relevant stakeholders, including the International Olympic Committee. The Special Adviser to the Secretary-General and the Office on Sport for Development and Peace are spearheading such activities, and the collaboration between the United Nations and the Olympic Movement has further strengthened in recent years.

C. Instrumental significance of education, training and capacity-building in sport

21. Many of the responses received to the questionnaire rightly recognize the fundamental role of sport in educating children and young people, for whom physical activity and sport are used as methods to acquire social skills, positive attitudes and moral values. Sport, besides being a fundamental expression of the right to play, is an excellent tool for psychosocial recovery. It is a right enshrined in the Convention on the Rights of the Child. Educational programmes supporting the practice of sport as a human right need to be given due prominence in curriculum planning. Through such programmes, the spirit of friendship, mutual respect, solidarity and fair play can be promoted, learned and anchored into individuals and their communities. In primary education, sport has a profound effect on children, the development of their skills and the promotion of gender equality. Moreover, the development of values should be cross-cutting in educational programmes and curricula, fostering a balanced mentality that promotes participation over winning, respect for opponents, punctuality and solidarity. These values will ultimately be reflected in the lifestyle of athletes, who will spread them to the rest of society.

22. Sport is more than an isolated activity. It can be seen as an integrative bridge between education, culture, music and dance in order to strengthen human rights and the Olympic values. Physical activity should aim at children becoming acquainted with their culture and more respectful for diversity, tolerance, games rules and behavioural codes.

23. The promotion of peace culture contributes to prevent vandalism and violence during sporting events, particularly in football stadiums, and calls for continuous and active action by all stakeholders. Of particular relevance here is the UNESCO International Charter of Physical Education and Sport, which seeks to combat these human rights violations.

D. Sport and combating all forms of discrimination and racism

24. One of the distinctive tenets of human rights instruments and the Olympic Charter is the opposition to all forms of discrimination. In sport, any type of discrimination is prohibited, such as those on the basis of race, colour, gender, language, religion, political or other opinion, national or social origin, property, disability, birth or other status, or against national minorities. Human rights and the Olympic ideal envisage a society without any discrimination. The Olympic Charter seeks to develop sincere understanding, cooperation and friendship among people and to set a unique and shining example: gaining laurels through fair competition on an equal footing.

25. The best way to combat all forms of discrimination is through education, especially for the younger generation. Education can enhance the respect for human rights and the Olympic principles of friendship, respect and excellence. While the respect of the Olympic values could make it possible to overcome all forms of discrimination in the sporting context, an international academic debate continues on the real benefits of promoting these
values. Critical scholars argue that “athletes who are co-opted by the ‘educational outreach’ branch of the Olympic industry as role models, risk entrenching sexism, racism, and other discriminatory systems that they may be hoping to challenge”.

26. Sport can combat social barriers, promote communication about gender and other forms of discrimination and contribute to bringing men and women closer together to enhance social cohesion.

27. It is noteworthy that, in certain instances, the adoption of protocols within sport has contributed to promoting respect and thus combating discrimination, for instance, handshakes between players. In addition, banners in athletic fields and international athletic conferences on anti-discrimination, together with laws prohibiting and providing penalties for such acts, contribute to raising awareness of and combating all forms of discrimination.

E. Role of different types of sporting events

28. For the purpose of the present study, it is important to identify synergies and complementarities between sport and human rights that would pinpoint the relations between them, so as to promote the values of diversity, tolerance and fairness and to combat all forms of discrimination. It is also important to identify the obstacles to promoting human rights, including any infringements, which may occur in the context of sporting events.

29. Sporting events can help promote awareness and understanding of human rights principles through the interactions between people of different backgrounds and cultures. To strengthen this aspect, local, national and regional sporting events could include special targeted competitions for ethnic sport strands designed to demonstrate different ethnic traditions, practices and customs.

30. Sport and mega sporting events, including the Olympics, bring people closer together and make them familiar with each other. The shared purpose emerging from sport would eventually lead to decreasing prejudice and, given the high number of participants, this spirit would spread further towards the creation of an environment conducive to the promotion of human rights.

31. The following categories of sporting events can be distinguished: local, national, regional, continental, international and global, as well as special targeted programmes. The categorization is functional and depends on the commitments and objectives of the organizers, who decide upon the concrete requirements for each category. Hence, it is important that stakeholders, and in particular organizers of mass sporting events, use and leverage such events to promote and support sport for development and peace initiatives, including to support the inclusion of persons with disabilities and to promote non-discrimination.

32. The staging of multiple-sport events in different regions of a country also results in the regions benefitting from the construction of related infrastructure, such as sporting venues, hotels and access roads, the development of know-how, expertise and the tourism industry and an overall positive impact on the economy. However, alongside these opportunities for economic and social development, sporting events also carry risks, including of the local population being displaced, evicted, exploited or killed.

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9 See General Assembly resolution 67/17.
33. Global or mega sporting events like the Olympic Games or the Fédération Internationale de Football Association (FIFA) World Cup receive special national and international attention owing to their role in advancing human rights and well-known wider economic, social and cultural agenda. The global dimension and increasing ratings of major competitions can contribute to the perception that modern sport is a universal facilitator of general humanitarian ideas and approaches addressed to all mankind. From a human rights perspective, recent controversies about the balance between related opportunities and risks have renewed fundamental questions about the social opportunity costs of hosting mega sporting events and the responsibilities of host Governments, and international sporting governing bodies, which set the terms for staging these kinds of events.10 Sporting events can raise human rights questions, and human rights instruments and practices should be observed in their organization as for all human activity. A scholar discourse continues on failures to strike a fair balance between celebrating humanity and market manipulation.11

34. Major sporting events can be used as a catalyst to implement child protective strategies and strengthen cooperation among various stakeholders to mitigate potential harm. There is a need to involve and build partnerships with key stakeholders, such as the International Olympic Committee, the International Paralympic Committee, international sporting federations, host countries and businesses. Organizers of such events should include an impact assessment of human rights, including children’s rights, in the bidding criteria. For instance, the “Children Win” project of the non-governmental organizations ECPAT and Terre des Hommes calls for a revision of the bidding processes of major sporting events, to include at all stages of the assessment the risk mitigation measures and positive effects. Compliance with human rights principles and standards should become a basic criterion for countries and cities to be eligible as hosts of major sporting events. In this regard, the elaboration of a framework on “sporting and human rights” similar to that on “business and human rights” may prove to be effective in defining the scope of the human rights responsibilities of all actors involved in sporting events and in exploring ways for them to be accountable for the impact of their activities on human rights.

F. Business, public-private partnerships on human rights and sport

35. Sport makes it possible to create synergies between public and private sectors in a concrete and effective manner, even in vulnerable areas, and can engage international corporations and foreign suppliers or industries by making them aware of their social and local responsibility. Labour, employment, health and safety in the management of sporting activities require compliance with employment standards as expressed in the International Labour Organization (ILO) fundamental conventions along with, where appropriate, other local initiatives. ILO conventions set out a “social floor” in the world of employment and provide for the elimination of all forms of compulsory or forced labour and the effective abolition of child labour. Accountability and transparency and complaint mechanisms provide the necessary guarantees against human rights abuses of licensees, including child labour, excessive working hours and abuses of health and safety laws in the supply chains.10 Some researchers have also called for social responsibility to become a pillar of

the Olympic Movement, arguing that, if future Olympic Games and the Olympic Movement in general were to claim an authentic legacy, this must be demonstrated by accessible housing, tenants’ rights, freedom of assembly, a free media, unrestricted public use of public spaces and the protection of children and young people from Olympic propaganda.  

36. The Guiding Principles on Business and Human Rights can contribute to the promotion of human rights during the management of sporting events but they cannot ensure that there will be no negative human rights impact. However, if implemented from the outset of the life cycle of mega sporting events, the Guiding Principles can reaffirm States’ duties to protect individuals from rights abuses involving non-State actors. The Guiding Principles also offer a process to mitigate and effectively manage business-related human rights risks. Strong not-for-profit partnerships and sponsorships could gather funds to support sporting activities in schools and universities. As highlighted above, a framework for sporting and human rights, drawing from the business and human rights framework and governing the activities of all key actors in the organization of sporting events, from the bidding stage to the actual event, may be necessary in order to better reflect the specificity of sport and to limit the negative impact of such events on human rights.

G. Incorporating sport to conflict-prevention activities and peacebuilding

37. Sport has the potential to contribute to overcoming humanitarian crises and conflicts and to achieving the Millennium Development Goals. One of the greatest challenges for a country in internal conflict is to engage in dialogue or sign a peace agreement with parties to the conflict. Because sport promotes rapprochement, it can help to reduce the levels of violence. Sport does not need a language. It transcends nationalities, religions and ideas. Sport should be conceived as a tool to foster dialogue, respect and collaboration. It has often been the only way to establish dialogue between divided communities. Recreational programmes, sport and games have helped to bring about a tacit truce in some regions where there is armed conflict. For instance, in Colombia, several programmes have been launched to assist victims, including children and young people involved in the conflict. Coexistence and peace programmes complete this work by means of recreational training and sport training in order to strengthen relations of coexistence among children and youth and to prevent and mitigate the effects of violence.

38. Sport can promote peace through the competition of athletes from countries in conflict. The fact that citizens of countries at war or in conflict can meet in an environment of peace and tranquillity is very positive and helps break taboos, which have been the source of many conflicts. Sport plays a relevant role in peace processes. The media also can play an essential role towards achieving the common goal of peace. In Guatemala, for instance, sport is used as a tool for social change. Specific programmes bring together people in high-risk areas or conflict zones for the purpose of performing diverse sporting activities without violent confrontation, thus contributing to acceptance and tolerance and promoting social cohesion.

39. In post-conflict societies, the use of sport and human rights and the values of the Olympic Charter can offer an alternative life model and an outlet for the energy of youth, life training through rules, respect for one’s opponent and tolerance of difference. In non-post-conflict societies, the first step is to tolerate the specific characteristics of others,

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respect their human rights and defend them when needed. The next step is to enhance cross-cultural exchange and teach the young generation to eliminate such causes of conflict as sex discrimination and marginalization of social groups for cultural reasons. Sport can help educate people, especially young people, about these values. Sport also helps eradicate extreme poverty and hunger, promotes gender equality, reduces child mortality, improves maternal health and contributes to developing a global partnership for development.

40. Sport plays an important role in promoting international relations among peoples and opens up the field of common activity and competition between amateur and professional athletes. Moreover, athletes are considered as ambassadors of peace, cooperation and friendship between the peoples through their participation at the local and international levels.

41. Sport can also advance the cause of peace by bridging social, economic and cultural divides and building a sense of shared identity. It is important for States to cooperate with the International Olympic Committee and the International Paralympic Committee and other sporting organizations, to use sport as a tool to promote peace, dialogue and reconciliation in areas of conflict during and beyond the period of the Olympic and Paralympic Games.\(^\text{13}\)

H. Media, sport and human rights

42. The media is a critical stakeholder and plays a very important role in the promotion and popularization of sport. It is the media that has made possible the globalization of sport. Spreading knowledge about physical fitness, broadcasting sporting events and reporting on public figures in sport encourages viewers to appreciate high-level matches and sportsmanship. At the same time, it also acts as an amplifier for actions and sporting policies, both positive and negative, and has therefore become a powerful tool both for and against the promotion of human rights through sport. Because it has the power to shape public opinion, it can illustrate how sport can translate into respect for human rights and promote social cohesion and acceptance of diversity. The media uses mass communication tools during commentaries of football and other sporting events and can therefore easily disseminate human rights promotion messages during such events.

43. Moreover, the media aims to encourage Governments to ensure more transparency and accountability in the sporting system. It also exposes human rights violations, provides an arena for different voices to be heard, offers a significant opportunity for the promotion of peace through sport, in particular the Olympics and other mega sporting events, and plays a vital role in the creation of a friendlier society and more peaceful world. The media therefore has an important role in demonstrating the clear benefits of sport, not only in the area of health, but also in promoting social cohesion. Disseminating knowledge of sport and the Olympic Games helps enhance cooperation, the understanding of friendship and enterprising spirit. It is important to work towards improving friendship and communication between athletes and trainers from different countries or regions. Thus the media, as an influential actor, can promote and help spread social responsibility through sport and also stimulate massive social mobilization as regards its practice. It is argued that sporting events should therefore be covered by more television channels and national newspapers, highlighting the requirements for a culture of peace, such as fair play, cooperation and respect for the opponent.

\(^\text{13}\) See General Assembly resolution 66/5.
44. The media can shed light on human rights violations and has an important role in fairly covering all violations of the rights of athletes or the local population affected by sporting events. Its broadcast programmes also educate people. Campaigns to promote human rights, sometimes with the assistance of star athletes, are intended to raise awareness of society at large. The media can also contribute to the promotion of human rights by encouraging greater inclusion of disadvantaged groups. A powerful instrument of awareness-raising is when personalities publicly condemn cases of racial discrimination or intolerance. The collaboration with non-governmental organizations is also important to raise awareness about the positive and negative impact of sporting events. The “Don’t Look Away” campaign and the “Children Win” project, of the organizations ECPAT and Terre des Hommes, which highlight the positive and negative effects that major sporting events have on children, are a good example of such collaboration with traditional and digital media.

45. Broad media coverage has made sport attractive to business, thereby turning it into a huge industry and contributing to launch new mass sport trends. The modern media promotes outstanding athletes, provides funding and fulfils humanitarian, educational and other support objectives.

46. The media can therefore play a key role in upholding human rights and, for this purpose, an independent media and freedom of expression are essential. Access to information that is objective and balanced can only be guaranteed through a free and competitive media. When censored, the media becomes a tool for propaganda, which goes against the very idea of promotion of human rights in sport. Misleading and wrong information can trigger violence among athletes and fans and lead to infringement of the rights of sporting adversaries and/or local populations.

47. Racist comments and slander during sporting games, the Olympics and other mega sporting events, and their wide dissemination through the media, may contribute to the erosion of the rights of others during sporting events. To avoid such negative outbursts, it is not enough to provide for legal remedies, which may be long-winded, but it is also important to adopt and implement rigorous and effective disciplinary measures to preserve the rights of athletes and promote human rights in sport.

I. **Sport and development**

48. Sport can promote sustainable development if there is awareness about the potential negative economic and environmental impact of international sporting events and effective measures to address them. Sporting events such as the Olympics may generate indirect economic benefits and boost economic development in the host country. Development in a country is promoted in a variety of ways. For example, the building of urban and rural public sporting and exercise facilities in different regions contributes to economic dynamism. The United Nations has incorporated sport as a tool for development and peace in its work, notably through the Office on Sport for Development and Peace.

49. Sport also has unique attributes through which it can contribute to development processes. Its capacity as a communication platform, its ability to connect people, its popularity and its convening power make it a development tool that can be used to meet high standards. It is noteworthy that the International Olympic Committee adopted the Olympic Movement’s Agenda 21 for the twenty-first century, as a result of which the London and Sochi Olympic Games were managed on a sustainable development basis.

50. Furthermore, sport is a catalyst for economic development whereby all elements of the sporting economy are interconnected and simultaneously contribute to and benefit from its development, at the local level in particular, as a result of economies of scale. Sporting
events may create employment opportunities, thereby increasing the revenue base of a country. Tax revenues thus generated can be used for infrastructure projects such as construction of roads, bridges, hospitals or water pumps. Sport can also be a mechanism through which youth talent can be exploited to generate income for the individual and the community. Additionally, by engaging young people, it may contribute to keeping them from idleness and vagrancy. Development programmes that use sport can facilitate the transfer of skills acquired in the field, in particular life skills and employability skills. Moreover, promoting policies to train teachers and coaches, to ensure good sporting facilities and to make them freely accessible, are fundamental factors for development. It is therefore important that, in the context of the post-2015 development agenda and the sustainable development goals to be announced later this year by the General Assembly, sport be recognized as a catalyst to development and be used as a tool to reach the objectives set in the global development agenda.

51. One of the most important factors in promoting the development of a country is to bring about social change. Sporting events and the practice of various disciplines carry educational messages, which contribute to raising awareness on social issues, such as HIV/AIDS or racial and gender discrimination, by attracting people who are more difficult to target through institutional means and thus making it possible to reach a wider and more diverse audience.

52. The ability of sport to promote self-belief alongside collective optimism makes it an ideal social development tool. Sport is based on respect for rules and an equal respect for and acceptance of those who make and apply them. The Olympic focus on the harmonious development of humankind is echoed at every level, from children’s street games to the highest levels of performance sport.

53. Projects aimed at improving life skills and teaching values that foster constructive behaviours and respect for human rights are of crucial importance. One example is the International Olympic Committee “Sport for Hope” programme, which consists in setting up Olympic youth development centres in developing countries, in particular Haiti and Zambia. It aims to provide young people and communities with positive sporting and lifestyle opportunities, offers modern and professional training facilities to athletes of the entire region and seeks to spread the Olympic values of excellence, friendship and respect. Such development projects, delivered jointly with appropriate specialized partners, adapted sporting activities and sport at large, can be effective tools for the socioeconomic development of communities.

J. Best practices, national experiences and models to follow

54. Sport is increasingly being recognized as a vehicle for inclusion and cohesion. Its benefits, in terms of equality and social integration and of building self-esteem and resilience, and its power to unite more than divide, are gaining ever more political and apolitical credibility. Its contributions to the physical and mental well-being of individuals, communities and the nation are manifold and not to be ignored or undervalued, as has happened in the past.

55. The UNESCO Quality Physical Education guidelines, developed with the support of several other United Nations agencies and the International Olympic Committee, promote physical education as the only curriculum subject that combines physical competence with values-based learning. Drawing on good practices and benchmarks in crucial areas, such as inclusive provision and teacher training, the roll-out of the guidelines assists Governments from all regions in revising their physical education policy.
56. One example of the promotion of social inclusion and the concept of fair play and respect for opponents, especially among children and adolescents, is the “get ahead” programme in Colombia, which contributes to having a complete education and improving the quality of life of children and young people of ages 7-17 years, both in and out of school. The programme is supported by an incentives package for students and athletes, teachers and coaches, as well as educational institutions, municipalities and departments.

57. Greece seeks to use sport as a tool to instil the Olympic values in the young generation, to help them gradually build a culture of peace. It also supports the development of innovative educational programmes that help to reach the young generation and educate them on how to uphold the Olympic ideal and respect for human rights in their everyday lives. The “imagine peace” educational programme, implemented from 2011 to 2013, aimed at teaching children basic Olympic values. In 2014, the “respecting diversity” educational programme aimed at educating students, through the history and ideals of the Olympic Truce, on how to respect diversity and to address such issues, with Olympians sharing their experience of participating in the Olympic Games. The International Olympic Truce Centre organized an “imagine peace” youth camp in Olympia, Greece, in which participants from all over the world were brought together for a week-long camp to learn the principles and ideals of Olympism. Finally, Greece has endorsed a joint project between UNICEF and the Truce Centre that promotes the values of peace, tolerance and solidarity.

58. In Guatemala, the “90-0” programme — meaning 90 minutes with zero violence — focuses on promoting peace culture and aims at preventing vandalism and violence during football matches. Another programme, the “Friday 24-0” — meaning 24 hours with zero violent deaths — covering 3,791 educational centres aims to coordinate sport and arts projects with a view conducive to an environment of peaceful coexistence within a human rights framework. Guatemala also uses sport as a tool for social mobilization in support for a variety of causes, for example, cancer, autism, peace and non-violence, HIV/AIDS and to help persons with disabilities. Through these programmes, sport also plays a role as an alternative to harmful or high-risk activities.

59. In Brazil, “caravan sport” is a social action initiative in which athletes train children in 10 poor municipalities; and “segundo tempo” is a programme that provides primary and secondary school children with a safe environment after school hours for learning activities that seek to link sport and recreation with hygiene, life skills training and HIV prevention.

60. In China, the 1995 National Health Plan integrated sport and sporting events with national development and national education policies. The Plan lists goals and targets, such as building 1,200,000 nationwide sport fields — thereby increasing to 1.5 square metres the area of sport fields per capita — and stipulates that all children should engage in physical exercise for at least one hour daily while at school. China has 250 million students at school, with the benefits of the plan being self-evident. It contains policies for women, children and young people, the elderly, persons with disabilities and national minorities. The plan also calls for strengthening research into and development of sport for persons with disabilities, and the organization of cultural, physical and recreational activities specifically for children, with free access to public sporting facilities.

61. The Russian Federation promotes the establishment and development of national and international systems of Olympic education, and puts forward its model as a best practice to follow, with 20 years of successful partnership between government and non-government stakeholders.

62. France has a policy of prevention and combating behaviour that fails to respect human rights and sporting values. The policy aims to promote athletes’ awareness of the values of the Olympic ideal, to prevent behaviour that would violate human rights. It also
aims to promote sport as a privileged space with shared values, such as respect for
tolerance, solidarity and fair play, by putting in place three interministerial programmes:

(a) The National Programme 2012-2014 against racism and anti-Semitism, organized by an interministerial committee;

(b) The Government Programme 2014-2016 against sexual violence and discrimination;

(c) The Fourth Interministerial Programme for combating violence against women.

63. As the media plays a very important role in communicating human rights and the Olympic ideal, significant awareness-raising initiatives with regard to the inclusion of women began in France with a programme under the National Council of Sport. The Ministry of Sport provides grants to increase broadcasting time for less popular sports with a view to encouraging the universalization of sport. To enhance respect for human rights, France aims for every federation to draft a statute giving effect to the principles of the charter of ethics and conduct of the National Olympic Committee.

64. In Cyprus, special sporting programmes are aimed at strengthening the relationship between the Greek Cypriot and Turkish Cypriot communities and at facilitating communication.

65. Long-term awareness-raising campaigns are important to involve organizers of major sporting events in a sustainable way before, during and after major sporting events. The non-governmental organizations ECPAT, Terre des Hommes and the Oak Foundation have conducted initiatives and media campaigns to combat the sexual exploitation of children in major sporting events. The “don’t look away” campaign, led by ECPAT, provides for awareness-raising activities in countries hosting major sporting events, such as the 2014 FIFA World Cup in Brazil. More importantly, the campaign also addresses the demand side. Both the European Union and the Government of Brazil engaged in the campaign, thus acknowledging the serious challenges that major sporting events represent in relation to the sexual exploitation of children.

66. Furthermore, countries that have recently hosted major sporting events, such as Brazil, Poland and South Africa, have deployed efforts to minimize the risks faced by children of falling victim to sexual exploitation. Those efforts include the adoption of specific legislation, monitoring tourist and sporting zones, launching awareness-raising campaigns, creation of nationwide hotline services and the development of smartphone applications, regional cooperation and the implementation of training programmes for law enforcement agencies.

67. “Unite for children, unite for peace” was the motto of the partnership between UNICEF and the FIFA World Cup in Germany in 2006, aimed at promoting the right to play and development of children worldwide. “Football for life” is another programme by UNICEF in Honduras that uses football to educate children on HIV/AIDS.

68. The Youth Leadership Programme, initiated by the Special Adviser to the Secretary-General and conducted by the Office on Sport for Development and Peace, is another example of a project in support of youth role models.
K. Challenges: exploring the complexities of using sport to promote human rights, preventing human rights abuses and detrimental practices related to sport

69. As with any social activity, sport may have negative side effects. The challenges faced are generally the same worldwide, with some differences owing to culture. Among the main challenges are raising awareness among sporting actors that they are a vector for the promotion of sporting values and ensuring that stakeholders make every effort to prevent politicization of sport in any form. One of the key questions is how to create a culture where people respect human rights and endorse the Olympic ideals.

70. Cultural, political or armed conflicts and a low level of economic development also present significant challenges. In many countries, owing to the low level of economic development or a sudden increase in demand for sporting activities, access to well-equipped sporting facilities is not available to everyone. Uneven development and social conflicts are also among the constraints for people’s participation in sport. In addition, a special focus should be placed on religious and cultural issues. In some countries, for instance, women are prohibited from practicing sport or still face difficulties in accessing competitions. Insufficient policies to promote the participation of women in sport and a lack of infrastructure in developing countries thus remain central challenge in the universalization of sport as a means to promote human rights.

71. Numerous incidents have demonstrated the challenges faced in promoting human rights through sport and the Olympic ideal. These include the sporting boycott of South Africa during the apartheid era; attitudes towards the athlete Jesse Owens at the Berlin Olympics in 1936; and the Munich massacre in 1972, in which members of the Israeli Olympic team were taken hostage and killed by the Palestinian Black September group. Strategies should therefore be devised to effectively translate into reality the symbolic role sport plays in the promotion of human rights.

72. There are also challenges related to the fight against corruption, the elimination of discrimination at all levels and unfair rules and regulations. The root causes of these challenges are, inter alia, lack of awareness and a low level of social education; political or financial instability; extreme national defence strategies that may be a cause of discrimination; and customs and traditions that can impede the participation of specific groups, such as women, older persons, minorities or ethnic groups.

73. Many good education materials on sport and Olympic values have been produced in recent years. They do not however sufficiently reach their target audiences, especially in formal education systems. Through the Education Partnership, the International Council of Sport Science and Physical Education, the International Fair Play Committee, the International Olympic Committee, the International Paralympic Committee, UNESCO and the World Anti-Doping Agency have joined forces to teach values through sport, using culture- and age-specific materials to give practical support school teachers.

74. Sport has also been connected to the trafficking of children, particularly from developing and the least developed countries; young people who leave school early; doping; and identity fraud in selections of some young people who have already passed the age of eligibility.

75. Another major issue is the area of unregulated betting. The global volume of unregulated sport betting is estimated at hundreds of billions of dollars per year. Combined

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with corruption and coercion of athletes and sporting officials, it offers major business opportunities for organized crime and money launderers. The manipulation of sport competitions (match-fixing), with the involvement of transnational organized crime, is a major threat to the integrity of sport. The protection of the integrity of sport against this and other threats is a prerequisite for preserving the credibility of sport and its educational values. This challenge can only be addressed effectively through close cooperation between public authorities and sporting organizations at the national and international levels.

76. The media has a considerable influence on society. It tends to emphasize the participation of men in sport, thereby ignoring the equal right of women to sport and recreational physical activity. In addition, the promulgation and promotion of sport and physical activities with a gender-equity approach amounts to little if the different needs of men and women are not actually addressed. It is crucial for sport in any country to acquire a socially targeted dimension to make it accessible to everyone. It is here that the contribution of the media can be most helpful, by broadcasting sport-related programmes and events aimed at a broad and diverse population made up of all rights-holders.

77. Furthermore, the following problems relating to gender discrimination in sport are to be understood in an international context:

(a) The difference in the distribution of sport sponsorship by gender. It is estimated that, with regard to participants at the Olympics, only 0.5 per cent of all commercial sponsorships is focused on female athletes;

(b) Media coverage for women’s sport is estimated at only 5 per cent. Teenage athletes therefore lack sufficient female role models for fair sporting behaviour;

(c) The gender wage gap in sport;

(d) The underrepresentation of women in leadership and management positions in sporting organizations.

78. Other challenges include the lack of funds required for the promotion of sporting activities, especially for vulnerable groups and persons with disabilities; the difficulties associated with building sporting infrastructure, especially for the expensive activities that cannot be practised by all; and doping. Generally, the provision of sporting facilities remains an acute problem, although several inter-institutional alliances have been set up to allow a wider population to gain access to the sporting facilities of educational centres. The allocation of adequate resources for sport is also an issue. For instance, in some countries, like Guatemala, priority has been given to those areas where violent episodes are more frequent (“red zones”).

79. A very dangerous trend has been the appearance at sporting activities of racist and extremist ideas within society arising as a result of economic or other critical domestic challenges. Other obstacles refer to threats of sexual harassment and abuse in sport and the poor representation of women in decision-making positions. There are also other obstacles that might impede sport from promoting human rights, such as extreme nationalist sentiment, which might impinge on others’ rights and generate violence between athletes and fans, thereby increasing hatred among all parties and eroding the rights of many. It is therefore all the more important in such contexts to encourage the culture of friendship and tolerance, a culture that could flourish if people did not have prejudices about each other.

80. In recent decades, it has been shown that, far from being a competitive activity, sport is a multidimensional tool that substantially promotes quality of life and can indirectly serve to bring nations together. Computerization, however, has become a prominent part of the life of children and youth, thereby representing a non-negligible factor in drawing them away from sport and other physical activities and possibly endangering their health and physical development.
81. At the international level, the main challenges in the promotion of human rights through sport and the Olympic ideal include the inclusion of professional athletes in the Olympic games, the trading of athletes, the rapid introduction of technology in developing countries (and the consequent increase of the cost of sporting activities) and the obligation to recruit and pay sponsors in order to take part in high-level sporting events. This list is not exhaustive, but it is evident that such practices have deeply affected the field of international sport, especially in developing countries.

82. International athletes are often considered as commodities, for instance, in the World Cup, where sometimes games have allegedly been rigged. The rights of athletes are sometimes at stake owing to the exploitation they face. In many regions in the world, athletes are treated like goods when they are being transferred from one club to another. Although the word “sell” does not appear in the deals, the conditions may amount to treating players like goods. Moreover, the deals struck with clubs are mostly arranged by third parties, who work as middlemen. In certain instances, while the negotiations for deals are in progress, the athletes may become the victims of human traffickers.

83. Another concern relates to the lack of a human rights code of conduct. For instance, in Asia, the largest and most important Asian sporting confederation is the Asian Football Confederation, which was established in 1954 in the Philippines and whose headquarters are currently located in Malaysia. It is one of the six confederations that make up FIFA. There has been no report of any serious human rights violations or abuses by the Confederation in the past; however there have been a few allegations, which cannot be substantiated. With the advancement of human rights issues in sport, a human rights code of conduct for all affiliated members of the Confederation gains importance as a preventive measure for any future human rights violation. For instance, a code of conduct encompassing all federations under FIFA could be developed, enabling a culture of human rights to flourish within the members of the Confederation, which would strengthen respect for human rights in sport in general.

84. A lot of focus has been placed on competitive sport. However, the importance of promoting non-competitive sports, or sports that do not produce opponents, those with a collective and supportive nature, or those that do not have a winner and a loser, should also not be disregarded.

85. Outdated coaching methods, which are hierarchical and confrontational, though this cannot be generalized, also raise some concern. Structures such as the Winning Scotland Foundation provide a new and inclusive approach to coaching techniques.

86. The behaviour of parents and caretakers on the touchline, lack of equal access to sporting facilities and training times are also issues that need to be addressed, since these are often factors that exclude young people from playing and participating.

87. Major sporting events, such as the Olympic Games, can put children at a greater risk of becoming victims of sexual exploitation, with the arrival of thousands of additional tourists in a festive environment, thus increasing the number of potential abusers. Countries that have recently hosted major sporting events, such as Brazil, Poland and South Africa, deployed efforts to minimize the risks of children becoming victims of sexual exploitation. It is important to take stock of these recent efforts, good practices and lessons learned, in order to minimize risks for vulnerable children. Through comprehensive and sustainable child protection strategies, ethical and responsible sporting events can be developed.

III. Recommendations

A. National legislation and executive practice
88. The Human Rights Council Advisory Committee encourages States to:

(a) Strengthen existing legislation on the promotion and development of sport and through sport;

(b) Adopt specific legislation on the prohibition of discrimination on all grounds, including race, colour, sex, gender, sexual orientation, language, origin or religion; doping; sexual exploitation; sexual harassment; and abuse in sport;

(c) Continue and increase efforts at all levels to combat sexual exploitation, including of children, at major sporting events, and prevent any human rights violations related to sport;

(d) Provide access to sport at the national level, regardless of gender, race, colour, sex, sexual orientation, language, origin, religion or social status;

(e) Guarantee constant safeguards against extreme nationalist sentiment; violence in sport; unlawful influence on decision-making during competitions and other sporting events; and the discrediting of or undermining confidence in the apolitical and autonomous nature of sport and sporting federations.

B. Programme support

89. The Advisory Committee invites States and national and international organizations, including sporting organizations, to:

(a) Use coherent, sustainable and integrated sporting strategies and programmes to advance human rights, peace, development, diversity, tolerance, fairness, mutual respect, human understanding, dialogue, reconciliation, the spirit of competition and gender equality, and to combat discrimination, racism, social exclusion and marginalization;

(b) Develop sporting and leisure programmes, highlighting the importance of ethical and moral values and raising awareness and understanding of human rights and the Olympic ideal as a means to advance the cause of peace, promote development and combat all forms of discrimination;

(c) Reflect on the design of models for cooperation with the International Olympic Committee and the International Paralympic Committee and other relevant stakeholders to use sport as a tool to promote peace, dialogue and reconciliation in areas of conflict or disturbance, in particular, during and beyond the period of the Olympic and Paralympic Games, in particular by observing the Olympic Truce;

(d) Consider elaborating a framework for “sport and human rights”, covering, inter alia, mega sporting events, by drawing on the experience of the business and human rights framework;

(e) Develop special programmes to provide more opportunities for persons with disabilities to contribute to the expansion of mass sporting activities, at the grassroots level, to encourage high performance in sporting events, to engage more persons, including children and young persons, women and girls and elderly persons, in sport and to facilitate access and a barrier-free environment with accessibility for all;

(f) Contribute to the inclusion of persons with disabilities by showcasing their abilities and strengthening their role and rights in society;

(g) Include meaningful provisions in current sporting programmes providing for the use of existing and the creation of new alliances between civil
society, private enterprises, international organizations and national institutions for the promotion of human rights through sport and recreational physical activities;

(h) Increase the presence of women in decision-making positions in sporting bodies, thereby countering their underrepresentation in leadership and management positions in those organizations;

(i) Empower women and girls in particular by showcasing their abilities;

(j) Substantially increase female participation in all areas of sport, including high-performance sport;

(k) Publicize and promote sporting and physical activities with a gender-equity approach, taking fully into account the different needs of men and women;

(l) Promulgate new types of collective and inclusive sport;

(m) Monitor tourist and sporting zones and draw up and implement codes for fans who watch and/or comment on matches;

(n) Launch awareness-raising campaigns to promote the values of sport, human rights and the Olympic Movement;

(o) Implement training programmes for different stakeholders in the sporting field to sensitize them to the promotion and protection of human rights in sporting events;

(p) Develop coherent and integrated policies to prevent and combat child trafficking in the least developed countries, vandalism and violence during sporting events, and behaviour disrespectful of human rights, which do not take into account the right of women to take part in sport and recreational physical activity;

(q) Involve and build partnerships with key stakeholders, such as international sporting organizations, including the International Olympic Committee and the International Paralympic Committee, and host countries, in order to implement child protection strategies and to strengthen cooperation among various stakeholders to mitigate harm;

(r) Help children and young people to recover from trauma;

(s) Mitigate risk factors and develop ethical, responsible and child protective sport and tourism through coherent, sustainable and integrated child protection strategies;

(t) Consider systematically incorporating a child and human rights impact assessment in the bidding criteria of organizers of major sporting events as preventive strategies;

(u) Design and introduce new educational and training programmes at the national and local levels for children and young people to build their self-esteem and other important life skills and values;

(v) Widen the possibilities of sporting programmes to motivate children to enrol in and attend school and to help improve educational performances;

(w) Promote practices that diminish the computerization effect on children and young people by making sporting curricula and programmes more attractive to children and young people, to steer them away from computers and other information technology towards more physical activities;

(x) Instil such values as friendship, fair play, solidarity, excellence and discipline;
(y) Organize special targeted competitions for traditional sport, designed to demonstrate ethnic traditions, practices and customs;

(z) Develop projects that address life skills and teach values, stressing the importance of contributing to constructive behaviours and respect for human rights;

(aa) Assist with social inclusion and the integration of marginalized groups;

(bb) Help combat obesity, chronic diseases, HIV/AIDS and other diseases to instil healthy behaviours generally;

(cc) Promote universality and the unity of people through a culture of peace and by building trust and bridges between groups in conflict;

(dd) Make use of sporting programmes to create job opportunities and develop skills;

(ee) Take into account the requirements for the socioeconomic development of communities in planning sporting events and recreational physical activities;

(ff) Facilitate communication through special sporting programmes, in particular to strengthen relationships between different communities and ethnic groups.

C. Combating discriminatory and other harmful or unfair practices in sport

90. The Advisory Committee calls on States and national authorities to:

   (a) Prevent discrimination on all grounds, including race, colour, sex, gender, sexual orientation, language, origin or religion;

   (b) Protect athletes’ and coaches’ rights by means of a universal written code of conduct in which their rights are clearly set out, to prevent any exploitation;

   (c) Draw up a human rights code of conduct for all sporting organizations, including fans’ associations, as a preventive measure with regard to human rights violations;

   (d) Work for fair and equal distribution of sport sponsorships by gender;

   (e) Counter the use of outdated coaching methods;

   (f) Seek the prohibition of the trading of athletes whereby they are treated as commodities;

   (g) Increase the implementation of anti-corruption regulations in all aspects related to sporting events;

   (h) Overcome the lack of equal access to sport and recreational physical activity facilities and training times for all.

D. Media

91. The Advisory Committee urges States to:

   (a) Take the necessary steps to guarantee the freedom of media and freedom of expression in general;
(b) Disseminate information on sporting fixtures and locations to people in all geographical areas;

(c) Help increase media coverage for less visible fields of sport, for example. Women’s sport, sport for all and disability sport;

(d) Foster more transparency in sport and recreational physical activities;

(e) Contribute to raising the motivation of athletes, coaches and all persons involved in sport by focusing on the importance of participation as opposed to a “winning is all that matters” mentality;

(f) Mobilize the efforts of all stakeholders to counter racist and politicized comments and slander, which are widespread during sporting competitions and also at the Olympic Games, and which discredit the values of sport, including integrity, teamwork, excellence, respect, tolerance, fair play and friendship.

E. Education

92. The Advisory Committee encourages States and national and international organizations, including sporting organizations, to:

(a) Make values education part of the preparation of athletes, coaches and other officials and ensure that values such as the importance of participation over winning, respect for opponents, punctuality and solidarity are cross-cutting in educational programmes and curricula;

(b) Use curriculum planning for education programmes to support the right to play sport in the promotion of the spirit of friendship, mutual respect, solidarity and fair play;

(c) Advance quality physical education in sporting curricula, as a way to significantly contribute to the diffusion of human rights and the values of sport, including the Olympic values and ideal, among young people and children;

(d) Promote the establishment and development of national and international systems of human rights and Olympic education by means of best practice models.