

Strasbourg, 20 September 2018

EPAS(2018)39rev

## **Making a quantum leap towards political and legal commitments in the fight against the manipulation of sports competitions thanks to the Macolin Convention**

Informal Networking Event

Hotel Holiday Inn Sushevsky  
Moscow, Russian Federation

14 June 2018

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

### **Executive Report prepared by the EPAS Secretariat**



## **TABLE OF CONTENTS**

Introduction .....	3
Introductory presentations .....	4
Round table on “Making a quantum leap towards political and legal commitments in the fight against the manipulation of sports competitions thanks to the Macolin Convention” .....	7
Facilitating multi-stakeholder co-operation and supporting changes at national level: KCOOS+ project.....	8
Conclusions of the Chair.....	8
Update on activities of the Enlarged Partial Agreement on Sport (EPAS) .....	10
Appendix I – List of Participants .....	12
Appendix II - Programme .....	14

## Introduction

Following the Winter Olympic Games in Sochi of 2014 and the European Games in Baku in 2015, the FIFA World Cup Russia 2018 was the third time that the Enlarged Partial Agreement on Sport (EPAS) of the Council of Europe used the opportunity of a major sports event to bring together ministers responsible for sport who were present on the day of the event's opening ceremony. In 2018, the informal meeting focused on the fight against the manipulation of sports competitions and the need to scale up efforts for the Macolin Convention to enter into force. The conclusions of the meeting will be brought to the attention of EPAS and of the European ministers responsible for sport.



## Summary of the meeting

The Council of Europe Informal Networking Event is an event addressing sports issues at a pan-European level. The 2018 Networking Event took place in Moscow on 14 June at the invitation of the Ministry of Sport of the Russian Federation, on the day of the official opening of the FIFA World Cup. It was organised in co-operation with the Enlarged Partial Agreement on Sport of the Council of Europe (EPAS).

The event was opened by Mr Zoran VEROVNIK, Chair of the EPAS Governing Board, and chaired by Mr Pavel KOLOBKOV, Minister of Sport of the Russian Federation. It stressed the need to scale up the political and legal commitments to prevent and fight the manipulation of sports competitions and to highlight the role of the Council of Europe's Macolin Convention as the standard and co-operation platform that can help the international community to make the much needed quantum leap.



### ***Introductory presentations***

Introduced by Mr Pavel KOLOBKOV, the main session was devoted to "The impact of the Council of Europe Convention on the Manipulation of Sports Competitions and the need for a common legal space to prevent, respond and sanction match-fixing".



**Mr Kolobkov** presented the process currently underway so that Russia can ratify the Macolin Convention. He stressed that the opinions of all national stakeholders were taken on board and that a lot of work was being done to enhance the domestic legislation. A plan was adopted a year ago which presented in detail all legislative changes that are required for the Russian legal framework to be in line with the provisions of the convention. The necessary legal amendments will now be made, including a code on administrative offences and law on state regulation of organisations and gambling. The Russian Federation expects the work on its domestic legislation to be finalised by September 2018.

The Minister reiterated the need to have the full support of major international organisations (such as the IOC), as well as of the betting industry, so that co-operation can be enhanced and results achieved.

The expertise of Council of Europe platforms such as GRECO and Moneyval in the fight against corruption, economic crimes and money-laundering is very relevant in the field of sport. Intergovernmental co-operation must continue.

Mr Kolobkov regretted that four years after its adoption, the Macolin Convention has not entered into force yet. Stressing that the political will of all parties involved is critical for the convention to move forward, he concluded by saying that, if all goes to plan, the Russian Federation will announce its ratification by the end of 2018.

**Mr João Paulo REBELO**, Secretary of State for Youth and Sport of Portugal, presented the challenges that Portugal faced when preparing for the ratification of the Macolin Convention. Portugal is one of the three states – with Norway and Ukraine – to have ratified it (in September 2015) and is fully committed to its implementation.



Mr REBELO underlined that the Macolin Convention provisions were already having the positive impact of strengthening co-operation at both national and international level. The convention requests the creation of national platforms to co-ordinate actions against manipulation at national level. Portugal welcomes the initiatives undertaken by the Council of Europe including the establishment of the Group of Copenhagen to foster co-operation between existing National Platforms to exchange good practices to share expertise that will help improve the existing structures or the design of new ones. He noted that the established and enriched interaction between National Platforms is surely a privileged way to counter the manipulation of sports competitions. This kind of initiative and international platforms allow for states to exchange information, share their experience and good practices when defining

strategies to combat manipulation. The Conference of Portuguese Language Countries (CPLP) organised a working meeting in April in Praia, Cape Verde, between the Council of Europe (KCOOS+ project) and the representatives of the CPLP member states, which allowed for the convention to be introduced to a number of non-European countries.

To ratify the Macolin Convention, Portugal enacted specific legislation on the manipulation of sports competitions. Good results were achieved thanks to a close co-operation between the public authorities and organisations involved in sports (Professional Football League, players' union, referees, coaches, agents and clubs). Changes in the law included new criminal offences and higher penalties.

He stressed the importance of working on prevention, awareness-raising and education within the sports movement and that an effective fight against manipulation of sport competitions needed the crucial input from governments, law enforcement, regulators and operators.

**Mr Oliver JABERG**, Director of Integrity and Institutional Legal at FIFA, gave a presentation on FIFA's commitment and strategy in the fight against match manipulation. He referred to match-fixing as a global and complex problem, with criminal organisations targeting vulnerable individuals and benefiting from legal loopholes. FIFA takes its responsibility to protect and defend the integrity and reputation of football worldwide seriously, with a zero-tolerance approach towards match manipulation.



He focused his presentation on FIFA's integrity initiative which was built on five robust pillars: prevention, risk management, reporting mechanisms, information gathering, and investigations.

In the context of international co-operation efforts, FIFA holds the strong view that a holistic approach is needed to promote integrity and to fight against corruption in sport. The integrity of football can only be safeguarded if all actors move forward together. The entry into force of the Macolin Convention, following a fifth ratification, would be a very important step towards an effective and co-ordinated fight against the manipulation of sport competitions.



***Round table on "Making a quantum leap towards political and legal commitments in the fight against the manipulation of sports competitions thanks to the Macolin Convention"***

The following participants took the floor during the discussions:

Mr Krasen Kravel, Minister for Sport, Bulgaria.

Mr Jens Sejer Andersen, Chair of the EPAS Consultative Committee.

Mr Zemedede Tekle, Commissioner of Culture and Sports, Eritrea.

The delegations thanked the Russian authorities and the Council of Europe for the preparation of the meeting, as this kind of event enables European decision-makers to meet, share information, improve co-operation and promote European standards in the field of sport. They welcomed the EPAS discussion paper<sup>1</sup> which provided useful input and structure for the discussions.

From the sports movement, the fact that the Macolin Convention has not yet entered into force was a matter of shared concern and frustration. Many sports organisations are already using the convention provisions to feed into their policies and decisions. At present, a strong emphasis is put on good governance, both by sports organisations and by the governmental authorities in charge of sport. Better governance within the federations is probably not the only response to all the challenges that modern sport is facing, but without it, none of the problems will be solved. The governments also have a role to play in guaranteeing that athletes enjoy proper working conditions, a right which, if not safeguarded, can increase the temptation for players to fix matches. The importance of protecting whistleblowers was highlighted in order to ensure that investigations have access to all the information which may help their objectivity and comprehensiveness.

There was resounding agreement that it is highly important to keep working on promoting the Macolin Convention. The manipulation of sports competitions is a worldwide problem, and the Macolin Convention is an important tool to tackle it. But it cannot work if the convention does not enter into force. In order to move forward at EU level, it was stressed that a consensus needs to be met at political level. The efforts done during the Bulgarian presidency were duly noted.

It is clear that closer co-operation is expected with the IOC and international federations. FIFA's integrity initiative focusing on prevention, risk management, information gathering, investigations, as well as disciplinary proceedings and sanctions was noted. It was also clear that the convention not only addresses match-fixing issues, but will help improve the working conditions of athletes and protect whistleblowers. FIFA's expectation that the Macolin Convention enters into force as soon as possible is a very positive sign and participants hoped FIFA would continue to promote the convention through its football associations as well as through its co-operation with other international organisations.

The threat of manipulation is everywhere. Preventive measures have to be taken, and in this case the convention has the full support and commitment of those around the table.

---

<sup>1</sup> See document: EPAS(2018)14rev

## ***Facilitating multi-stakeholder co-operation and supporting changes at national level: KCOOS+ project***

Mr Krasen KRALEV, Minister of Youth and Sports of Bulgaria, presented the technical support activities of the KCOOS+ project (2018-2020), in which Bulgaria has been involved in the past and will again be involved this year. The project is now global and is funded by voluntary contributions. It runs field activities assisting beneficiary countries with the setting up of efficient structures and procedures in order to ensure sustained co-operation between national institutions, regulatory authorities, law enforcement agencies, sports governing bodies, and sport betting operators.

Activities include regional seminars – within and outside Europe – in five or six countries with all relevant public and private stakeholders involved to encourage national co-operation and co-ordination (including National Platforms which are the centrepiece of the Convention) and transnational co-operation in prevention, detection, investigation and sanctioning of manipulations of sports competitions.



Mr KraleV invited those states interested in benefiting from the KCOOS+ project, to contact the Council of Europe secretariat, who will facilitate participation in KCOOS+ regional seminars in the relevant continent (events are planned in Africa and South America). It was also possible to contribute to the project financially (there is no minimum nor maximum amount) or by organising an event.

## ***Conclusions of the Chair***

**by Alexey Morozov, Head of the Elite Sport Department, Ministry of Sport of the Russian Federation**

The Council of Europe is renowned as the leading body when it comes to establishing multi-stakeholder actions and setting standards. The implementation of the Macolin Convention may entail multiple changes in the domestic legal frameworks, which is one of the reasons for slow pace in the ratification process. However, those around the table welcomed the impact of the convention so far and the efforts made to promote it, in particular through the establishment of the network of national platforms (the Group of Copenhagen) as well as its international multi-stakeholder project (KCOOS+) which gives practical support to states, assisting them to become compliant with the objectives, principles and standards of the Macolin Convention and to speed up their ratification processes. States are invited to join the KCOOS+ project, either by participating in its activities, hosting events or simply supporting the project.



It was also noted that some non-EU states are on the brink of ratifying (e.g. Switzerland, Russian Federation and Georgia) and with this, the convention could enter into force before the end of 2018. This should encourage other states to move forward, to use the KCOOS+ project for assistance and consultancy, and to commit to ratification.

Participants welcomed Bulgaria's EU Presidency efforts to facilitate political discussions to overcome the stumbling block for EU states to ratify the convention. They encouraged political initiatives aiming to overcome institutional obstacles and inviting states and international organisations to ensure that the collective fight against criminal activity in sport is not delayed or undermined because of specific national interests.

An important upcoming event is the 3<sup>rd</sup> International Conference on the fight against the manipulation of sports competitions – promotion and implementation of the Macolin Convention, which experts from all countries are invited to attend. It will be held at the Council of Europe headquarters in Strasbourg on 24-25 September 2018.

The participants were reminded of the forthcoming 15th Conference of Ministers responsible for Sport, being held in Tbilisi on 16 October this year. The Ministers will be invited to discuss measures to scale up the fight against corruption in sport, the Macolin Convention being one of the key elements to do so. Measures to promote good governance will also be discussed. Without better governance, none of the integrity issues that taint sport are likely to be addressed.

A call was made to all states that have signed the convention, to now ratify it in order to create a trans-border framework that is legally and politically coherent, and which brings together all the states (European and non-European) which are ready to make a clear and firm commitment to fight against the manipulation of sports competitions. The participants were reminded that the convention is open for signature to states in all continents and the Committee of Ministers should favourably welcome any expressions of interest from non-European states wishing to sign the convention. Those states which are ready to sign or ratify the convention are warmly invited to do so at the special ceremony that will take place at the Conference of Ministers responsible for Sport in Tbilisi.

Finally, the participants were reminded that EPAS offers a unique co-operation framework including public authorities and the sport movement. Through its work, it leads international co-operation and inspires sport policies to make sport more ethical, more inclusive and safer. It already has 38 member states and aspires at welcoming more states interested in structured, inclusive, open and results-oriented dialogue.

The participants were thanked for their presence and contributions during the meeting.

## **Update on activities of the Enlarged Partial Agreement on Sport (EPAS)**

### **The larger picture: Council of Europe agenda for good governance and human rights in sport by Mr Stanislas FROSSARD, Executive Secretary of EPAS**

EPAS provides a platform for intergovernmental sports co-operation between the public authorities of its member states. It also encourages dialogue between public authorities, sports federations and NGOs. This contributes to better governance, with the aim of making sport more ethical, more inclusive and safer.

EPAS aims to promote the development of any sport whose benefits are wide-reaching. It develops policies and standards, monitors them and helps with capacity-building and the exchange of good practices. It uses Council of Europe sports standards such as the European Sports Charter, the Code of Sports Ethics, the European Convention on Spectator Violence, the Anti-Doping Convention, the Convention on the Manipulation of Sports Competitions and the Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events, as the basis for drawing up its own strategies.

One of its achievements was the preparation of the Convention on the Manipulation of Sports Competitions which was opened for signature on 18 September 2014. Since 2015, the EPAS programme of activities has included events to further promote this convention and help its secretariat prepare its implementation.

Different recommendations initially prepared by EPAS have been adopted by the Council of Europe's Committee of Ministers on issues of sports ethics, the autonomy of the sports movement, and the protection of young athletes from dangers associated with migration. Older recommendations such as the European Sports Charter are regularly monitored via consultative visits in member states. The Recommendation on Gender mainstreaming in sport is the most recent and was adopted on 21 January 2015. Work is currently underway to draft two new recommendations: one on mixed martial arts and extreme combat activities, and the other on promoting good governance in sport.

Since 2009, EPAS has carried out awareness-raising and co-operation activities on the promotion of diversity in and through sport, focusing successively on different groups (ethnic minorities, persons with disabilities, women, children, persons in detention, and in 2016, activities focused on newly arrived migrants and their integration via sport). In 2017, on the occasion of its 10th anniversary, EPAS evaluated the impact of its activities and has updated its strategy on promoting diversity.

Since 2014, EPAS has strengthened its operational co-operation capacity by developing joint projects with the European Union and the sports movement, for example on the topics of gender equality, child protection (in particular the fight against sexual abuse in sport), and on good governance standards.

Finally, Council of Europe Conferences of Ministers responsible for Sport continue to be organised regularly thanks to EPAS (Athens 2008, Baku 2010, Belgrade 2012, Macolin/Magglingen 2014 and Budapest 2016). The next Conference of Ministers will be held in Tbilisi (Georgia) on 16 October 2018.

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

**Twenty-five sports organisations** (including ENGSO, UEFA and the EOC) are partners of EPAS making up its Consultative Committee.

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

E-mail: [sport.epas@coe.int](mailto:sport.epas@coe.int)

Twitter: @epas\_apes

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

### **Delegations taking part in the Informal Networking Event**

#### **KINGDOM OF BAHRAIN**

**Mr Hisham bin Mohammed AL-JOWDER**, Minister of Youth and Sports

#### **BRAZIL**

**Mr Leandro CRUZ FROES DA SILVA**, Minister of Sports

**Mr George TORQUATO FIRMEZA**

#### **BULGARIA**

**Mr Krasen KRALEV**, Minister of Youth and Sports

**Ms Viktoria SIMEONOVA RACHEVA SLAVKOVA**

**Ms Vanina KOLEVA**

#### **ERITREA**

**Mr Zemede TEKLE**, Commissioner of Culture and Sports

**Mr Petros TSEGGAI**, Ambassador of Eritrea to the Russian Federation

#### **ICELAND**

**Mr Oskar Thor ARMANNSSON**, Senior Advisor, Ministry of Education, Science and Culture

#### **MOROCCO**

**Mr Rachid Talbi Alami**, Minister of Youth and Sport

#### **PORTUGAL**

**Mr João Paulo REBELO**, Secretary of State of Youth and Sport, Ministry of Education

**Mr Nuno Filipe GOMES LAURENTINO**

#### **RUSSIAN FEDERATION**

**Mr Pavel KOLOBKOV**, Minister of Sport

**Mr Alexey MOROZOV**, Head of the Department for Elite Sport

**Mr Artem YAKUBOV**, Head of division, Department of State Policy in the field of sport and International Co-operation

**Mr Alexander GRUSHKO**, Deputy Minister of Foreign Affairs

**Mr Ilya SUBBOTIN**, Head of Unit, Regional cooperation in Europe, Ministry of Foreign Affairs of Russia

**Mr Eduard RYZHKIN**, Ministry of Foreign Affairs of Russia

**Ms Tamara SHASHIKHINA**, Director, Institute of European Law at MGIMO-University

## **SERBIA**

**Mr Vanja UDOVIČIĆ**, Minister of Youth and Sports

**Mr Slavenko TERZIC**, Ambassador

**Mr Darko UDOVIČIĆ**

**Ms Ivana DUKIC**

## **SPORTS MOVEMENT**

**Fédération Internationale de Football Association (FIFA)**

**Mr Oliver JABERG**, Director Integrity and Institutional Legal

**Mrs Myriam BURKHARD**, Head of Corporate Communications & Public Affairs (FIFA)

## **ENLARGED PARTIAL AGREEMENT ON SPORT**

**Mr Zoran VEROVNIK**, Chair of the EPAS Governing Board

**Mr Jens Sejer ANDERSEN**, Chair of the EPAS Consultative Committee

## **COUNCIL OF EUROPE**

**Mr Stanislas FROSSARD**, EPAS Executive Secretary

**Mr Petr SICH**, Head of the Moscow Office

**Mr Luke TILDEN**, Chief Interpreter

**Mr Didier JUNGLING**, Interpreter

**Ms Heather STEWART**, EPAS Administrative Assistant

## Appendix II - Programme

### Thursday 14 June 2018

11:45	Registration and refreshments
12:30 – 12:35	<b>Welcome:</b> Mr Pavel KOLOBKOV, Minister of Sport of the Russian Federation
12:35 – 12:45	<b>Opening:</b> Mr Zoran VEROVNIK, Chair of the EPAS Governing Board
12:45 – 13:25	<p>The impact of the Council of Europe Convention on the Manipulation of Sports Competitions and the need for a common legal space to prevent, respond and sanction match-fixing, <u>chaired by</u> Mr Pavel KOLOBKOV, Minister of Sport of the Russian Federation</p> <ul style="list-style-type: none"><li>• <b>Presentation:</b> Mr Pavel KOLOBKOV, Minister of Sport of the Russian Federation</li><li>• <b>Presentation:</b> Mr João Paulo REBELO, Secretary of State for Youth and Sport of Portugal</li><li>• <b>Presentation:</b> Mr Oliver JABERG, Director of Integrity and Institutional Legal, FIFA</li></ul>
13:25 – 14:15	Statements by Ministers and discussion
14:15 – 14:25	<p>Facilitating multi-stakeholder co-operation and supporting changes at national level: KCOOS+ project</p> <ul style="list-style-type: none"><li>• <b>Presentation:</b> Mr Krasen KRALEV, Minister of Youth and Sports of Bulgaria</li></ul>
14:25 – 14:35	<p>The larger picture: <b>Council of Europe agenda for good governance and human rights in sport</b> Mr Stanislas FROSSARD, Executive Secretary of EPAS</p>
14:35 – 14:45	<p><b>Conclusions</b> Mr Alexey MOROZOV, Head of the Department for Elite Sport, Ministry of Sport of the Russian Federation</p>
14:45 – 14:50	<p><b>Closing of the informal event</b> Mr Pavel KOLOBKOV, Minister of Sport of the Russian Federation</p>
15:00 – 15:45	<b>Official reception hosted by Mr Pavel KOLOBKOV</b>
16:00	Departure for the Opening Ceremony of the 2018 World Cup