

Guidelines on sport integrity

Action 3 of the Kazan Action Plan



Action 3:

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

The opinions expressed in this work are the responsibility of the Working Group set up within Action 3 of the Kazan Action Plan, and do not necessarily reflect the official policy of the Council of Europe.

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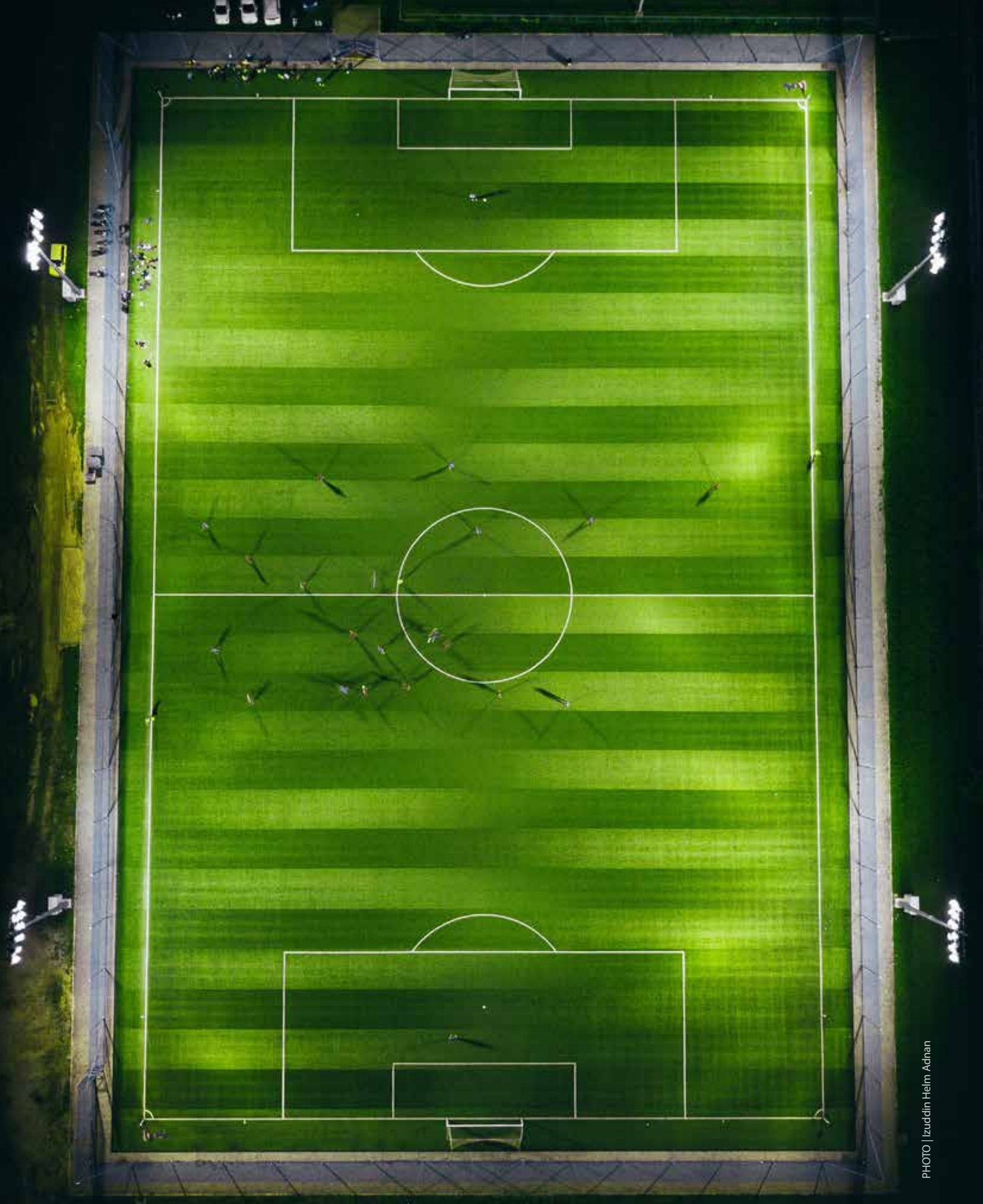


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Foreword

The Council of Europe's Enlarged Partial Agreement on Sport (EPAS) was privileged to co-ordinate the preparation of these guidelines on integrity in sport, within the framework of the Kazan Action Plan.

The proliferation of initiatives, standards and projects related to the integrity of sport now requires an effort to be made in terms of sharing knowledge and practices, so that these tools can be pooled effectively.

For the first time, initiatives aimed at preserving the integrity of sports competitions, of people and of sports organisations, are brought together in one single, holistic approach to the integrity of sport, and we have identified those cross-cutting principles which should be observed in all relevant policies of the industry.

We hope that these guidelines will prove to be a source of inspiration and a useful point of reference for the Ministries responsible for sport which are being asked to pay ever-increasing attention to these issues which make up the darker side of sport.

The Council of Europe, which has adopted many standards, and which fosters international co-operation on issues related to the integrity of sport, was honoured to activate its networks, collaborate with numerous organisations and to involve expertise from all corners of the world in order to complete these guidelines. We look forward to continuing this co-operation with those organisations and countries which are interested, because our sports policy activities delve deeper into the MINEPS strategies and help contribute to achieving the 17 Sustainable Development Goals at the heart of the 2030 Agenda.

Our sincere thanks go to all of the governmental and civil society experts, as well as those from CIGEPS and UNESCO Secretariat, who contributed to the achievement of Action 3 of the Kazan Action Plan, for the high-quality work provided, the good co-operation within the Working Group and for the confidence they placed in our team.

Stanislas Frossard

Executive Secretary of EPAS (Council of Europe)

Preface

These Guidelines are the outcome of Action Line III of the UNESCO Kazan Action Plan (KAP), triggered by MINEPS VI (the International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport) in July 2017.

The concept development, design and elaboration of this document has then taken place over a period during which the awareness of the impact of sports activities has significantly increased. This is evidenced by a growing number of initiatives, conventions, resolutions, programs, forums and meetings at local, national, regional and international levels.

At the same time as this explosion in the understanding of the socio-economic impact of sport, its integrity has emerged as a theme with similar serious consistence. Year after year, sport appears more determined to robustly protect itself from crime, fraud and misbehaviour. And with sport such a significant part of society, it would be naive to expect that the sector is immune to the problems of society.

The 'UNESCO MINEPS process' as a whole – which has moved from Berlin 2013 through the renewed Charter in 2015 to Kazan 2017 (and is currently targeting MINEPS VII in 2021) – is proving itself to be a crucial driver in raising awareness and empowering national Ministries of Sport and other stakeholders all around the world. The framework of stimulus, networking, exchange of practices, data, expertise and codified know-how provided by the process is ensuring steady growth in both the capacity and determination of all parties.

These Guidelines on Sport Integrity are, on the one hand, an outcome of this on-going intergovernmental and multi-stakeholder co-operation and, on the other, the expression of a first attempt to elaborate a holistic and coherent approach to this issue. They emerge from the point of view of policy-makers and, unlike previous approaches, the guidelines now go beyond the simple sum of different areas, like doping, match-fixing and other emerging crimes.

Our model benefits from a combination of the outstanding expertise matured over the years by the Council of Europe in the field of sport integrity; the valuable experience offered from the UNESCO International Convention against Doping in Sport; and contributions delivered by State Parties. The latter's inclusion has been vital in ensuring that the approach can accommodate all necessary regional, territorial, cultural and evolution-stage idiosyncrasies.

As a result, the international community and national governments can now benefit from a uniquely orientated tool. We hope it will inspire and accompany the assessment, design and implementation of specialised policies, nationally tailored case by case, to effectively address misbehaviour, wrongdoing and crime in the sport sector.

Sport remains a magnificent multicultural phenomenon which can't be reduced to homologation or the application of unbending standards – each policy should take shape according to a nation's specific conditions. Nonetheless a common point of origin and a shared reference framework like this will ensure an effective international dialogue on these issues.

Within our work some prioritised elements emerge, such as the multi-stakeholder and private-public approach, the connection with SDGs, the reference to already existing conventions and resolutions, and the synergies with regional organisations such as African Union, ASEAN, Commonwealth, OAS, Pacific Islands, the European Union, and the Council of Europe itself.

The cross-cutting section of the guidelines ultimately ensures that the approach is not only sectorial, but well-integrated too. And in relation to the hoped-for cooperation between international organisations, the Guidelines should prove to be a flexible and functional tool for promoting the coherence of policies, as well as the interaction required at national level by the different State Authorities.

These guidelines are simultaneously a practical 'ready-to-use' instrument for national governments and a stimulus to further analyse and overcome a set of problems which will permanently evolve but which have so far been poorly understood. We hope you find them useful.

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PHOTO | Lasdesignignem, Sandro Schuh

Executive Summary

Under the patronage of UNESCO, the Kazan Action Plan (2017) was adopted by the Sixth International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport (MINEPS VI). The Conference co-ordinates the efforts of sports ministries, intergovernmental organisations, the sports movement and other stakeholders at a global level, on issues such as sport integrity.

Action 3 of the Kazan Action Plan identifies five key policy areas. Taken together, these areas represent the foundations for the development of a coherent policy on the protection of sport integrity, as well as for the promotion of the fundamental United Nations Human Rights.

This paper describes in detail each of the five areas and, using our holistic definition of sport integrity, sets out guidelines on how to make progress against them.

The definitions, descriptions and guidelines have been compiled by a working group made up of governmental experts, international organisations' experts, academics and NGOs. Its work was co-ordinated by the Enlarged Partial Agreement on Sport (EPAS) of the Council of Europe and supported by independent consultants.

Together, they have agreed this document, which contains:

- 1) A comprehensive definition of sport integrity
- 2) A wide-ranging approach to sport integrity issues
- 3) A description of the key five policy areas:
 - Preserving the rights, safety and security of athletes, spectators, workers and other groups involved
 - Preventing and addressing harassment and abuse in sport
 - Fostering good governance of sport organisations
 - Strengthening measures against the manipulation of sports competitions and
 - Ensuring an adequate anti-doping policy framework, its implementation and effective compliance measures.
- 4) The identification and presentation of cross-cutting aspects of these areas.

These guidelines, as a tool for sports ministries, are designed to be considered in all relevant policy areas and are completed by examples of publications and good practices which can be found online.



PHOTO | Cesar Rincon



Part 1

Sport and integrity: Background and concept

Integrity of sport

“Sport has the power to
change the world”

– Nelson Mandela, 2000

It's an unfortunate fact that the more popular sport becomes across the world, the greater the risks posed to its integrity. But while this impact is particularly visible in elite and professional sport, where scandal hits the headlines, risk is also present at grassroots and leisure sport, especially where commercial interests are at play.

In order to preserve the essential character of sport, cheating, violence, perversion and fraud need to be closely monitored and sanctioned. And to be effective this requires adequate public policies, implemented in conjunction with the sports movement itself.

Sport integrity is a multi-faceted issue and the very concept is intrinsically related to the question of ethics in sport. But for all its complexity, integrity is an indispensable condition of play for almost every athlete. Without integrity, sport becomes unsustainable, at the price of the enormous potential it offers for self-fulfilment and social cohesion.

So important is integrity that the concept is firmly entrenched in our institutions' formal objectives on sport.

Article 1 of the Council of Europe's European Sports Charter (1992): Recognising sport's contribution to human development, the Charter seeks: *to protect and develop the moral and ethical bases of sport, and the human dignity and safety of those involved in sport, sportsmen and women from exploitation from political, commercial and financial gain, and from practices that are abusive or debasing.*

Article 10 of the UNESCO International Charter of Physical Education, Physical Activity and Sport (rev 2015): Likewise, UNESCO declares that: *All forms of physical education, physical activity and sport must be protected from abuse. Phenomena such as violence, doping, political exploitation, corruption and manipulation of sports competitions endanger the credibility and integrity of physical education, physical activity and sport and undermine their educational, developmental, and health promoting functions.*

Moving to a broader approach to sport integrity

The word integrity comes from the Latin adjective *integer*, meaning whole, complete, intact. When applied to human behaviour, it reflects moral values and personal qualities such as honesty and consistency of character. But as well as its moral dimension, physical integrity is also of great importance, especially since sport is considered a catalyst for health and fitness.

Several organisations have provided definitions of sport integrity which focus on the honesty and genuineness of our dealings. These definitions often also address issues related to the risks of corruption (on and off the field of play), the equal treatment of participants and the protection of athletes' physical integrity from damage that can be caused by overtraining, doping, contact sport violence, harassment, bullying and abuse. Other definitions focus on the preservation of the social and economic value of sport and on decision-making processes and governance practices.

References to integrity in issues related to sport are relatively recent. Traditionally these references have mostly been associated with the risks of manipulation of sports competitions (match-fixing, specifically linked the spectacular growth of sports betting), but also to a lesser extent to the fight against doping.

Only recently has there been a trend to widen the scope of sport integrity to include the good governance of sports organisations. That's partly because research about what drives match-fixing has demonstrated that a significant factor is the mismanagement of sport organisations, and notably the lack of prevention policies to educate and protect athletes. In addition, a multiplicity of corruption scandals has brought increased

scrutiny to sports organisations, rather than teams or players. While these organisational scandals have covered a multitude of sins, the highest profile have related to bribery in the awarding of contracts and competitions. Coupled with the burgeoning physical impact of mega-events, these incidents have become increasingly problematic.

As a result, intergovernmental institutions are now raising concerns about the management of sports organisations and are beginning to question the role of public authorities in this area. Because of this, 'sport integrity' is now a broader concept, encompassing multiple stakes and it is this principle that the Kazan Action Plan is designed to apply. By identifying five relevant policy areas where integrity should be displayed, the plan provides an opportunity for sport integrity to be the pre-eminent terminological reference for all ethical-related sport matters.

In support of these five areas, our concept of integrity has three main pillars:

1. The integrity of people, including safeguards from violence and abuse and the safety and security of people
2. The integrity of competitions, which refers to the manipulation of competition and to the fight against doping, and
3. The integrity of organisations, which includes good governance.

THE 3 PILLARS OF INTEGRITY



PEOPLE

The integrity of people including safeguards from violence and abuse and the safety and security of people



COMPETITIONS

The integrity of competitions which refers to the manipulation of competition and to the fight against doping



ORGANISATIONS

The integrity of organisations which includes good governance

Proposal for a holistic definition

The integrity of sport is a precondition to protect and maximise the contribution of sport to sustainable human and social development.

For the purpose of the Kazan Action Plan, sport integrity encompasses the components of personal, organisational and competition integrity, and thus shall reject competition manipulation, discrimination, cheating, violence, abuse, corruption and any other crime or fraud related to sport; promote transparency and accountability in the governance of sport; and foster respect for internationally recognised human rights.



PHOTOS: Clarke Young, Erik Sandstrom

Part 2

A comprehensive approach to sport integrity issues

Introduction

“Sport is also an important enabler of sustainable development. We recognise the growing contribution of sport to the realisation of development and peace, in its promotion of tolerance and respect and the contributions it makes to the empowerment of women and of young people, individuals and communities as well as to health, education and social inclusion objectives.”

The United Nations' Sustainable Development Goals (SDGs)¹, approved in 2015, see sport as an important force for good. The International Olympic Committee has taken this up and argues that "sport is a cost-effective tool for development", stressing the contribution of sport to the following goals:



Delivering benefits such as those outlined in the UN's Sustainable Development Goals requires more than the execution of ad hoc sports projects. It also requires all operations of a sport organisation to at least observe the imperative, 'Do no harm'.

This means that clubs, federations and associations, whether at local, national or international level, need to be "effective, accountable and transparent institutions" as laid down in SDG #16, allowing for the participation of their stakeholders. Integrity, as defined in these guidelines, is key to the future role of sport all over the world and it is up to governments – and to sports ministers – to support all who offer sport to work towards it.

This approach is mirrored elsewhere too. It is, for example, in line with the Berlin Declaration adopted by MINEPS V in 2013³, which is aimed at "strengthening the educational, cultural and social dimensions of sport and physical education and ... developing an international sport and physical education policy which fosters peace

and understanding between peoples and which safeguards human rights in the world of sport by creating access to sport for all, improving physical education, developing new standards for mega and major sport events and preserving the integrity of sport".

Central to the [Kazan Action Plan](#) (KAP), therefore, is a commitment to develop and implement policy that strengthens alignment between sport and the SDGs. The plan recognises "the full potential of physical education, physical activity and sport to contribute significantly to the achievement of Sustainable Development Goals" and stresses that this objective can only be realised if a "broad range of public authorities, sports and educational organisations and other stakeholders are mobilised". This responds to growing policy frameworks and research that show that intentionally-designed and well-delivered sport-based interventions can create valuable human and social development outcomes⁴ – an objective that all policy-makers can agree with.

Also important to the Kazan Action Plan is the [MINEPS Sport Policy Follow-up Framework](#), a tool to assist with policy convergence, promote international co-operation, and provide a framework for capacity-building efforts of governmental authorities and sport organisations. The Framework identifies nine SDGs and 36 associated targets where sport-based approaches could make an effective and cost-efficient contribution.



The SDGs have a substantial focus on issues of governance and integrity and are grounded in the universal declaration of human rights and their associated conventions⁵. The interconnected and indivisible nature of each of the 17 goals is also underscored emphasising, for example, that peace, justice and strong institutions (SDG16) fundamentally impact on the achievements of goals related to health (SDG3), education (SDG4) and economic development (SDG8). These underpinning principles at the highest level of global policy-making reinforce the importance of coherence between sport integrity, sport and human rights and the contribution of sport to the SDGs.

Responding to this emphasis, the Kazan Action Plan recognises that “the effective protection and promotion of the integrity of sport are the preconditions for preserving its developmental, educational and health-promoting functions” – in other words, the contribution of sport to the SDGs.

On this basis, it’s worth noting that the following SDG targets relating to protecting the integrity of sport have been specifically mentioned in the Kazan Action Plan under Main Policy Area 3:

- 5.2 – Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation
- 5.5 – Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life
- 8.7 – Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms
- 16.2 – End abuse, exploitation, trafficking and all forms of violence against and torture of children
- 16.3 – Promote the rule of law at the national and international levels and ensure equal access to justice for all
- 16.4 – By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organised crime
- 16.5 – Substantially reduce corruption and bribery in all their forms

Sport integrity – shared responsibility

According to the present guidelines, sport integrity relies on the ethical conduct of athletes, officials and participants in sport at all levels and relies on transparent, protective and accountable governing bodies and administrators. Whether it operates at a professional or amateur level, an organised sport driven by integrity must reject manipulation, discrimination, cheating, violence, abuse and corruption and commit itself to fundamental internationally-recognised human rights. Sport integrity is displayed when it enables sport at all levels to engage participants on a path towards fulfilment, social inclusion, healthy lifestyle and ethical behaviour.

Whether it's babies learning to swim, football for girls and boys, athletes training for the Paralympics, nurturing traditional games or getting elderly people active, the risks posed to integrity can sometimes outweigh the advantages of active involvement. In addition, gaps in integrity can affect the reputation of sports organisations and lead to the loss of financial and personal resources that may threaten the sustainability of sport.

Sport organisations, as an important – and in many countries the biggest – part of civil society, have a key role to play in addressing these sports integrity issues. And to be aware of these risks and take the right measures for prevention and remedy, a sports organisation needs to listen to its own members – as well as involve external stakeholders. But it's also important for sports organisations to understand that they have no exclusive competence on sport integrity issues, and that wider society may have much to contribute.

Sports integrity issues often involve criminal offences whose investigation and prosecution falls within the remit of public authorities. There is also public interest in matters such as governance or compliance with human

rights by private organisations. Although all expectations do not stem from legal provisions, constructive dialogue and co-operation should be possible on such issues. Thus, public interest may also be reflected via requirements or pre-conditions within decisions or agreements between the governmental authorities and the sports organisations.

That's why sport needs a broader definition of integrity, responsibility for which should not rest only on the shoulders of sports organisations.

The sports movement itself recognises that its autonomy relies wholly on being able to display good governance⁶. As the IOC itself recognises:

“Good governance and autonomy are strongly linked; they are two sides of the same coin. Organisations belonging to the Olympic Movement can rely on the Olympic Charter (Fundamental Principles of Olympism, no. 5) when claiming their autonomy. But the strongest token to ensure the autonomy of our Movement and its member organisations is the application of appropriate standards of good governance”

**Source: Olympic Agenda 2020:
Context and Background**

Governments should therefore not turn a blind eye to sport integrity issues by using the autonomy of sport as an excuse, because if basic governance requirements are not fulfilled – and sport integrity is part of

those requirements – autonomy cannot be guaranteed. When the UN General Assembly passed a resolution in 2014 that referred to “autonomy”⁷, IOC President Dr Thomas Bach went on to refine the term in this context by referring to it as “responsible autonomy”⁸.

So respecting the autonomy of sport doesn't therefore mean that governments have no role to play – on the contrary.

By setting a clear legal framework and making prevention concepts as well as templates for internal regulations available, public authorities can preserve the integrity and autonomy of sports organisations and help them to achieve the potential of sport to do good.

The objective of these guidelines is to provide governmental authorities in charge of sport with references, background and methodologies to develop such sports integrity policies.

Sport integrity – Existing obligations

The five policy areas covered by the Kazan Action Plan's approach to sports integrity are:

1. Preserving the rights, safety and security of athletes, spectators, workers and other groups involved
2. Preventing and addressing harassment and abuse in sport
3. Fostering good governance of sport organisations
4. Strengthening measures against the manipulation of sports competitions
5. Ensuring an adequate anti-doping policy framework, its implementation and effective compliance measures.

These areas are all – albeit in different ways – addressed already by mandatory international conventions, treaties, and sport regulations. This section gives a short overview of that international regulatory landscape.

The UN Convention against Corruption (UNCAC – see especially Article 12 on Private Sector)⁹, the International Labour Organization's (ILO) Standards¹⁰ and the Universal Declaration of Human Rights¹¹, completed by a wide range of specific UN Conventions (e.g. Convention on the Right of the Child¹², and the Convention on the Elimination of All Forms of Discrimination against Women¹³ and others¹⁴) are legally-binding standards that are applicable in all sectors of activity – including sport. These UN conventions are complemented by other multilateral treaties developed by regional organisations¹⁵. According to these commitments, states are obliged to implement (and maintain) the rule of law in their territory, to protect their citizens against any kind of discrimination and abuse and to hold state entities and the private sector to account. This includes sport organised by public authorities themselves (e.g. in schools, universities, the army, police etc), by sports organisations (e.g. major sports events like continental or world championships, Olympic and Paralympic Games) or by corporate sports entities.

With regard to human rights, the UN Guiding Principles for Business and Human Rights (UNGP)¹⁶ have specified the states' “existing obligations to respect, protect and fulfil human rights and fundamental freedoms”¹⁷ by emphasising that states must require “business enterprises to respect human rights”¹⁸. This applies to sports organisations too and that's why the IOC, the Commonwealth Games Federation and Fédération Internationale de Football Associations (FIFA) all formally acknowledge the UNGP as a leading guide in fulfilling their human rights obligations.

General international standards and international sports regulations like this are complemented by specific instruments. On anti-doping, the World Anti-Doping Code, which brings consistency to the anti-doping rules and regulations of the key sports organisations, relies on international conventions¹⁹ which commit states to playing their part in the fight against doping.

Moreover, within the World Anti-Doping Agency, both governmental authorities and sports organisations co-ordinate the anti-doping policies.

With respect to measures against the manipulation of sport competitions, the Convention on the Manipulation of Sports Competitions (the Macolin Convention²⁰) entered into force on 1 September 2019 and is mirrored by the Olympic Movement Code on the Prevention of the Manipulation of Competitions.²¹ Although policies against manipulating sports competitions are not as advanced and widespread as anti-doping policies, there is already broad agreement on a coherent approach which is backed by solid standards.

On the issue of safety of athletes and spectators, it is worth noting that the *European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches*,²² is being replaced by the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events.²³

In addition to international conventions and sports regulations, some sport integrity issues are sometimes addressed directly by bodies in charge of the monitoring of more general international standards. They formulate recommendations directed to governments on how to better implement existing standards. As an example, the Special Rapporteur on the Sale and sexual exploitation of children, including child prostitution, child pornography and other child sexual abuse material recently issued a report²⁴ which includes a study on the sale and sexual exploitation of children in the context of sports.

These politically-based international obligations are completed with regards to sport regulations by the policy statements and frameworks of sports organisations themselves. For example, the IOC offers its Basic Universal Principles of Good Governance of the Olympic and Sports Movement²⁵ and WADA its code²⁶, while on the safeguarding of children, the IOC and FIFA have both launched toolkits.

The relationship between risk and integrity

As we have reported, there is a broad background of standards and regulations relevant to sport integrity. But to fully protect integrity, we also need a clear view of the specific risks to it and the measures which can be taken to mitigate them. Because no system is fool-proof, sport also requires systems to remedy any damage and to sanction the behaviour that causes it.

In the area of doping and with the global support of governments, sports organisations have taken such a path by developing a unique framework that applies all over the world. But similar global systems are not yet fully applied to other threats to sport integrity.

To picture how good governance can work across sport, it can help to think of how you might prepare for a football match for the first time.

First of all, you need a pitch and the rules of the game – how to play football. This is comparable to establishing the structure of the sport.

Secondly, you need to identify the risks that endanger a decent game – what things can happen that damage the game or lead, for example, to injuries? Events like fouls, handballs or trips fall into this category. Now that you know these risks, what do you need to manage them?²⁷ The rules to avoid foul play have to be defined. This is equivalent to setting the frameworks for integrity.

And then, of course, the participants have to know these rules, so you need to educate them accordingly. This is the same as making sure that everyone involved in your sport or organisation understands their role and responsibilities with regard to integrity.

But even then, there is no guarantee that the players will stick to the rules and will play fair (i.e. with integrity). On the contrary – the more competitive the situation is, the bigger the risk that players will try everything to stop an opponent, to get hold of the ball. That is why, fourthly, you need a referee to make sure that the rules are being complied with.

The referee has a whistle, a yellow and a red card – to signal that something is going wrong. This is equivalent to your organisation having people responsible for ensuring the rules and frameworks are observed and that people are sanctioned when they do not do so.

If the referee her or himself does not act with integrity and use the whistle consistently from the very beginning, i.e. making clear that she/he is in charge of the match and will require that the players avoid making fouls, she/he will not be taken seriously and in the end will lose control of the match. Consequently, addressing any deviation from the rules is key to ensuring fairness on the pitch. The same applies off the pitch. Rules around integrity need to be applied consistently and fairly for them to be respected universally.

Effectively transferring this approach to sport integrity requires a thorough implementation of general good governance principles, such as democracy with checks and balances, transparency, and accountability – all accompanied by their proper application.

What's more, integrity strategies undertaken by sports organisations will only be effective if leadership teams set the right example. A president not sticking to the rules or a CEO misusing power or money will have no authority to ensure integrity is applied more widely. Sports integrity and good governance are closely interlinked: on the one hand, addressing sport integrity issues implies securing good governance, and on the other, implementing good governance in sport requires addressing sport integrity issues.

Assessing and dealing with risk

Whatever the starting point, an analysis is needed to identify what risks a sport is facing. At organisational level, the degree of risk and the corresponding mitigating measures will depend on the size, the budget, the complexity of contracts and transactions, the national context and the legal environment, but also on the specific sport and the composition of its membership or athletes.

For example:

- Some sports are more at risk of accidents
- Sports with many very young athletes face an increased risk of sexual harassment
- In equestrian sport, animal welfare is an issue
- Sports where doping has a huge impact on performance – e.g. on endurance or muscle power – face a bigger risk of prohibited substances being used
- Sports with a high amount of betting are often prone to manipulation.

Human rights deficiencies (for example, a country with no or limited access to sport for girls and women) can be a challenge for a national sport organisation when fulfilling its obligations under the Olympic Charter. Another risk may be to workers' rights²⁸ when a sports event requires the construction of new facilities. These are examples of cases where, alongside prevention measures, access to effective remedies is a key part of acting in line with the UNGP.

Once listed, these risks have to be assessed with regard to severity and likelihood²⁹. The classification is usually supported by a risk matrix, like the one below.



According to the outcomes of this risk assessment, a sport organisation (or organising committee for a major sport event) should then develop prevention measures, addressing the most severe risks as a priority.

These measures can be of a structural nature (for example, using equipment which diminishes the risk of accidents or making a change to a competition time to avoid the impact of the heat) or comprise regulations (on conflicts of interest, anti-bribery rules, or a policy on safeguarding children, for example).

They should be accompanied by controls, a reporting mechanism and a disciplinary system, including procedures and policies, to ensure that information on any problem occurring is gathered as early as possible and that breaches of the rules are investigated and sanctioned appropriately.

The role of the state authorities

- 16.6 – Develop effective, accountable and transparent institutions at all levels.

As we have discussed, protecting sport integrity requires a multi-stakeholder approach and public bodies and policy-makers have a significant role to play.

The jurisdiction and politics in a country set the stage for sport. For example, a constitution may guarantee freedom of association; private law provides the legal framework for an organisation; the education system shapes sport in schools and universities; and the administration of justice secures the rule of law, including access to effective remedy.

Yet as experience has shown such a framework is not, on its own, sufficient to ensure the

integrity of sport. A strategic approach to addressing sport integrity issues has to be supported by those responsible for sport, especially the sport ministers.

This task can itself be seen as a specific kind of risk management. In undertaking it, ministers need to ask themselves:

- What are the risks to sport integrity in the country?
- What measures around our legal framework, structure, policies, financial support and input on content can address them?

The first step should be to analyse the country's legal and political framework, including international commitments (for example, the UNESCO International Convention against Doping in Sport), and its implementation. Any deficiencies with a negative impact on the practice and organisation of sport, whether they lie in the education system, a private non-for-profit or a commercial institution, should be addressed. This should be the case whether those deficiencies lie within the direct orbit of a sports ministry or outside of its formal responsibilities.

The second step should be to ensure that general policies which are also relevant to addressing sport integrity risks (e.g. anti-corruption policies, child safeguarding policies, etc) are applicable and implemented in the sports sector. Specialised policies stemming from international commitments (e.g. on anti-doping, manipulation of sports competitions, etc) should also be fulfilled. International regulations have to be transposed to the national level and appropriate resources should be allocated to these policies in terms of the right skills, finance and personnel.

The third step is to raise awareness within the sport sector of the risks and the necessity for a sport integrity strategy covering all the relevant policy areas. While the framework

on anti-doping has been clearly set by international regulations for a long time, risks and approaches to address other policy areas are not yet understood in detail by many sport officials at national level. The allocation of governmental resources to sports organisations should be linked to realistic goals, support and co-operation (e.g. education on risk management, good practice examples, networking with the competent authorities). They should also be subject to compliance with good governance.

The most important role for sport ministers is to lead from the top themselves, that is by setting an example of integrity. This is the *sine qua non* condition that will enable sport to keep its promises, succinctly outlined by Nelson Mandela:

“Sport can create hope where once there was only despair. It is more powerful than governments in breaking down racial barriers. It laughs in the face of all types of discrimination that goes out into the world, spreading help, inspiration, and hope.”



PHOTO | Martins Zemlikis

Part 3

Integrity without boundaries – Elements which cross-cut the five policy areas

In this section, we examine a number of elements which cross-cut our five policy areas. All of these elements intersect two or more areas and, as such, provide meaningful contributions to the goal of sport integrity.

THE ELEMENTS WE EXAMINE



**Multi-stakeholder
initiatives**



**Whistle-blowers
and a free media**



**The protection
of human rights**



**Education, prevention
and awareness-raising**



**Monitoring
implementation policies
and compliance
– and providing remedies**



**Gender and youth
mainstreaming**



A. Multi-stakeholder initiatives

Introduction

Sport is one of the biggest civic movements in many countries all over the world. And if one assumes that the sport movement represents all facets of society, it is no wonder that sport faces similar integrity challenges to the other spheres of our lives.

Where these challenges arise, they should be addressed with comprehensive policies which encompass governance, prevention and sanction aid to victims.

Yet this is complex. For example, education may require the services of clubs and schools. The functions of detection and punishment may cover disciplinary infringement, but also breach of administrative law or even criminal offences. Meanwhile, aid to victim may involve protection measures and social care.

As a result, it's clear that no single sports organisation and no single public authority can control all the actions required to address these issues. This is why it's so important that conventions on sport integrity issues rely on multi-stakeholder co-ordination. So it's good news that co-operation and co-ordination are well-established principles in the policies that guide our understanding of sport integrity.

UNESCO's International Convention Against Doping in Sport stipulates that the States Parties will both domestically and internationally take appropriate measures which are consistent with the principles of the World Anti-Doping Code. It says that they should "encourage all forms of international co-operation aimed at protecting athletes, and ethics in sport, and at sharing the results of research, and foster international co-operation between States Parties and leading organisations in the fight against doping in sport, in particular with the World Anti-Doping Agencies (WADA)" (Art. 3 c).

It adds that "States Parties shall ensure the application of the present Convention, notably through domestic co-ordination. To meet their obligations under this Convention, states Parties may rely on anti-doping organisations as well as sports authorities and organisations". This is currently implemented via national compliance platforms that are set up in more than 90 countries.

This multi-agency approach is mirrored in Article 3 of the Council of Europe Anti-Doping Convention (1989). It states that "The Parties shall co-ordinate the policies and actions of their government departments and other public agencies concerned with combating doping in sport". Meanwhile Article 3.2. says "They shall ensure that there is practical application of this convention, and in particular that the requirements under Article 7 (Co-operation with sports organisations on measures to be taken by them) are met, by entrusting where appropriate, the implementation of some provisions of this Convention to a designated governmental or non-governmental sports authority or to a sports organisation."

Given the complexity of the problem, it is natural that national anti-doping agencies work together with the police, customs, law enforcement and public health authorities, as well as with the sport movement. In many cases, as a practical tool, MOUs between the anti-doping agencies and police and customs are employed.

In the Council of Europe Convention on an Integrated Safety, Security and Service approach at Football Matches and other Sport Events (2016), arrangements go even further. Under Article 4, at the national and local levels, it says that member states shall ensure that:

- “National and local co-ordination arrangements are established for the purpose of developing and implementing a multi-agency integrated approach to safety, security and service.
- Co-ordination arrangements are established to identify, analyse and evaluate the risks pertaining to safety, security and services, and to allow the sharing of updated information on risk assessment.
- The co-ordination arrangements involve all key public and private agencies responsible for safety, security and service matters connected with the event, both inside and outside of the venue where the event is taking place.
- The co-ordination arrangements take full account of the safety, security and service principles set out in this Convention and that national and local strategies are developed, regularly evaluated and refined in the light of national and international experience and good practices.
- National legal, regulatory or administrative frameworks clarify the respective roles and responsibilities of the relevant agencies and that these roles are complementary, consistent with an integrated approach and widely understood at strategic and operational levels.”

In addition, the latest open convention to enter into force (the Council of Europe Convention on the Manipulation of Sport Competitions) states that:

“Each Party shall co-ordinate the policies and action of all the public authorities concerned with the fight against the manipulation of sports competitions.

Each Party, within its jurisdiction, shall encourage sports organisations, competition organisers and sports betting operators to co-operate in the fight against the manipulation of sports competitions and, where appropriate, entrust them to implement the relevant provisions of this Convention.”

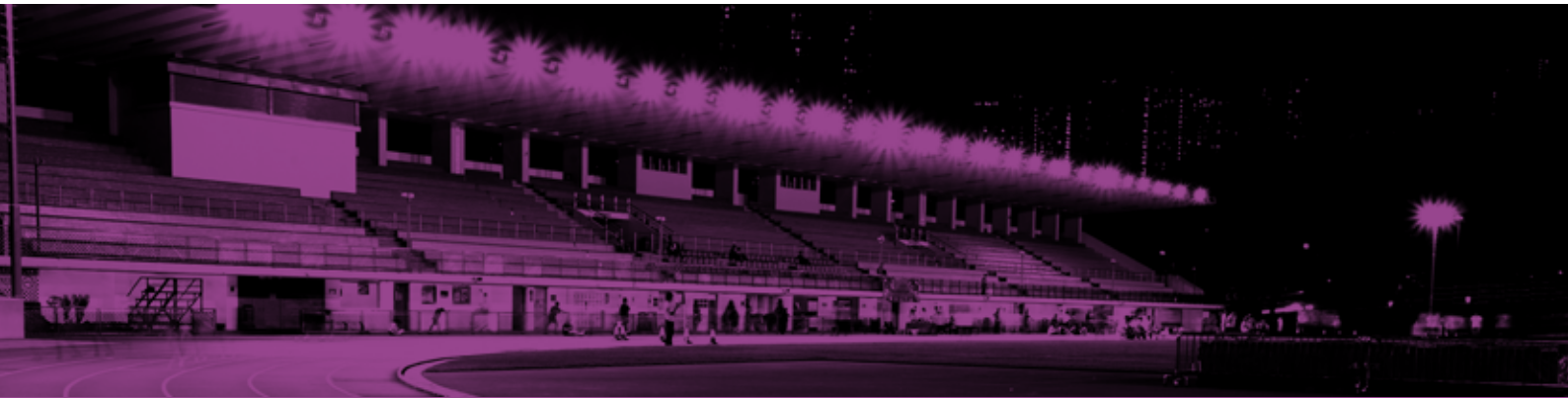
These measures demonstrate that a developed and co-operative multi-stakeholder integrated approach to safety, security and service at national and local level is the policy-maker’s favoured tool for achieving integrity.

Co-ordination among the relevant public authorities

In this same spirit, the development of any sport integrity policy should strive to identify the relevant actors who may contribute to fulfilling any functions in the development and the implementation of the policy. Leaving stakeholders out of this process can flaw the outcomes.

As a starting point, the following outline reflects an example of a mapping exercise to identify the relevant authorities for each policy area. A similar exercise should be conducted in every country to identify the relevant tagholders, tailored to the institutional and legal setting of the country.

Depending on the organisation and institutional setting of the state services, some countries may also include their ministries of justice and education.



MAPPING EXERCISE

POLICY AREAS	Preserving the rights, safety and security of athletes, spectators, workers and other groups involved	Preventing and addressing harassment and abuse in sport	Fostering good governance of sport organisations	Strengthening measures against the manipulation of sports competitions	Ensuring an adequate anti-doping policy framework, its implementation and effective compliance measures
Ministry of Sports	✓	✓	✓	✓	✓
Sport integrity agency	✓	✓	✓	✓	✓
Anti-doping agency					✓
Police	✓	✓		✓	✓
Prosecutor	✓	✓		✓	✓
Customs	✓				✓
Ministry of health					✓
Ministry of labour	✓				
Child protection authorities		✓			
Betting regulator				✓	

Co-ordination with other stakeholders

While the co-ordination of public authorities is a first step in achieving a successful sport integrity strategy, it is also necessary to include civic organisations – including sports bodies – in the process. They can have much to add – take this example of a sports organisation working with other bodies in the areas of anti-doping and anti-manipulation.

The International Olympic Committee (IOC) was the first sports organisation to set up an independent Ethics Commission in 1999 in order to safeguard the ethical principles of the Olympic Movement.

These principles are set out in the Code of Ethics and its Implementing Provisions and, in 1999, the IOC organised the first World Conference on Doping in Sport in Lausanne. The establishment of the World Anti-Doping Agency (WADA) was a direct result of this conference. Today, WADA is funded equally by the Olympic Movement and world governments, and its Foundation Board and Executive Committee are also composed of representatives drawn equally from both sides.

Sport was officially recognised as an “important enabler” of sustainable development and included in the United Nations 2030 Agenda in 2015. In developing its anti-doping capabilities, the IOC has worked in close co-operation with the United Nations Office of Drug Control (UNODC).

For example, the IOC has published a study with UNODC (the UNODC-IOC Study *Criminal Law Provisions on the Prosecution of the Manipulation of Competitions*) in order to assist countries in establishing effective legislation to prosecute those involved in competition manipulation. The IOC also supports the implementation of the Council of Europe Convention on the Manipulation of Sports Competitions among its member states. As part of this, it works in partnership

with INTERPOL in the Global Integrity in Sport Capacity-Building Programme to implement a joint strategy focusing on the prevention and investigation of competition manipulation and related crimes in sport.

In fact, in early 2010, a strong impetus from the IOC and UEFA Presidents prompted the Council of Europe to start drafting the first international legal instrument against the manipulation of sports competitions. In addition, FIFA has supported and actively promoted the entry into force of the Macolin Convention and has concluded memoranda of understanding dedicated to the protection of sport integrity with the IOC, as well as various betting operators and other service providers in the betting industry. This topic also features prominently among the collaboration areas under the Council of Europe-FIFA memorandum of understanding, the African Union-FIFA-Confederation of African Football MoU and the recently concluded Association of Southeast Asian Nations (ASEAN)-FIFA MoU.

These are just a few examples of how international sport is leading the way with multi-stakeholder initiatives at international level. Many other international federations participate in co-operation activities independently, as well as through the IOC.

At this stage, the role of athletes in integrity initiatives should be underlined – both at the international and national level. The involvement of athlete unions and associations at different stages of policy-making, implementation and monitoring will help to ensure that the measures developed are legitimate, fair, proportionate and effective.

At a national level, the sports movement needs to co-operate with many other stakeholders too. As we mention later on, NGOs – especially those involved with children, human rights and anti-corruption – all have a role to play.

A recent example of this kind of national co-operation is the relationship between the Family Federation of Finland, Finnish sport and the Finnish Centre for Integrity in Sports. Their 'You are not alone' project is a joint venture for all children, youths and their relatives who have faced discrimination, violence and bullying. It's also the first support activity in Finland focused on helping those who have been sexually abused, harassed and bullied. The project offers hotline and chat services, and a chance to talk confidentially with an expert. It's also a good example of using the best possible expertise in what is an important and difficult area.

In the field of anti-doping, the Conference of Parties of the International Convention Against Doping in Sport promotes the establishment of national 'compliance platforms' on the implementation of the convention, gathering all the relevant stakeholders.

Recent trends

Multi-stakeholder initiatives can be defined as voluntary partnerships between governments, civil society, and sometimes the private sector.

Against this background, two promising practices have recently emerged that may describe trends for the development of multi-stakeholder arrangements:

- National platforms, often established by law, which require the sharing of information, and the analysis and co-ordination of cases with law enforcement and justice
- Multi-task initiatives – The identification of a single agency entrusted with the co-ordination of policy implementation on multiple sport integrity issues.

We explore both practices in more detail below.

National platforms – Multi-stakeholder exemplars

A model of a multi-stakeholder initiative is a national platform as described in Article 13 (and 12) of the recent Macolin Convention. It describes a national platform as something which:

- Serves as an information hub, co-ordinating the fight against the manipulation of sports competitions
- Receives, centralises and analyses information on irregular and suspicious bets placed on sports competitions and where appropriate, issues alerts
- Transmits information on possible infringements of laws and sports regulations to public authorities or sports organisations and/or sports betting operators
- Co-operates with all organisations and relevant authorities at national and international levels, including the national platforms of other states.

To be able to fulfil its obligations and tasks, a national platform could consist of:

1. Public authorities at large (ministries of sport, law enforcement, betting regulatory bodies)
2. Sports at large (NOC, Paralympic Committee, representatives of national federations, athletes/players), and
3. Licensed betting operators.

The national federations may vary, but football is represented almost without exception, tennis and basketball in many cases, and other sports only in those countries where they are a popular sport. Athletes/players are not represented in all the existing platforms, but due consideration should be given to the idea

that participants are not part of the problem but part of the solution. This lesson should be taken from anti-doping activities, where the lack of involvement of athletes has sometimes led to significant difficulty.

The Macolin Convention came into force in the autumn of 2019. Six signatories have already ratified the Convention, with 36 having signed it. But before its inception, in July 2016, the Council of Europe took the initiative of bringing together the co-ordinators of officially established national platforms to create an operational network called the Group of Copenhagen.

Since its creation, the network has met eight times and now represents 29 national platforms, three of them from outside Europe (in Canada, Morocco and United States of America). Together they have worked on:

- The elaboration of studies and compilations of good practice
- Providing practical support to existing national platforms to consolidate and further improve their systems
- Assisting countries in the creation of a new national platform
- Supporting capacity-building initiatives for the benefit of institutional actors and professionals at national level
- Monitoring several major sports events as part of the MoU signed between the Council of Europe and FIFA – including the 2018 FIFA World Cup in Russia.

During the FIFA Women's World Cup in France in 2019, and in co-operation with the French National Platform, the Group of Copenhagen played a role in the tournament's Integrity Task Force, which was specifically set up to monitor the competition and support FIFA in addressing any integrity-related concerns.

The Group's current aim is to produce a relevant first set of guidelines for the National Platforms.

Multi-task initiatives

While the Convention covers a wide range of objects, there are also other forms of unethical behaviour which must be tackled to protect sport integrity.

As a result, there are already a few examples of multi-stakeholder initiatives which have turned into multi-task initiatives.

For example, as part of work being undertaken within the context of developing its National Sport Plan, the Australian government also commissioned a review of the country's sport integrity arrangements.

The Wood Review was published in 2018 and some of the key findings were as follows:

- Threats to sport integrity in Australia are not limited to doping and competition manipulation. Equally important are harassment, bullying and discrimination; child protection; health and safety issues; accreditation of athlete support personnel; regulation and supply of performance and image enhancing drugs, including in sporting and dietary supplements; gender issues; and corruption of new and emerging sports without identifiable controlling bodies (for instance e-sports).
- Current and future foreseeable sport integrity threats cannot be effectively addressed without a formal, national capability dedicated to co-ordinating the collection, analysis and dissemination of information and intelligence.
- A recalibrated and cohesive national response is required, featuring improved structures and systems to aid collaboration and partnership across all relevant stakeholders including international counterparts.

The Wood Review recommended that the Government establish a national sport integrity agency that could cohesively draw together and develop existing sport integrity capabilities, knowledge and expertise.

In February 2019, the Government announced its response to the Wood Review, and among a string of reforms targeting doping, match-fixing and illegal betting, agreed to establish a single sport integrity agency. In April 2019, it introduced legislation to establish Sport Integrity Australia. The organisation will implement Australia's international obligations under both the UNESCO International Convention against Doping in Sport and, once in force and binding on Australia, the Council of Europe's Convention on the Manipulation of Sports Competitions (the Macolin Convention).

The fundamental issue for Australia now is what it refers to as a "continuum of connected sport integrity threats", from serious crime and member abuse issues through doping, other forms of unethical behaviour and discrimination and harassment in sport. Their logic, as senior Government official Andrew Godwin states, "is that connected threats need a connected response if we are to be successful in confronting them".

Another example of this kind of multi-task approach is demonstrated by the Finnish Centre for Integrity in Sports (FINCIS). The roots of its foundation were planted by the Council of Europe Convention on the Manipulation of Sports Competitions and the Finnish Government's signature of it in September 2014.

However, like in Australia, the work had started beforehand. In 2011, after a review by Judge Lauri Tarasti and a governmental Working Group, the Ministry of Education and Culture (responsible for sport) established an Advisory Board for Ethics in Sports, where other, non-sporting NGOs are represented – namely Human Rights Finland and Save the Children Finland.

Its sub-committee functions as the National Platform which co-ordinates, for example, the fight against the manipulation of sports competitions. The task of being the National Platform's secretariat was entrusted to FINCIS.

FINCIS was founded in 2016, following the former Finnish Antidoping Agency (FINADA), and has the task of implementing the two Council of Europe conventions (Manipulation of Sports Competitions and Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events), alongside the UNESCO and Council of Europe Anti-Doping Conventions. A multi-stakeholder approach was in place from the beginning, in order to involve relevant public authorities, sport at large (including the athletes) and licensed betting operators.

In the summer of 2016, it took only a few weeks to realise that, besides being a multi-stakeholder and multi-task organisation, FINCIS needed to strengthen ethics in sport. Even during the short time it has been in existence, this independent, professional organisation has published a report on equality and reviewed several cases of harassment and sexual abuse, on top of its activities in anti-doping and competition manipulation. It sees strengthening ethics in sport as being key to the successful implementation of the international conventions.

Within the sports movement, besides the activities of the IOC, the Athletics Integrity Unit (AIU) is a good example of a multi-task organisation. The AIU is an independent body that was created by the International Association of Athletics Federations (IAAF), following the corruption scandal involving its former president. The AIU manages all integrity issues – both doping and non-doping – for the sport of athletics. The remit of the AIU includes anti-doping, the pursuit of individuals engaged in age or competition results manipulation, investigating fraudulent behaviour with regards to transfers of allegiance, and detecting other misconduct including bribery and breaches of betting rules.

CONCLUSIONS

No matter which policy area they cover, successful sports integrity policies are those which manage to effectively mobilise multi-stakeholder support.

In the early 2010s, some betting operators presented a study during the EU Council's Sports Working Party which they believed proved that doping is a more serious problem than match-fixing because there "were many more reported doping cases".

Although its conclusions were erroneous, this study mostly reflected a successful system of multi-stakeholder co-operation in anti-doping. The results of that co-operation are the number of the cases turned up, unlike in match-fixing which lacks similar co-ordination, tools and structure.

That's not to say that match-fixing cases are not being detected – they are. And the entry into force of the Council of Europe Convention on the Manipulation of Sports Competitions – the only international rule of law instrument in this area – will accelerate and enhance co-operation, in particular within the network of states party to the Convention. But a multi-stakeholder approach here may quickly reap the same kind of dividends that it has in anti-doping.



B. Whistle-blowers and free media

The role of journalism in detecting breaches of integrity in sport

When British investigative journalist, Andrew Jennings, began investigating the International Olympic Committee (IOC) in the early 1990's, some of his colleagues made fun of him for looking at what they thought to be an unimportant area of public life.

Writing for the *International Review for the Sociology of Sport*, he recalls his own reply: "Sports organisations are in the public sphere. They're backed by public money. They wield power. Why should they escape scrutiny?"

Despite the diligent work of Jennings to uncover corruption in sport organisations, the fact is that the vast majority of media coverage of sports does not contain much scrutiny. *The International Sports Press Survey* (Horky and Nieland 2011) showed that newspaper coverage in 22 countries focused almost exclusively on sports performances in the form of match reports, comments on performances and previews of upcoming competitions and matches.

What's more, journalists rely on athletes, coaches and representatives from sports organisations to produce their stories, and access to these sources is often carefully managed by sports organisations.

This reliance has contributed to the increasing commercialisation of sports news, where journalists agree to mention sponsors or advertisers to get interviews. The process has also promoted self-censorship as journalists fear being cut off from key sources if they are too critical. In turn, the danger has arisen that parts of the sector rarely enjoy sunlight – the best disinfectant when it comes to maintaining integrity.

The watchdogs of sport – Investigative journalists and whistle-blowers

The task of uncovering issues which some stakeholders in sport would prefer to be kept in the dark mainly falls to an increasingly smaller group of investigative journalists – many of whom are independent freelance professionals who go without the support and protection of a larger media organisation. They may painstakingly put together their own stories, but some also work on unravelling the stories hidden in documents and information leaked by whistle-blowers.

A whistle-blower can be defined as “any person who reports or discloses information on a threat or harm to the public interest in the context of their work-based relationship, whether it be in the public or private sector”³⁰.

In the sports sector, such information may concern issues related to doping, manipulation of sports competitions, bribery, corruption, conflicts of interests, discrimination, racism or abuse (including physical and sexual abuse). Because such wrongdoings can be accompanied and sustained by strong forms of organisational silence (or ‘omerta’), whistle-blowers can play an invaluable role in their detection, investigation and eventual sanction. Experience in corporate or public

administration settings shows that whistle-blowers can effectively participate in self-regulation and risk management within organisations.

Despite their prominent role in the safeguarding of sport integrity, recent examples of whistle-blowers in sport demonstrate the difficulties that internal actors face when they want to break a silence and signal serious wrongdoings. For example, it took several years for some American gymnasts to be listened to when they accused a well-established national team doctor of repeated sexual abuse.

Likewise, the cases of doping in Russia may not have been revealed without the decision by several Russian sports actors to ‘go public’ and denounce doping systems – among them, the runner Yulia Stepanova who left her homeland and needed to ask for protection.

Yet free speech and investigative journalism are instrumental in fighting against any breaches of integrity. They have sometimes shown to be more effective than internal control processes and law enforcement, by uncovering cases which trigger dramatic reforms.

CASE STUDIES

In 2008, Canadian investigative journalist Declan Hill published *The Fix: Soccer and Organised Crime*, a book that details the methods and motives of match-fixers in football.

According to Hill, the book has helped spark over thirty national police investigations, and the author has also testified about his findings before the International Olympic Committee, the Council of Europe and numerous national sports agencies.

In 2014, a senior figure inside FIFA leaked millions of documents to *The Sunday Times*. These so-called ‘FIFA Files’ led to a series of articles that alleged that Mohamed Bin Hammam, Qatar’s top football official, had masterminded a plot to buy the 2022 World Cup for Qatar.

The same year, German investigative journalist Hajo Seppelt’s documentary, *Doping Top Secret: How Russia makes its winners*, was broadcast on ARD and presented evidence of state-sponsored systematic doping in athletics and other sports in Russia.

The documentary caused several figures in international sports organisations and anti-doping institutions to either resign from their posts or to be suspended.

In June 2016, a follow-up documentary led the International Association of Athletics Federation to extend its suspension of the All-Russia Athletics Federation, and almost no Russian athletes were allowed to take part in the 2016 Olympic Games.

The same year, more than 60 journalists working for media in 12 different countries partnered within the framework of the European Investigative Collaborations network and began publishing stories based on the largest leak of documents in the history of sport.

Football Leaks have revealed corruption among top officials, clubs, agents and players in many different countries, and the stories continue to be unearthed and published.

Also in 2016, the local US newspaper Indianapolis Star's investigative team uncovered sexual abuse within USA Gymnastics, believed to have affected more than 150 young girls including Olympic champion Simone Biles.

Team doctor Larry Nasser was later sentenced to 175 years in prison for sexual assault, the Board of USA Gymnastics was reorganised, and the US Olympic Committee announced changes to its policy for reporting abuse.

The dangers of sports journalism

Reporting on sport comes at a price for some journalists. In 2017, an academic study published in the book *The Assault on Journalism* (Carlsson and Pöyhtäri 2017) showed that sports journalists are regularly subjected to violations of media freedom and personal safety.

Analysing 78 reports in the public domain about incidents that took place between 2010 and 2016, the study documented that sports journalists have been banned from press conferences, stadiums or events, and some have even had their passports seized or been denied accreditation when trying to enter a country to cover a sports event. The personal safety of sports journalists was compromised through arrests and detentions; physical and verbal assaults; abduction; attacks; physical, verbal and digital threats of violence or death; legal actions; damage to property; personal and digital sexual abuse; and killings.

In some countries, journalists have received so many death threats for working on sensitive issues, that they have had to hire security personnel to protect them and their colleagues. In one case, a Spanish judge issued an injunction, ordering 12 European media organisations to stop publishing revelations from *Football Leaks*.

Media organisations and journalists are integral parts of a sports world fuelled by strong economic interests and high emotions, where a wide range of stakeholders are monitoring and trying to affect how journalists cover issues which are material to them. The high number of stakeholders is a key feature of this specific sub-field of the safety of journalists. Perpetrators of violations against sports journalists come from a range of groups including sports fans, athletes and coaches, owners and officials of sports clubs and associations, and international sports federations. Police and political authorities also feature prominently on the list, particularly in relation to mega-events. Even the Islamic terrorist group Al-Shabaab in Somalia has been targeting and killing sports journalists for glorifying what the group calls “satanic sports”.

Considering the wide range of stakeholders in sport as well as the current low level of research and understanding of the threats faced by investigative journalists in sport, it is difficult to identify specific challenges that should be overcome to ensure they can continue to act as watchdogs. Just like for other risks to sport integrity, we need to determine the exact nature of the problems, their extent, their impact, how they should be handled, and who should be involved in protecting sports journalists from harm or (self-) censorship.

It is an important first step to acknowledge that the problems exist. The next step should be to build mechanisms that ensure that sports journalists are encouraged to report the violations they experience so that an informed search for solutions can begin. And while developing integrity policies, public authorities should pay attention to ensure that the protection of journalists is addressed.

Protection of whistle-blowers in sport

In order to promote and protect whistle-blowers, several models of procedures and policies can be developed by sports organisations.

First of all, confidential and reliable reporting lines need to be accessible by everyone. They can take the form of hotlines, a secured web platform, mobile or computer application, a mailbox, or, ideally, a combination of these. A trustworthy recipient needs to be empowered with collecting and handling the whistle-blowing reports, with sufficient capacities and autonomy of action. Organisations can also protect whistle-blowers by offering them free advice and support (and if necessary, physical protection), rewarding them, and by explicitly prohibiting and sanctioning forms of retaliation against them. Then, the whistle-blowing policy needs to be widely communicated and promoted at every level of the organisation.

Sports managers have the responsibility to set a positive tone and ensure that the inner organisational culture promotes the values of integrity, ethics and dissent. One of the most advanced models for whistle-blowing protection in sport may be the World Anti-Doping Agency (WADA) Speak Up system. It includes a secured reporting app, detailed online information on relevant procedures, and the possibility to enter into a 'Whistle-blower Agreement' with rights and responsibilities outlined for both signatories. Another note-worthy example of whistle-blowing protection is the IOC-UNODC *Reporting Mechanisms in Sport: A Practical Guide for Development and Implementation*.

Sports authorities seeking to implement whistle-blowing policies have several difficulties to overcome. One of the most important is to inspire trust. Sports actors may take personal risks by speaking up, and they need to feel that they will be supported, and that the private information they provide will be confidentially and fairly handled. The hierarchical and geographical distance between international or national sports organisations and local sports actors may discourage potential whistle-blowers. Another issue is cultural: in sports organisations in particular, the value of loyalty, group identification and the focus on sporting performance may inhibit dissent and whistle-blowing. A value shift is necessary to empower these actors. Communication, education and awareness-raising programmes need to underline that engaging in the protection of sport integrity does not automatically contradict group loyalty and personal performance.

In the case of athletes, possible serious risks related to the future of their sport careers are an additional complication when it comes to whistleblowing. This factor is especially important if an athlete wishes to whistle-blow on an organisation, body or a person which is in a dominant or decisive position vis-à-vis the athlete. As a result, athletes should be able to use different tools and mechanisms, including those from outside sport organisations, to make them feel most comfortable. Additionally, in situations where athletes have a positive obligation to report according to their sport rules (such as reporting any approaches in match-fixing), it is important to make special efforts to recognise the validity of reports made outside of sport organisations mechanisms.



C. Protection of Human Rights

The question of sport and human rights has recently become a key item on the agenda when it comes to discussions on international sports policy. This reflects the universal nature of human rights, as well as the major role that sport plays in the lives of a large part of the world's population. But this area has various dimensions to it.

The first issue is the protection of human rights in sport, something which is not only related to the protection of athletes and other participants in sport activities. Restrictions to freedom of expression or freedom of association must also be handled with care. Sport integrity policies often involve disciplinary proceedings, investigations and sanctions, which should be enforced with due regard for human rights. Principles such as the right to a fair trial or the right to the respect of private and family life are both sensitive issues when it comes to the above-mentioned policies.

In particular, the requirements stemming from the right to a fair trial within the sports justice system is controversial, especially with regard to the independence of the body giving the judgment and to the proportionality of the punishment.

Similarly, measures in the fight against doping and manipulation of competitions must not unlawfully interfere with people's right to privacy. There is an emerging case-law related to sport from human rights courts such as the European Court of Human Rights. It is important that the sports movement and government bodies responsible for sport ensure that the necessary procedures for the protection of sports ethics, fair competition and athletes are carried out with due regard for fundamental rights, as they emerge from this case-law.

Another aspect to consider is the mainstreaming of a human rights perspective into sports policies – for example, the overall impact of sports events on the rights of concerned populations or workers in the supply chain.

This has been in particular focus in recent years due to the selection of countries with controversial human rights records as hosts for major sports events including the Olympic Games and the FIFA World Cup. Several organisations, including FIFA, the IOC and UEFA, have included a human rights dimension into their selection criteria for major sport events, especially focusing on the social impact of the event.

The question has been debated in a multitude of contexts over the past years, i.e. through direct dialogue between sports organisations and human rights organisations/civil society coalitions (such as Amnesty International, Human Rights Watch, the Sport and Rights Alliance) and through partnerships with UN organisations (the International Labour Organization, for instance).

Since 2018, the creation of another relevant actor in this field, the International Centre for Sport and Human Rights has given more energy and cohesion to this movement. The Centre brings together key stakeholders to share knowledge and improve stakeholders' ability to include human rights considerations in their governance and operations.

Last but not least, the introduction of a human rights perspective in sport also includes the fight against any form of discrimination and the promotion of diversity in and through sport. In this sense, the promotion of 'sport for all' entails the idea of a fundamental right to practise sport, which is mentioned in several international recommendations, as well as in some national constitutions.

The right to recreational activities, including sports, can also be found in other international agreements, such as the Convention on the Elimination of All Forms of Discrimination against Women (1979) and the International Convention on the Rights of the Child (1990). The UN Convention on the Rights of Persons with Disabilities (2007) Article 30 recognises the rights of persons with disabilities to participate in sporting activities at all levels and on an equal basis with others. More recently, UNESCO enacted a right to practise sport in the Revised International Charter of Physical Education, Physical Activity and Sport of 2015.

Despite this growing trend, the right to access sport is still not considered as a right by international treaties. Nevertheless, the Sustainable Development Goals (SDG) have raised a lot of attention in many countries, and governments are eager to work on them. Sport can play an important role in achieving many of the SDGs, whilst sport participation features prominently in discussions surrounding sustainable development (e.g. the 2030 Agenda for Sustainable Development A/RES/70/1, paragraph 37). The Council of Europe is in favour of advocating a rights-based approach to sports practice and of promoting an enforceable fundamental right to sport.



D. Education, prevention and awareness-raising

Introduction

Education and awareness-raising are crucial aspects of any action when stakeholders are keen to achieve sustained success. Sport is no exception. It is impossible to think of complete integrity, sport protection or any other plan without considering the educational element that sits beneath them.

An awareness-raising campaign is crucial at the beginning of any project aimed at changing the culture of a country or of specific groups and education and prevention are applicable to all five policy areas promoted in this project.

Education has two main roles in respect of integrity in sport:

- To support the fight against the risks posed
- To build prevention strategies in order to avoid those risks.

Prevention

It is helpful to define the word prevention in respect of sport integrity. One of the definitions we can use is the following: the act of prevention is to stop something (usually unpleasant) from happening and/or to minimise its consequences.

One dimension of prevention in this case is to reduce the opportunities for wrongdoing. This encompasses promoting good governance of sport organisations and increasing respect for the rights and welfare of all involved in sport, including athletes.

As we've described, deficiencies in these areas can lead to an increased vulnerability to threats to integrity.

Another dimension of prevention is to stop behaviour that can cause damage to athletes, sport credibility, values, and fairness. Awareness-raising, education, and training in this field can play a significant role. But what are the best tools and how we can use them?



Awareness-raising

This is the state or condition of being aware; having knowledge or consciousness. The object of an information drive is to raise awareness about a particular phenomenon to achieve this state.



Education

Education can be a means to empower children and adults alike to become active participants in the transformation of their societies.

Learning should focus on the values, attitudes and behaviours that enable individuals to learn to live together in a world increasingly characterised by diversity and pluralism. It also plays a crucial role in helping people to become active participants in the life of their society.

As an example, education can strengthen skills and attitudes such as the courage to report (see the section on whistle-blowing), as well as the listening skills necessary to establish a 'speak-up' culture.



Training

Training consists not only of giving information about something, but also aims to build capacity, and create new models of work for those being trained.

Using educational tools

The first step of a prevention strategy delivered through education is raising public awareness within a community. In order to raise public awareness about the importance of protecting sport, a specific campaign about relevant issues should be created.



Know and establish the target audience

A primary component is to know who your audience is, to bring them together, empower and connect them.



Set objectives for the awareness campaign

For the campaign to be a success, it is important to establish objectives that can make it social and interesting.



Educational events

People are interested in attending events where they can learn and connect with people who have the same interests.



Create and distribute informative pamphlets or brochures

Pamphlets or brochures can summarise informative points about your cause and give participants something to bring home with them, to reinforce the main points discussed during the event.



The role of media and social media channels for awareness raising

Media can play a significant role in giving your efforts the profile they need. Having a good relationship with journalists and inviting them to events can make a difference in raising awareness on a larger scale.

Social media platforms are becoming more and more important. They are the most accessible mode of information exchange because posts can be shared. If you create social media accounts for your cause, you can keep in contact with your participants or engage with newcomers and related communities.

During or after your awareness-raising campaign, you should start to work on narrowing your awareness-raising to a more targeted group – sport actors and other stakeholders.

Regional or national sports bodies are a crucial channel for reaching athletes and their entourage with educational programmes. They might consider these programmes an obligation for sports associations and clubs or encourage them to set up their own educational programmes.

Regional and national bodies can do a lot in this field: they are better-placed to assess the needs of their people and create additional training, seminars or conferences. In the field of anti-doping, the role of education is highlighted in WADA's International Standard for Education.

Finally, it's important to organise education opportunities which bring different stakeholders together to meet and discuss the issues, with the aim of developing co-operation among them.



E. Monitoring implementation and compliance – and providing remedies

In the last two decades, sport has become an even more important point of public interest and, with commercial stakes increased, it is both more vulnerable to integrity problems and subject to more public scrutiny.

Moreover, sport is now employed as a source of soft power, both internationally and domestically. As a result, sport integrity is becoming more of a focus for both sports organisations and public policy-makers.

As we have previously discussed, sport integrity as defined here covers a whole range of areas – from doping, through personal behaviour to good governance.

In these areas of integrity, many of the legal provisions, private regulations and policies are supported by compliance systems, which are governed either by public authorities (governmental authority, intergovernmental organisation) or by private entities (sports organisations, WADA, etc).

These compliance systems are needed to steer and improve any policies, but they are particularly meaningful in the area of sport integrity, since the issues at stake include people's safety, as well as their fundamental rights.

In addition, the systems are also expected to ensure an equal playing field in sports competitions, taking into account the high level of investment in sport made by athletes, by governments, and by related industries (e.g. sponsors, broadcasters, betting operators, etc). In the next sections, we examine what compliance means in sport integrity.

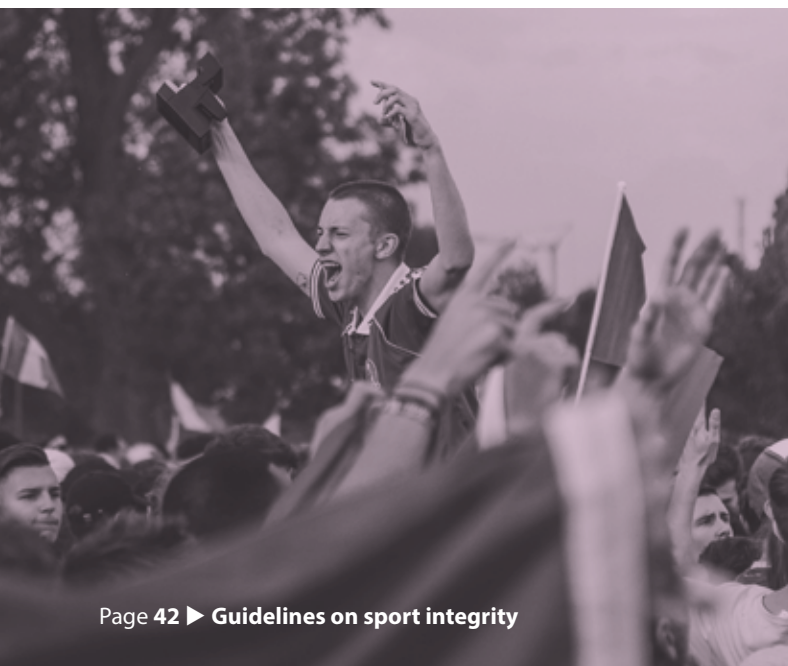


PHOTO | Oladimeji Odunsi

Monitoring and evaluation of public policies

Most standards or policies aim to respond to a public problem or risk. Once a problem is identified, the means are deployed to prevent or mitigate it. When designing policy to address a specific problem, the following path should be taken:

- **Inputs** – Define the resources that can be mobilised and allocated, including a normative framework
- **Outputs** – Define what is produced with the input, e.g. training, advice, platform for dialogue, report
- **Immediate outcomes** – Understand the immediate expected effect of the outputs, e.g. the gain in knowledge or awareness, the identification of measures to be taken, a change of behaviour
- **Mid/long-term outcomes** – Gauge the consequence of the immediate outcomes on the final beneficiaries (citizens, athletes), e.g. service providers enjoy their rights, a level playing field is guaranteed for all athletes
- **Monitoring** – Track the progress towards achieving an objective, and in particular the inputs and outputs, while beginning evaluation by looking at the outcomes and assessing if the situation has changed as expected, i.e. has the intervention made a difference?

Compliance systems – Why and on which standards?

A compliance framework can be thought of in two different ways. On the one hand, it can be a set of regulations while on the other, it can mean the establishment and implementation of means to ensure that those regulations are enforced.

In either respect, monitoring and evaluation can be used to steer regulations or policies, to review them, to identify necessary improvements, to assess compliance with a standard, to certify it, to offer redress and even to sanction misbehaviour.

Monitoring and remedy methods

Many tools and methods can be used for the purpose of monitoring and evaluation. These include:

- Peer-review
- Hearings
- On-site visits
- Audits
- Collective complaints
- Surveys
- Collective or individual remedies.

Remedies are managed on the governmental side by judicial authorities, mediators and independent authorities. On the sport side, sports organisations have disciplinary and arbitration bodies at international level, while the jurisdiction of the Court of Arbitration for Sport (CAS) constitutes the ultimate remedy.

Based in Switzerland, CAS can be held accountable to the Swiss Federal Tribunal if its procedures are not compliant with fundamental rights. And Switzerland is then accountable to the European Court of Human Rights.

Those judicial or quasi-judicial remedies are essential parts of the structure of sport integrity, but are costly to mobilise and, even though case-law does impact general policies, are more suited to testing individual cases than inducing systemic changes. As a result, they should also be complemented by monitoring and evaluation.

In anti-doping – one of the most established areas of sport integrity involving sports organisations, governments and specialised organisations – compliance is ensured by multi-layer systems. At an individual level, disciplinary and judicial proceedings sanction infringements, but the compliance of signatories with the World Anti-Doping Code is monitored by a global body – WADA.

Alongside that structure, WADA-accredited laboratories are subject to certification processes guaranteeing their compliance with the relevant standards. On the side of public authorities, the States Parties to UNESCO's and the Council of Europe's relevant conventions are also subject to monitoring mechanisms set up by these international organisations. And on top of all these compliance systems, overall anti-doping policy, as defined by the World Anti-Doping Programme, is evaluated and updated on a regular basis by a World Anti-Doping Conference.

Anti-doping's multi-layered model can provide a model for other sport integrity challenges, involving as it does, sports organisations, specialised organisations and public authorities.

Publicity and co-operation

As far as is possible, the information collected within the framework of compliance systems should be made public. That's because the publication of monitoring results is a powerful incentive for organisations and governments to comply with standards.

Making this information available is also a key part of increasing mutual confidence between the partners involved in a sport integrity policy area, as well as to gaining trust from the public on the actions of those involved.

Likewise, compliance systems should not be set up by the organisations and public authorities in charge of the relevant policies in a vacuum. Best practice dictates that they should involve external expertise, independent bodies and seek information from the media and NGOs, including those representing the 'target groups' and 'final beneficiaries' of the policies (see the section on investigative journalists and whistle-blowers).

A multi-stakeholder, iterative approach leading to the development of a framework to monitor the chain from investment, through policy formulation and implementation right the way through to compliance is key to quantifying the impact of our integrity strategies.

OVERVIEW OF COMPLIANCE SYSTEMS USED AT INTERNATIONAL LEVEL IN THE FIELD OF SPORTS INTEGRITY

	INTERNATIONAL ORGANISATIONS		SPORT GOVERNING BODIES	
	Standard / Regulation	Compliance System	Standard / Regulation	Compliance System
Human Rights	<ul style="list-style-type: none"> UN Convention on the Rights of Persons with Disabilities 		<ul style="list-style-type: none"> Provisions in federations' statutes and human rights policies 	
Athletes	<ul style="list-style-type: none"> ILO Conventions 	<ul style="list-style-type: none"> Representations of non-observance of conventions Complaints of non-observance 	<ul style="list-style-type: none"> Professional contract, competition and participation conditions 	<ul style="list-style-type: none"> Ethics committees, disciplinary committees, CAS
Workers	<ul style="list-style-type: none"> ILO Conventions 	<ul style="list-style-type: none"> Representations of non-observance of conventions Complaints of non-observance 	<ul style="list-style-type: none"> Agreement with host countries 	<ul style="list-style-type: none"> Ethics committees, disciplinary committees, CAS
Spectators	<ul style="list-style-type: none"> CoE Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches CoE Convention on an Integrated Safety, Security and Service Approach at Football Matches and other Sports Events 	<ul style="list-style-type: none"> Questionnaire Evaluation visits 	<ul style="list-style-type: none"> Regulations on safety, security and services 	<ul style="list-style-type: none"> Agreements with organising committees Site visits
Children	<ul style="list-style-type: none"> UN Convention on the Rights of the Child CoE Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse 	<ul style="list-style-type: none"> Hearings, reports Hearings, reports, ad hoc onsite visits 	<ul style="list-style-type: none"> International Safeguards for Children in Sport FIFA Guardians Child Safeguarding Programme FIFA's dedicated Child Protection and Safeguarding Manager 	<ul style="list-style-type: none"> IOC Safeguarding officer

COMPLIANCE SYSTEMS USED AT INTERNATIONAL LEVEL IN THE FIELD OF SPORTS INTEGRITY CONTINUED

	INTERNATIONAL ORGANISATIONS		SPORT GOVERNING BODIES	
	Standard / Regulation	Compliance System	Standard / Regulation	Compliance System
Doping	<ul style="list-style-type: none"> UNESCO and CoE conventions against doping in sports 	<ul style="list-style-type: none"> Reports based on questionnaires and evaluation visits Operational guidelines and Framework of Consequences Legal Framework 	<ul style="list-style-type: none"> World Anti-Doping Programme 	<ul style="list-style-type: none"> Compliance with the Code Accreditation of laboratories CAS
Competitions manipulation	<ul style="list-style-type: none"> CoE Convention on the Manipulation of Sports Competitions 		<ul style="list-style-type: none"> Competition, participation regulations 	
Governance	<ul style="list-style-type: none"> UNODC United Nations Convention against Transnational Organised Crime UNODC Convention against Corruption 		<ul style="list-style-type: none"> Olympic and Sports Movement Codes of Conduct (i.e. BUP) 	<ul style="list-style-type: none"> Self-evaluation tools (i.e. ASOIF indicators)



F. Gender and youth mainstreaming in sport integrity policies

Sport is still the most popular social activity for young people. And although sport integrity policymakers primarily see young people as volunteers, beneficiaries or target groups, there is still room for them to contribute as policy-makers.

Research examining young people's development in and through sport has mostly focused on young people as a general group. Comparatively less attention has been devoted to the examination of gender pathways.

Throughout history, girls and women have had to fight for equal rights and their access to sports participation. In the past few decades, great progress has been made to increase the influx of girls and women into physical activity and sport, as well in the legislation and decision-making around that process.

Mainstreaming is a recognised methodology ensuring that the concerns and experiences of specific social cohorts (e.g. youth/ women) are an integral part of the design, implementation, monitoring and evaluation of policies and programmes. Integrating gender-mainstreaming ensures that all genders are treated equally, so that unfair treatment does not become entrenched.

Gender and youth and sport

While we are getting closer and closer to reducing inequalities every day, girls and women still have fewer opportunities, less investment, training and corporate attention than men when they play sports. Efforts towards eliminating gender discrimination in sport, first began in 1994 with the International Working Group on Women and Sport (IWG) and the first World Conference on Women and Sport, which adopted the Brighton Declaration.

Unfortunately, despite a broad mobilisation, sport is not a sector in which gender equality progresses quickly. Despite apparent consensus on the importance of gender equality in sports participation and sports coaching leadership, women still do not enjoy de facto equal access to sport. However, a growing number of sports policies and strategies are addressing the gender dimension with specific measures.

The specific needs of both young people and women tend to be overlooked during the policy-making process and mainstreaming processes can help ensure that policy-making is fit for serving these groups.

WOMEN



According to a recent survey carried out within the ALL IN project, in Europe, women make up only:

- **31% of the members of a sports club or federation**
- **8% of the presidents of the national Olympic sports federations**
- **23% of the board members of the national Olympic committees**
- **1 in 5 employed elite coaches in national Olympic sport federations**
- **7% of the presidents, 18% of the vice-presidents and 22% of all board members in the sport federations and**
- **22% of the employed elite level coaches in the sport federations.**

When it comes to young people, the story is similar.

Millions of children and young people take part in sporting activities every day across the world, many of them purely for recreation and fun. Others may participate in sport for development programmes, while for some sport may be their chosen career path - as talented athletes, coaches or officials. Sport is also used as a vehicle for diverting young people from anti-social or criminal behaviour.

Given their wide participation in the movement, meaningful youth engagement and leadership within sport is vital for fostering creative and innovative solutions and may even be significantly important in the future transformation of sport. Ensuring the organisation of Games and achieving the sector's goals only seem possible with the active participation of today's generation of 1.8 billion young people.

Therefore the views of young people today need to be considered with equal weight, across implementation and decision-making, to strategy and conceptualisation. The immense growth of young entrepreneurs, coupled with the fact that more resources are being dedicated to education than at any other point in our history, highlights how present and relevant youth is in shaping the present-day.

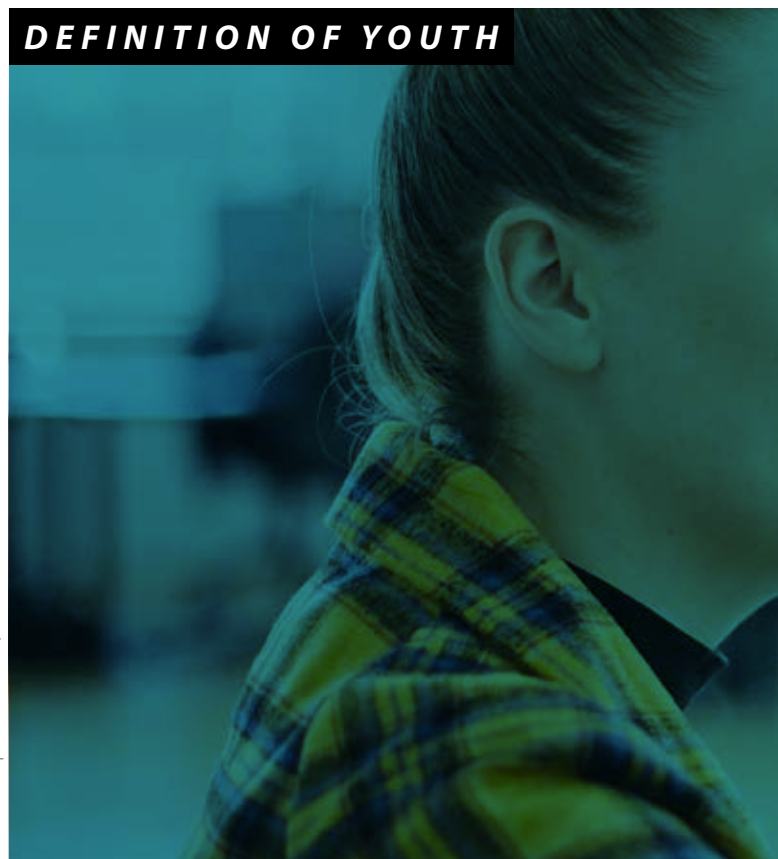
Youth participation in the decision-making processes should be inclusive and balanced. Proactive investment, policies and strategies can help address inequalities in sport participation and leadership (SDG 5.1, 5.5 and 5.c).

Being identified directly in sport policies means that girls, women and young people in general are seen as part of the solution and as having a legitimate interest in contributing to shaping the agenda.

A report by the European Commission published in 2014 found that men in EU states exercise or play sport more than women. This disparity is particularly marked in the 15-24 age group, with considerably more young men tending to exercise or play sport on a regular basis than young women. Just 15% of men aged 15-24 never exercise or play sport, compared with 33% of women in the same age group.

DEFINITION OF YOUTH

PHOTO | You X Ventures, Anton Darius



Both participation and governance in sport have traditionally been dominated by men. The amount of regular activity that people do also tends to decrease with age. A majority of 15-24-year-olds (62%) exercise or play sport regularly or with some regularity but this falls to 46% in the 25-39 age group, 39% for 40-54-year-olds and 30% for the 55+ age group. This research stresses the importance of taking action among young women (15 or older) because this is when the level of inequality is at its largest, and because their level of activity will then decrease with age if the habit of playing sport or undertaking physical activity is not acquired by this point.

In many cases, sport policies and, in particular, sport integrity policies do not reflect women's and young people's perspectives and do not address the roles that women and young people could play. Rather, they view them as playing a more passive role – for instance emphasising their status as victims at the centre of societal problems or as mere beneficiaries of policy implementations – rather than key shapers of them, as they ought.



- **The definitions that use 15- 24 (*The United Nations*) and 15-19, 20- 24 and 25-29 age cohorts to define 'youth' (*Dashboard on EU youth indicators*), fairly serve their statistical purposes for assessing the needs of the young people and providing guidelines for youth development.**
- **Apart from the statistical definitions, the meaning of the term 'youth' varies in different societies around the world, especially with the changes in demographic, financial, economic and socio-cultural settings.**

Mainstreaming as a strategic tool

Mainstreaming is a globally accepted strategy for promoting gender equality. It is an approach to policy-making which ensures that gender/youth perspectives and attention to the goal of equality are central at every stage: policy development, research, advocacy, legislation, resource allocation, implementation and monitoring.

The concept of gender mainstreaming was first introduced at the 1985 Nairobi World Conference on Women. It was established as a strategy in international gender equality policy through the Beijing Platform for Action, adopted at the 1995 Fourth United Nations World Conference on Women in Beijing, and subsequently adopted as a tool to promote gender equality at all levels.

Mainstreaming is based on the recognition that women and men, and youth and older generations have different needs but also have different living conditions, including unequal access to and control over power, money, human rights, justice, resources and decision-making. Mainstreaming therefore means looking at the human implication of any activity, highlighting the inequalities and differences between women and men, younger and older, and thus underlining the potential differential impact of policies on everyone. This leads to designing policies that benefit younger and older girls and boys, and women and men equally.

Mainstreaming leads to a paradigm shift in approaching public policy-making. 'Reflecting' – 'addressing' – 'being sensitive' – 'being responsive to' gender/youth issues refers to involving/ engaging younger and older women and men and ensuring their participation in decision-making processes on the one hand, and assessing the impact of a policy/project/programme targeting younger and older women and men on the other.

Why?

In many cases, public policies are assumed to be neutral towards genders and generations but are in fact based on the needs of the dominant group in society or on the needs of those who have traditionally been the decision-makers. Both groups are mostly men. As a result, public policies have often not taken women's and young people's differing needs and situations into account.

Several studies have shown that inequalities have direct costs. Evidently, decisions regarding public policies and services which do not fully consider the needs and situations of all final users may lead to inappropriate solutions, as well as an imperfect allocation of public funds.

Mainstreaming is a strategy designed to improve the quality of public policies, programmes and projects, ensuring a more efficient allocation of resources. Better results mean increased wellbeing for all, and the creation of a more socially just and sustainable society.



PHOTO | Quino AI

What is required?

Equality issues need to be mainstreamed at all stages of policy-making, but it is especially important to take them into account at the policy design stage, when the problems, concerns and needs of the beneficiaries are identified and the ways to address them are defined.

Public policy designs are formal processes aimed at ensuring the best balance between the scope and means of intervention by the stakeholders, and the public issue that is addressed – all based on sets of evidence that legitimate the policy.

How?

Consideration for women and young people can be integrated in all phases of the policy cycle:

- **Situation analysis** – Young women and men's condition and position needs to be researched. Young people can act as peer researchers and information providers in the process.
- **Planning and implementation (policies/programmes)** – Young women and men should be a target population, and young people's views and aspirations should be taken into account.
- **Monitoring and evaluation** – There should be youth/gender-specific indicators, including those related to the quantity and quality of youth participation in the project. Monitoring and evaluation should also involve asking young people's views of how much progress has been made and what the challenges are.
- **Resources (budgeting)** – Specific line items should cover youth/gender-specific activities and any mechanisms required to be put in place to secure their participation in all stages of the project.



CONCLUSIONS

Sport integrity policies are not gender neutral; women and men and young and older people are not involved in the same way in sport integrity matters.

Behaviour towards violence, abuse, drugs and addiction, and corruption have a gender-dimension which should be taken into account when these issues are addressed in the context of sport.

Ultimately, mainstreaming in sport integrity policies will contribute to making sport ethical, safe and inclusive for women, men, girls and boys.

Useful tools and references

THE LIST OF CORE POLICY DOCUMENTS

European Commission

The White Paper **A new impetus for European youth** (2001)

- <https://op.europa.eu/en/publication-detail/-/publication/a3fb3071-785e-4e15-a2cd-51cb40a6c06b>

The **EU Youth Strategy** (2010-2018)

- http://ec.europa.eu/youth/policy/youth_strategy/index_en.htm

The **European Youth Pact** (2005)

- <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=LEGISSUM:c11081>

European Parliament Resolution – **The EU Strategy for Equality between Women and Men Post-2015** (2015)

- <http://www.europarl.europa.eu/sides/getDoc.do?type=REPORT&reference=A8-2015-0163&language=GA>

Council of Europe

Declaration **The future of the Council of Europe youth policy: Agenda 2020**

- http://www.coe.int/t/dg4/youth/IG_Coop/Agenda_2020_en.asp

Recommendation CM/Rec (2017)4 of the Committee of Ministers to member states on youth work

- <https://rm.coe.int/1680717e78>

THE LIST OF CORE POLICY DOCUMENTS

The United Nations

The **Beijing Platform for Action Area L – ‘The Girl Child’**

- <http://www.un.org/womenwatch/daw/beijing/platform/girl.htm>

UNICEF: **Adolescent and Youth Engagement Strategic Framework**

- <http://www.unicefemergencies.com/downloads/eresource/docs/Adolescents/63792683.pdf>

UNDP's first **Youth Global Programme for Sustainable Development and Peace – Youth-GPS (2016-2020)**

- <https://www.undp.org/content/dam/undp/library/Democratic%20Governance/Youth/Youth-GPS%20-%2050613%20UNDP%20Overview%20-%20final.pdf>

The General Assembly of the United Nations Resolution 68/130 **Policies and programmes involving youth (2013)**

- <http://www.unescap.org/resources/ga-resolution-68130-policies-and-programmes-involving-youth>

UNESCO: **Operational Strategy on youth (2014-2021)**

- <http://unesdoc.unesco.org/images/0022/002271/227150e.pdf>

The UN Youth Strategy (2018): **YOUTH 2030 Working with and for young people The UNESCO Operational Strategy on Youth (2014-2021)**

- https://www.un.org/youthenvoy/wp-content/uploads/2018/09/18-00080_UN-Youth-Strategy_Web.pdf

WHO: The global strategy for women's, children's and adolescents' health (2016-2030), **Survive, Thrive and Transform**

- <https://www.who.int/life-course/partners/global-strategy/global-strategy-at-a-glance/en/>

The Commonwealth Secretariat

Youth Mainstreaming in Development Planning: Transforming Young Lives, London, p.7

- https://thecommonwealth.org/sites/default/files/events/documents/YMDP_9781849291644.pdf





PHOTO | Marvin Ronsdorf

Part 4

Compendium of factsheets on the five policy areas

With improved sport integrity as the aim of Action 3 of Kazan Action Plan, five areas have been identified to provide some guidelines to public authorities for the development of policies in these domains.





POLICY AREA 1

FACTSHEET 1

Preserving the rights, safety and security of athletes, spectators, workers and other groups involved

This policy area aims to preserve the rights, physical integrity, health and safety of all those involved in sports and, in particular, in sports events. Aspects such as occupational health and the safety and security of athletes and spectators should be included in this policy. Moreover, the economic, social and environmental impact of major sports events should also be addressed, especially with regard to workers, local populations and businesses, but also to volunteers.

The aim is to ensure the groups' rights are protected and that they can benefit from the positive externalities of major sports events. Since this policy area is often developed in distinct public policies, the descriptive elements in the factsheet have been divided by target group, mainly for the purposes of clarity in the document.

These groups are:

- Athletes
- Spectators
- Workers and other groups involved.



POLICY AREA 2

FACTSHEET 2

Preventing and addressing harassment and abuse in sport

This policy area deals with harassment and abuse in sport in order to ensure the right to a safe and enjoyable sport environment for all. Harassment and abuse cover several aspects, namely psychological, physical and sexual harassment and abuse, as well as neglect.

With reference to the conceptualisation offered by the Centre for Sport and Human Rights, special attention should be paid to the risks faced by those who are more often victims of harassment or abuse, in particular children, women and girls, human rights defenders, LGBTI+, migrants, minority and ethnic groups, indigenous people, historically disadvantaged communities, and the physically and mentally less abled.



POLICY AREA 3

FACTSHEET 3

Fostering good governance of sport organisations

Good governance in sports organisations is one of the focal points of the definition of integrity and affects all other policy areas. The main objective of this policy area is to promote transparency, accountability, democracy, participation and social responsibility in sports

governing bodies, especially through the establishment of good governance standards and of monitoring mechanisms. Good governance is a priority policy area. That's because if there is a lack of good governance, there is a higher risk that all other areas will be adversely affected.



POLICY AREA 4

FACTSHEET 4

Strengthening measures against the manipulation of sports competition

This policy area encompasses the fight against manipulation of sports competitions. The objective is to have a coherent policy aimed at combating and protecting stakeholders, including athletes, from criminal activities, such as money laundering, organised crime and corruption.

It also aims to preserve the credibility and uncertainty of sports events, the economy of sports and the betting industry. This policy area should address how to organise and co-ordinate operations involving not only stakeholders in the field of sports, but also of law enforcement, anti-corruption and justice.



POLICY AREA 5

FACTSHEET 5

Ensuring an adequate anti-doping policy framework, its implementation and effective compliance measures

This policy area aims to protect athletes from doping in sport and uphold the integrity of sport competitions by ensuring that countries implement an effective anti-doping policy at the national level, as well as comprehensive monitoring and disciplinary processes. It also seeks to promote prevention and education

activities which bring together public authorities from the fields of public health, education, law enforcement and customs, as well as those responsible for sport. The standards, legislation and regulations mentioned in each of these factsheets are by no means an exhaustive list, but they give some indication as to the variety of legal texts that exist.



Preserving the rights, safety and security of athletes, spectators, workers and other groups involved

As the three target groups are usually covered by different policies at the national level, to improve clarity the answers will be divided by groups.

Why?

The aim of this policy area

Preserve the rights, physical integrity, health, safety and security of all participants in sport and sports events, by ensuring high standards in the organisation of sports events.

Prevent local populations, but also volunteers and workers (including those working for suppliers) from being collateral victims of the organisation of sports events.

Who?

Stakeholders involved, co-ordination, partnerships

A) Rights, safety and security of athletes Sports organisations at national, regional and local level

- Coaches and the athletes' entourage
- Public authorities responsible for sports
- Events organising committees
- Support services (e.g. first aid organisations such as Red Cross, emergency physicians, businesses etc)
- Sponsors
- Athletes
- Athletes' representatives (both recreational and elite)
- Officials

B) Rights, safety and security of spectators

- Ministries of Interior and public authorities responsible for justice and of sports
- An event's organising committee
- Police and law enforcement agencies
- Municipal authorities
- Sports organisations at national, regional and local level
- Supporters' organisations
- Support services (e.g. first aid organisations such as Red Cross, emergency physicians, businesses etc)

C) Rights, safety and security of workers and other groups

- Ministries of Interior and public authorities responsible for justice, employment and for sports
- Events' organising committees
- Trade unions, employer organisations
- Local communities
- Sponsors

What?

Functions and tasks they have to fulfil

A) Rights, safety and security of athletes

Work in partnership to make sure occupational rights, health, safety and security are guaranteed, particularly in sporting events

B) Rights, safety and security of spectators

Work in partnership in implementing safety, security and service arrangements for a sporting event

C) Rights, safety and security of workers and other groups

Ensure that the organisers of sports events which benefit from guarantees or support from public authorities operate in full compliance with the applicable laws – and with health and safety standards – and have a solid sustainability concept covering the economic, social and environmental dimensions

How?

The organisation of operations

A) Rights, safety and security of athletes

- Develop and implement in co-operation with stakeholders such as universities evidence-based prevention policies including sport-specific risk assessments on possible injuries to promote the health and wellbeing of athletes
- Develop illness and injury surveillance programmes
- Monitor the volume and intensity of training and competition schedules to ensure a sport-life balance contributing to the wellbeing of athletes
- Implement athletes', coaches' and parents' education programmes
- Evaluate and monitor the application of occupational health and safety standards to athletes, including workers' competition legislation in the cases of professional athletes

B) Rights, safety and security of spectators

- Implement a multi-agency (public-public and public-private) approach, ensuring that safety, security and service measures are balanced, both in terms of physical infrastructures and the safety management of the event

C) Rights, safety and security of workers and other groups

- Involve the relevant public and private stakeholders in the preparation of the sustainability concept
- Be prepared to deal with international stakeholders that will pay all the more attention to those projects which achieve international visibility
- Request that competition organisers and their suppliers ensure compliance with the UN Guiding Principles on Business and Human Rights



Standards

Governmental

Laws, governmental bills,
international conventions etc

Existing applicable international or national standards

A) Rights, safety and security of athletes

General normative framework

- Protecting Student Athletes From Concussions Act of 2013 (USA): <https://www.govtrack.us/congress/bills/113/hr3532/text>
- United Nations (UN) Protect, Respect and Remedy Framework, its Guiding Principles and Declaration
- UN Committee on the Rights of the Child's General Comment No. 16 on State obligations regarding the impact of the business sector on children's rights addressed in 2013 to all States that have ratified the UN Convention on the Rights of the Child

B) Rights, safety and security of spectators

- European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (ETS No. 120)
- Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and other Sports Events (CETS No. 218)
- Recommendation Rec (2015)1 of the Standing Committee of the Spectator Violence Convention (T-RV), as revised in 2019 and adopted in 2020
- ECRI's General Policy Recommendation No.12 on combating racism and racial discrimination in the field of sport
- ECRI's General Policy Recommendation No. 15 on combating hate speech

C) Rights, safety and security of workers and other groups

- United Nations (UN) Protect, Respect and Remedy Framework, its Guiding Principles and Declaration
- UN Committee on the Rights of the Child's General Comment No. 16 on State obligations regarding the impact of the business sector on children's rights addressed in 2013 to all States that have ratified the UN Convention on the Rights of the Child
- Recommendation CM/Rec(2016)3 on human rights and business
- European Social Charter

Private

Sports regulations, disciplinary, contractual, professional standards etc

A) Rights, safety and security of athletes

Safe Sport International principles

- Safe Sport Code for the US Olympic and Paralympic Movement
- FIFA Regulations on the Status and Transfer of Players (article 19 and 19bis: protection of minors)
- FIFA Code of Ethics (article 23 on protection of physical and mental integrity)
- FIFA Disciplinary Code (2019 edition, articles 11 and 12)
- International Safeguards for Children in Sport

B) Rights, safety and security of spectators

- FIFA and UEFA regulations on safety, security and service
- Sports Grounds Safety Authority and CEN guidance and standards

C) Rights, safety and security of workers and other groups

- IOC Agenda 2020 and IOC Sustainability Strategy
- Global Reporting Initiative (GRI) sustainability framework
- ISO 20121 standard for sustainable events management
- FIFA Statutes
- FIFA Human Rights Policy (specific provision on labour rights)

Declarations and statements**A) Rights, safety and security of athletes**

- IOC Consensus Statement on Training the Elite Child Athlete
- Joint statement of the European Sectoral Social Dialogue Committee for Sport and Active Leisure - Declaration on Safeguarding the Rights of Child Athletes (November 2017)
- IOC Athletes' Rights and Responsibilities Declaration (2018)
- World Player Rights Policy (July 2017) which articulates how the UNGPs are to be applied to sport
- Universal Declaration of Player Rights (November 2017)



Implementation

How is this policy implemented at national level?

Through which mechanisms are the relevant stakeholders involved in the monitoring and implementation of the policies?

A) Rights, safety and security of athletes

- Sharing responsibilities between stakeholders
- Training safety officers
- Raising the standards of facilities and services
- Share relevant know-how and good practices

B) Rights, safety and security of spectators

- Socio-educative work with spectators
- Intelligence management
- Training safety officers
- Raising the standards of facilities and services

C) Rights, safety and security of workers and other groups

- Enacting appropriate legislation

How is this policy co-ordinated or monitored at international level?

A) Rights, safety and security of athletes

Sport organisations self-monitor and self-assess their policies

B) Rights, safety and security of spectators

The Standing Committee of the Spectator Violence Convention (T-RV) ensures the monitoring of compliance with commitments made by the States Parties

C) Rights, safety and security of workers and other groups

The Centre for Sport and Human Rights is playing a key role to facilitate multi-stakeholder co-operation in the context of sports events and to advise the organising entities

Which parts are more difficult to implement?

A) Rights, safety and security of athletes

Implementing an effective and holistic health/wellbeing strategy involving all stakeholders

B) Rights, safety and security of spectators

Implementing an effective multi-agency approach between the main national stakeholders is a permanent and long-term effort. Ensuring the right balance between the safety, security and service arrangements is also a major challenge

C) Rights, safety and security of workers and other groups

The social side of the risk assessment and sustainability concept is more difficult to take into account and evaluate

What are the main obstacles preventing thorough implementation?

A) Rights, safety and security of athletes

- Lack of awareness about/commitment to the international standards
- Lack of specific know-how
- Cultural barriers that prevent co-operation and communication between stakeholders

B) Rights, safety and security of spectators

- Lack of awareness about the international standards
- Lack of specific know-how
- Cultural barriers that prevent co-operation and communication between stakeholders
- Complacency
- Lack of political commitment at national/local levels to adopt relevant policies and enforce the law
- Lack of financial resources

C) Rights, safety and security of workers and other groups

- Lack of awareness about the international standards
- Lack of specific know-how
- Cultural barriers that prevent co-operation and communication between stakeholders



Which are the existing international or regional platforms of exchange of information and good practices, that may serve as benchmarks?

A) Rights, safety and security of athletes

- IOC
- Safe Sport International
- Centre for Sport and Human Rights
- FIFA
- UEFA
- International Safeguarding Children in Sport Initiative

B) Rights, safety and security of spectators

- The Standing Committee (T-RV)
- SGSA (Sports Grounds Safety Authority)
- NFIP Network (National Football Information Points)
- FIFA
- UEFA
- European Leagues
- European supporters' organisations (such as Supporters Direct Europe and Football Supporters Europe)

C) Rights, safety and security of workers and other groups

- Centre for Sport and Human Rights
- IOC
- FIFA
- Commonwealth Games Federation

Current Issues

What are the current hot issues regarding the policy area?

A) Rights, safety and security of athletes

- Sport-specific and repeated traumas/injuries such as concussions and burnout
- Regulation of player training and competition load
- Concussion protocols
- Application of occupational health and safety standards
- Coverage of workers' compensation legislation

B) Rights, safety and security of spectators

- Organised incidents in and around football stadia, in national and UEFA competitions (namely use of pyrotechnics, fights between organised groups of supporters or against players or the police) and lack of physical safety conditions in some sports venues
- Complacency in maintaining high safety and security standards

C) Rights, safety and security of workers and other groups

- Migrant workers' rights

What are the main risks that could prevent the implementation of policies in this area?

A) Rights, safety and security of athletes

- Lack of commitment of top management and certain stakeholders such as coaches, parents etc
- Inadequate development, application and enforcement of protocols and guidelines to protect athlete health and wellbeing

B) Rights, safety and security of spectators

- Insufficient leadership of national public and private authorities in implementing effective preventative and repressive policies or enforcing the existing laws and regulations
- Reputational damage
- Sports governance and integrity
- Judicial/administrative burdens in prosecuting troublemakers

C) Rights, safety and security of workers and other groups

- Lack of commitment by employers to train their workers and to enforce rules on how to deal with situations that pose risks

Which human rights would have to be taken into account and protected by this policy?

As referred to in the UN Universal Declaration of Human Rights

- Freedom from discrimination
- Right to life, liberty and personal security
- Freedom from slavery
- Right to remedy by competent tribunal
- Freedom from arbitrary arrest and exile
- Right to social security
- Right to desirable work and to join trade unions



What are the main challenges to improve the effectiveness of this policy?

Signature and ratification of the Convention CETS No. 218 by States
Improving monitoring mechanisms and strengthening technical assistance and international co-operation, namely by reinforcing a peer-to-peer approach

Are there any good practices that may be mentioned?

A) Rights, safety and security of athletes

- Stop sport injuries <https://www.stopsportsinjuries.org/>
- Talent development and injury prevention in youth alpine ski racers of a ski boarding school
- Training for CPR and first aid for professional basketball players and administrative and coaching staff of professional teams
- FIFA Online Diploma in Football Medicine <https://www.fifamedicinediploma.com/>
- FIFA Medical Centres of Excellence <https://www.fifa.com/development/medical/about-us/fifa-medical-centres-of-excellence/index.html>
- FIFA online injury surveillance tool (first applied during the 2018 FIFA World Cup)
- NFL Game Day Concussion Protocol
- FIFPro Concussion awareness campaign <https://fifpro.org/news/remove-a-player-with-a-concussion-from-the-pitch/en/>

B) Rights, safety and security of spectators

- Council of Europe's Recommendation Rec(2015)1 comprises many best practices in the fields of safety, security and service at sports events (see: <https://www.coe.int/en/web/sport/recommendation-2015-1>)

C) Rights, safety and security of workers and other groups

- Sustainability Strategies for FIFA World Cups (FWC 2018 Russia, FWC 2022 Qatar) with specific provisions regarding health & safety, decent work and safeguarding workers' rights



Preventing and addressing harassment and abuse in sport

Why?

The aim of this policy area

To ensure the right to a safe and enjoyable sport environment for all those involved in sport activities, while safeguarding them and preventing inadequate care.

This policy area deals with non-accidental violence³² in sport through harassment and abuse,³³ which cover the following:

- Psychological harassment and abuse
- Sexual harassment and abuse
- Physical abuse and forced physical exertion
- Neglect.

Science shows that psychological abuse is at the core of all other forms and that athletes can also be perpetrators.

If all athletes regardless of age, sport ability, gender, nationality, race or ethnicity, social class, education level, sexual orientation or disability are susceptible to these problems, elite athletes and vulnerable subgroups such as LGBT+ athletes, ethnic minority and disabled athletes are more at risk of being victims of harassment and abuse in sport.

It follows, therefore, that attention should be paid to the particular risks faced by those groups that are more likely to be subject to discrimination and abuse.

In particular, the Centre for Sport and Human Rights proposes a categorisation of groups or populations that may have particular vulnerabilities in the field of sports and therefore may require special attention. These include:

- Children
- Human rights defenders
- Women and girls
- LGBTI+
- Migrants, minority and ethnic groups, indigenous people and historically disadvantaged communities
- Physically and mentally less able people.



Who?

Stakeholders involved, co-ordination, partnerships

- Public authorities and organisations responsible for sport and for child protection
- Sports organisations at national, regional and local levels
- NGOs/organisations combating discrimination on the grounds of sexual orientation and gender identity, disability, ethnic origin, etc
- Disabled people's organisations
- Project managers and event organisers
- Officials
- Athletes' representatives (both recreational and elite)
- Youth workers, youth leaders
- Parents
- Coaches, physical education teachers, and other entourage members such as volunteers, medical staff, physiotherapists, etc

What?

Functions and tasks they have to fulfil

- Ensure the development of a cohesive and holistic framework based on evidence that should include tools like normative frameworks, policies, strategies, action plans, procedures, monitoring and evaluation
- Implement a communication strategy to ensure stakeholders and individuals are aware of this framework
- Support capacity-building and provide technical assistance to plan and implement this framework, such as prevention and implementation measures
- Develop contingency plans or management measures for when such behaviour occurs
- Set up an independent body to handle cases of harassment and abuse
- Initiate and/or support research/studies on harassment and abuse in sport, in particular prevalence studies

How?

The organisation of operations

- Sports organisations, when set up as a not-for-profit organisation, are bound by the laws and regulations of the private sector (e.g. for non-profit organisations). Internally, sports organisations develop their own policies, e.g. disciplinary standards, creating a variety of different policies and rules. Public authorities can help harmonise those internal private standards to ensure an overall coherence in this domain.
- Public authorities can draw from existing international standards to develop their own national regulations and/or strategies.
- Any standards developed should ensure adherence to other non-sport regulations, such as privacy acts, official language, etc
- National provisions on protection need to include sport, a topic which is currently often excluded.
- Organisations should develop templates (rules, policies) and prevention programmes that are easy to adapt and to implement.
- They can also establish a round-table, led by public authorities, where stakeholders can share information and know-how, exchange good practices and work together in developing relevant activities such as policies or action plans.

Standards	Existing applicable international/national standards/ recommendations
<p>Governmental Laws, governmental bills, international conventions etc</p>	<ul style="list-style-type: none"> • United Nations Convention on the Rights of the Child • United Nations Convention on the Rights of Persons with Disabilities • Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse • Council of Europe Convention on preventing and combating violence against women and domestic violence (2011) • Council of Europe recommendation on measures to combat discrimination on ground of sexual orientation and gender identity (2010) • Framework Convention for the Protection of National Minorities (1994) • Council of Europe Recommendation on gender mainstreaming in sport (2015) • Council of Europe Recommendation to prevent and combat sexism (2019)
<p>Private Sports regulations, disciplinary, contractual, professional standards etc</p>	<ul style="list-style-type: none"> • FIFA Code of Ethics • FIFA Disciplinary Code (2019 edition, article 13) • International Safeguards for Children in Sport
<p>Declarations and statements</p>	<ul style="list-style-type: none"> • The IOC Consensus Statement: harassment and abuse (non-accidental violence) in sport (2016) • The IOC Consensus Statement on sexual harassment and abuse in sport (2007) • Declaration on Safeguarding the Rights of Child Athletes (November 2017) • WPA Gender Equality Principles (2017) • Universal Declaration of Player Rights



Implementation

How is this policy implemented at national level?

Through which mechanisms are the relevant stakeholders involved in the monitoring and implementation of the policies?

- Through strong international governing bodies such as the IOC and through national stakeholders implementing customised national strategies based on recommendations of and/or support from relevant international platforms such as Safe Sport International
- Through effective national child protection and safeguarding legislation which is inclusive of the sporting sphere
- By multi-stakeholder meetings enabling the sharing of challenges, good practices, the development of new ideas and pilot tests
- Through research and know-how, to support prevention and awareness-raising activities

How is this policy co-ordinated or monitored at international level?

- Audit
- Annual reports to monitor progress of implementation
- Statistics on sanctions and on interventions

Which parts are more difficult to implement?

- The parts that require thorough and on-going monitoring and compliance. Resources are often insufficient.
- Ensuring that existing efforts are effectively monitored and evaluated
- Applying general international principles to local, challenging contexts where existing social welfare capacity may be under resourced
- Ensuring that monitoring and evaluation strategies are built into future strategies at the initial planning phase
- Screening processes of any person dealing with children and youth

What are the main obstacles preventing thorough implementation?

- Lack of financial resources
- Lack of human resources trained to deal with such cases, and frequent turnover of volunteers
- Lack of awareness and misconceptions related to the issue of harassment and abuse in sport (e.g. that harassment and abuse do not occur in the field of sport, that they only occur in some sports, or in some countries, etc)
- Lack of a sense of responsibility and commitment of top management
- Lack of co-operation among stakeholder organisations and lack of ownership
- Lack of procedures and enforcement
- Sports structures and cultures
- High tolerance of physical violence and injuries
- Authoritarian leadership and an unequal power relationship between coaches and athletes
- Scandal avoidance
- Male-dominated gender ratio
- Physical contact is often required
- Reward structures
- Inappropriate sexual behaviour is often tolerated, and discrimination and gender inequality accepted
- Several potential risk situations exist: changing rooms, showers, carpooling, overnight stays, etc
- Compliance mechanisms and policies apply only to organised sport – many people playing sport do so outside these more formal structures. The proposed activities on preventing and addressing harassment and abuse have to be transferred to and applied in self-organised sport.

Current Issues

What are the current hot issues regarding the policy area?

- Safeguarding of participants in sports, including physical wellbeing, concussion, misuse of substances (e.g. painkillers), harassment, abuse and discrimination
- #MeToo in sport



What are the main risks that could prevent the implementation of policies in this area?

There is a 'fear factor' regarding:

- The perception that sport is unsafe
- An organisation's capacity to implement
- Its capacity to respond to disclosures that are likely to increase when implementing such a policy
- The resources needed
- Ownership of responsibilities
- Too many issues – amid a lack of co-ordination

Which human rights would have to be taken into account and protected by this policy?

As referred to in the UN Universal Declaration of Human Rights

- Right to life, liberty, personal security
- Freedom from torture and degrading treatment
- Right to remedy by competent tribunal
- Right to a fair public hearing

What are the main challenges to improve the effectiveness of this policy?

Determine the scope and resources needed to achieve the goals

Are there any good practices that may be mentioned?

- Sports organisations and other relevant stakeholder organisations have developed several tools to address these areas. They are often not well-known and a continuous warehouse of those good practices, co-ordinated with other approaches, is still needed. An inventory of good practices would be welcomed.
- International; safeguarding for children in sport working group:
- International Safeguards for Children in Sport
- The international safeguarding for children in sport WG 2 is currently developing tools to assure the quality of existing safeguarding resources.
- Implementing the safeguards for organisations who work with children.

Council of Europe:

- EU-CoE Joint Projects Pro Safe Sport and Pro Safe Sport + (see the online resource centre, in particular):
- Start to Talk initiative
- EU-COE joint project 'ALL IN: towards gender balance in sport' / online library of good practices and resources (to be released in September 2019).

European Union:

- Study on gender-based violence in sport, European Commission (see the sections on promising and good practices)
- Recommendations on the protection of young athletes and safeguarding children's rights in sport, Expert group on good governance, European Commission (see Annex 3: Examples of strategies and good practices)
- Resources developed by the CPSU (Child Protection in Sport Unit) within the UK's National Society for the Prevention of Cruelty to Children (NSPCC)
- Safeguarding athletes from harassment and abuse in sport, IOC Toolkit for IFs and NOCs, along with its Athlete Safeguarding e-learning course and Webinar series

FIFA:

- FIFA Child Protection and Safeguarding working group (including representatives of the Council of Europe and UNICEF): Development of a dedicated child protection toolkit and training programme for its 211 member associations
- FIFA Good Practice Guide on Diversity and Anti-Discrimination: <https://img.ffa.com/image/upload/wg4ub76pezwcxsaaj98.pdf>



Fostering good governance of sport organisations

Why?

The aim of this policy area

- Good governance is seen as the pivotal issue without which no other integrity issue will be properly solved.
- The aim of good governance is to promote transparency, democracy, accountability, participation and societal responsibility in national and international sports governing bodies. It creates a solid foundation for building trust, growth and performance.

Who?

Stakeholders involved, co-ordination, partnerships

Co-ordination is usually ensured either by the public authority in charge of sport or the umbrella sports organisation. It should involve:

- Public authorities responsible for sport
- Sports organisations
- Sponsors
- Anti-corruption authorities
- Media professionals
- Academics
- Civil society organisations addressing issues related to sport governance and anti-corruption
- Athletes' representatives (both recreational and elite)
- Fans

What?

Functions and tasks they have to fulfil

- Agree on minimum principles, standards, benchmarks and monitoring mechanisms
- Support the development of internal policies (e.g. on due diligence, conflicts of interest, gifts and invitations) and educational programmes
- Set up a pool of governance experts for taking positions in sports organisations (governance advisor, members of ethics commission)
- Support the implementation of benchmarks by the sports movement (e.g. with conferences, educational activities, communication, lobbying, and research projects)
- Monitor the implementation, directly (e.g. in cases where governmental authorities directly collect information on the implementation of good governance in sports organisations through reports, audits or questionnaires) or indirectly (e.g. when governmental authorities entrust an umbrella sports organisation with making sure organisations comply with good governance principles and gather information so as to prove such compliance)
- Take corrective measures (including reward for progress and sanction of failures), which are in line with their competence and respect freedom of association

How?

The organisation of operations

- Co-operative system between governments and umbrella sports organisations on the division of tasks to ensure co-ordination

Standards

Existing applicable international/national standards

Governmental

Laws, governmental bills, international conventions etc

- Council of Europe Committee of Ministers' Recommendation CM/Rec(2005)8 on The principles of good governance in sport
- Council of Europe Committee of Ministers' Recommendation CM/Rec(2018)12 on the promotion of good governance in sport
- EU Expert Group on Good Governance: 2013 Principles of Good Governance of Sport

Private

Sports regulations, disciplinary, contractual, professional standards etc

Sports organisations:

- IOC Basic Universal Principles of Good Governance of the Olympic and Sports Movement
- Olympic Charter
- IOC Agenda 2020
- ASOIF Key Governance Principles and Basic Indicators
- FIFA Statutes (2019 edition)
- FIFA Governance Regulations
- Badminton World Federation Statutes
- World Athletics Governance Rules

Other organisations:

- Sports Governance Observer by Play the Game
- Sport Integrity Global Alliance universal standards

Implementation

How is this policy implemented at national level?

Through which mechanisms are the relevant stakeholders involved in the monitoring and implementation of the policies?

- With national laws
- Some governments are tying good governance requirements on sports organisations to public grants or to recognition as national sports organisations
- Others entrust or encourage an umbrella sports organisation (e.g. National Sports Confederation or NOC) to conduct the process
- Publication of compliance reports of sports organisations with the Olympic Charter and national laws
- Education and training, e.g. from NOCs and sports confederations to national federations



How is this policy co-ordinated or monitored at international level?

Direct and indirect monitoring mechanisms by sports organisations:

- Reviews and monitoring mechanism of sports governing bodies (e.g. IOC's monitoring of NOCs, EOC EU Office's SIGGS self-evaluation tool and POINTS programmes, monitoring activities of NOCs and national sport governing bodies)
- Training programmes such as UEFA's Hat Trick

Direct and indirect monitoring mechanisms by other organisations:

- Academic research and/or benchmarking of governing bodies in sport by NGOs such as Transparency International (e.g. Sport Governance Observer studies)

Co-ordination at international level:

- Since 2017, the multi-stakeholder platform International Partnership Against Corruption in Sport (IPACS) has been co-ordinating dialogue among its partners – sports organisations, governments and intergovernmental organisations – to create common tools for the prevention of corruption risks in sport. In the area of good governance, IPACS aims to promote the convergence of benchmarks, applicable by national and international organisations and recognised both by governments and sports organisations

Which parts are more difficult to implement?

- A merits-based boardroom, independent board members, small-size/ effective-size board
- Overcoming a lack of diversity, excessive standards for travel and per diem rates, vote-buying in elections, no clear separation of roles and responsibilities between political and operational management
- Requirements on term limits, financial transparency, independence of ethical and disciplinary bodies, prevention and management of conflicts of interest
- Political will to implement good governance reforms
- Meaningful involvement of stakeholders, especially athletes

What are the main obstacles preventing thorough implementation?

- Most sports federations, especially at international level, are eager to avoid external interference, which leads them to a mistrust towards good governance reforms, since they are often promoted by umbrella sports organisations, NGOs or governmental organisations
- Many sport federations feel over-challenged and there is a risk of overloading them with disproportionate (labour and resource intensive) requirements
- Many governments (or their governmental officials) are closely involved or have interest in sport, i.e. there are many conflicts of interest
- Most governments are hesitant to introduce rules and standards that affect the inner life of sports organisations. Some may even turn a blind eye to unethical behaviours
- Some governments do not have the appropriate legal provision to implement due diligence, investigate and sanction private corruption in sport
- Sports organisations can be culturally slow to adapt to the changing society and to new evolving challenges, both internally but also in co-operation with external stakeholders
- To convince sports organisations, governments, sponsors, media companies and other key stakeholders that supporting reforms of sports governance would lead to more efficient organisations that are better synchronised with the core interests of their individual athlete members and society at large

Current Issues

What are the current hot issues regarding the policy area?

- The harmonisation of requirements between governments and sport
- The transparent publication of the results of reviews and research
- Avoid overkill by imposing extended nit-picking prescription to small organisations
- Keeping a fair balance between necessary good governance requirements and the need to respect the autonomy of sports organisations

What are the main risks that could prevent the implementation of policies in this area?

- Lack of co-ordination with regards to the different areas of concern
- Lack of constructive co-operation between sports organisations and public authorities
- Too heavy and detailed sets of requirements (exaggerated measures that infringe association freedom)

Which human rights would have to be taken into account and protected by this policy?

As referred to in the UN Universal Declaration of Human Rights

- Right to remedy by competent tribunal



What are the main challenges to improve the effectiveness of this policy?

- To consolidate a harmonised set of requirements that are recognised and promoted
- To develop supporting measures to help sports organisations implement these standards
- To ensure that all the governance of sports organisations is reviewed and the results published
- To develop incentives and sanctions to increase commitment
- To introduce a rule that no governmental official/member of parliament or minister/secretary of state can hold a position in international sports organisations
- Government fear of sanctions by international sports governing bodies because of undue interference in the internal affairs of sports organisations
- Boards and individuals on boards fear voting themselves out of office

Are there any good practices that may be mentioned?

EPAS Handbook:

- Countries like the UK, the Netherlands, Belgium (Flanders), and Australia have introduced measures that condition public support towards sport's implementation of central criteria for good governance.
- International and national sports organisations subjecting themselves to independent governance reviews, including IOC, IPC, FIFA, IAAF and World Sailing
- ASOIF/AWOIF/GAISF Support and Monitoring Unit to support their members to improve governance
- National sport federations' adherence to national standards in Australia, Holland, New Zealand and the UK are monitored by the public entities overseeing sport. Measures in place include self-assessment and independent audits.
- The International Partnership Against Corruption in Sport (IPACS) is providing a platform for discussion between sport organisations, governments and intergovernmental organisations, with the purpose of setting up exchange of best practices to mitigate the risk of corruption in sport.
- SIGGS of the EOC EU Office



Strengthening measures against the manipulation of sports competitions

Why?

The aim of this policy area

Tackling sports manipulation allows us to address some of the connected issues, including:

- Preserving the uncertainty of sports competitions
- Protecting sport stakeholders from criminal threats
- Fighting organised crime, money laundering and corruption linked with manipulation of sport competitions
- Preserving the economy of sports and of sports betting

Who?

Stakeholders involved, co-ordination, partnerships

- Public authorities, including law enforcement, justice, anti-corruption, anti-money laundering
- National regulatory authority of the betting market
- Betting industry (public-private operators, monitoring systems)
- National sports organisations (NOCs, key sports federations, etc)
- Athletes' representatives (both recreational and elite)
- Anti-corruption and human rights NGOs

All these national stakeholders have to work together as part of National Platforms. National Platforms then co-operate at trans-national levels.

What?

Functions and tasks they have to fulfil

The different stakeholders all belong and respond to a National Platform and have different roles and responsibilities in the fields of prevention, investigation and sanctions. An example of a structure could be the following:

- Ministry responsible for sport: co-ordination, hotline, international co-operation
- Betting industry (directly or via regulatory authority): betting alerts monitoring
- Ministry of Interior: investigation
- NOCs and sport federations, in co-operation with athletes' representatives: prevention and education within sports bodies and against sport fraud and prevention of problem gambling/addiction
- Ministry of Foreign Affairs: international relations related to sport and corruption

How?

The organisation of operations

The activities are conducted autonomously by each entity, but the co-ordination and the flows of information are managed by the National Platform.



Standards

Governmental

Laws, governmental bills, international conventions etc

Existing applicable international/national standards

Convention on manipulations:

- Council of Europe Macolin Convention

Anti-corruption conventions:

- United Nations Convention against Corruption
- Criminal Law Convention on Corruption
- Convention on Transnational Organised Crime
- The United Nations Convention against Transnational Organized Crime

Private

Sports regulations, disciplinary, contractual, professional standards etc

Olympic Movement Code on the Prevention of the Manipulation of Competitions, which is mandatory for all the Olympic Movement International Federations (and part of the Olympic Charter)

Declarations and statements

EU Athletes Code of Conduct for Athletes

Implementation

How is this policy implemented at national level?

Through which mechanisms are the relevant stakeholders involved in the monitoring and implementation of the policies?

- Strengthening the co-operation framework among private and public bodies, including the exchange of information
- Multiplying and upgrading the National Platforms
- Develop adequate awareness raising/prevention programs
- Organising and securing the flows of information
- Necessity to establish systems able to strengthen trust among each other

In many countries, the Office for Sport/Ministry has a co-ordinating role. A strong collaboration with the NOC and sports organisations is also very important.

How is this policy co-ordinated or monitored at international level?

- Every second year, the IOC International Forum on Sport Integrity gathers international stakeholders to co-ordinate the fight against manipulation across the board
- The Olympic Movement Unit on Prevention against Manipulation of Competition, including the mechanism IBIS (Integrity Betting Intelligence System)
- The Convention follow-up, Committee of the Macolin Convention, will monitor the implementation of the Convention and facilitate international co-ordination
- IOC/INTERPOL/UNODC capacity-building and training programme to sport organisations and public authorities
- Partnership Development Meetings are regularly held in order to promote the establishment of operational collaboration between law enforcement, sport and betting regulators and operators nationally and internationally as well as to help national stakeholders in setting up co-ordinated platforms to protect the integrity of sport

Which parts are more difficult to implement?

- All parts (legislative improvements, protected reporting system, investigation capacity, training, self-regulation, enhanced betting monitoring, others) are very complicated and require a dedicated effort. It's typically more a matter of stakeholders' effective engagement and co-ordination than of specific budget.
- Education: The operationalisation of values-based education in the prevention of the manipulation of competitions. There is a challenge to ensure that all athletes and athlete support personnel who are subject to rules on prevention of the manipulation of competitions are sufficiently informed and understand these rules.

What are the main obstacles preventing thorough implementation?

- Lack of awareness is by far the main obstacle
- Lack of long-term vision is a relevant factor as well, since preventing sports manipulations are rarely a priority in the short term
- Lack of synergies among different acting bodies and stakeholders
- Lack of resources dedicated to the scope

Which are the existing international or regional platforms of exchange of information and good practices that may serve as benchmarks?

- The Network of National Platforms (Group of Copenhagen) launched by the Council of Europe
- The sectoral networks established by the Council of Europe and international partners: prosecutors, regulators, law enforcement, sports movement, ministries
- The AMFF program. www.icamf.it and www.icramf.eu
- The Olympic Movement Unit on Prevention of the Manipulation of Competition, including the mechanism IBIS platform for international sport organisations
- INTERPOL Match-Fixing Task Force
- IFSI – International Forum for Sports Integrity



Current Issues

What are the current hot issues regarding the policy area?

- The fight against illegal betting
- How to promote the exchange of information while complying with the secrecy of judicial inquiries, the presumption of innocence and the protection of personal data

What are the main risks that could prevent the implementation of policies in this area?

- Lack of prioritising
- Lack of specialised competencies
- Lack of confidence between stakeholders

Which human rights would have to be taken into account and protected by this policy?

As referred to in the UN Universal Declaration of Human Rights

- Right to remedy by competent tribunal
- Freedom from arbitrary arrest and exile
- Right to fair public hearing
- Right to be considered innocent until proven guilty
- Freedom from interference with privacy, family, home and correspondence

What are the main challenges to improve the effectiveness of this policy?

- Lack of clear understanding of prevention, particularly of the need to implement good governance and of protecting athletes' rights and welfare to decrease risk of match fixing

Are there any good practices that may be mentioned?

Council of Europe:

- Council of Europe Group of Copenhagen: Alert and Surveillance System
- Council of Europe Macolin Roadmap

EOC:

- Points project of the EOC EU Office <http://www.points-project.com/>: establishment of Single Points of Contact for integrity topics in the partner organisations

INTERPOL-IOC:

- Handbook on protecting sport from competition manipulation

IOC-UNODC:

- Reporting mechanisms in Sport: A Practical Guide for Development and Implementation

FIFA:

- Integrity department and Integrity Initiative, which adopts an integrated approach to tackle match manipulation through five key pillars: prevention, monitoring, information gathering, investigations, and adjudication
- Integrity Officer Kit (e-learning tutorial and practical handbook)
- FIFA Specific Recommendations to Combat Match Manipulation – Guidelines for FIFA member associations (Circular no. 1424).

EU Athletes:

- PROtect Integrity education campaign

FIFPro (and others):

- Red Button reporting app

ITALY:

- AMFF program <http://www.anti-match-fixing-formula.eu>
- AMATT <http://www.anti-match-fixing-top-training.net> + T-PREG training programs
- <http://www.stop-match-fixing-italia.org>



Ensuring an adequate anti-doping policy framework, its implementation and effective compliance measures

Why?

The aim of this policy area

Doping is fundamentally contrary to the spirit of sport. Anti-doping policies aim at:

- Protecting athletes' health
- Preserving the spirit of sport as the pursuit of human excellence through the dedicated perfection of each person's natural talents
- Preserving the credibility of major sports events
- Ensuring the right to compete on a doping-free, level playing field

Who?

Stakeholders involved, co-ordination, partnerships

- Public authorities in charge of sports
- Public authorities in charge of public health, education, police and customs
- NADOs
- NOCs, NPCs
- National Sport Federations and sports clubs
- Athletes' representatives (both recreational and elite)
- Athletes' support personnel
- Parents
- Physical education teachers
- National NGOs addressing anti-corruption, human rights and related issues
- International Testing Authority (ITA)
- Media

What?

Functions and tasks they have to fulfil

- Harmonisation of anti-doping rules and regulations across all sports and all countries worldwide
- Increasing good governance in anti-doping organisations and institutions, including avoidance of conflicts of interest and ensuring independence
- Defining and implementing effective measures against doping in sport
- Development and implementation of disciplinary procedures and measures for people and organisations with regard to prohibited substances and method
- Establishing safe whistle-blowing mechanisms in anti-doping with a comprehensive policy on the protection of whistle-blowers and possible victims, and on subsequent investigation power
- Continued co-ordination and collaboration among stakeholders in implementation and further development of the anti-doping rules
- Monitor the compliance of anti-doping organisations with applicable laws, good governance principles and international anti-doping standards
- ITA is in charge of full testing monitoring controls for IFs.

How?

The organisation of operations

- Effective standard setting (developing new or updating the existing standards) through a stakeholders' consultation process
- Co-ordination of the policies and actions of all stakeholders concerned with combating doping in sport and support to the activities of the NADO
- Bilateral, regional and specialised co-operation agreements, thematic conferences and other discussion platforms and events
- Monitoring processes using online auto-evaluation tools, evaluation visits, legal opinions, thematic audits or full-fledged audits of an anti-doping organisation, database analysis, collection of information (intelligence) and investigation
- Application of appropriate sanctions on non-compliance by sport organisations

Standards

Governmental

Laws, governmental bills, international conventions etc

- UNESCO International Convention against Doping in Sports
- Council of Europe Anti-Doping Convention and its Additional Protocol
- UNESCO International Charter of Physical Education, Physical Activity and Sport National anti-doping laws related to the implementation of anti-doping program

Private

Sports regulations, disciplinary, contractual, professional standards etc

- World Anti-Doping Code and International Standards
- IOC, IPC, IF, NOC, NPC, NF governing rules and anti-doping regulations and disciplinary procedures CAS Statutes and Rules of Procedure
- NFL Policy and Program on Substances of Abuse (NFL PPSA)
- NHL – NHLPA Substance Abuse and Behavioural Program (NHL SABP)
- NBA-NBPA 2017 – 2024 Collective Bargaining Agreement (NBA CBA), article XXXIII
- Major League Baseball's Joint Drug Prevention and Treatment Program, (2016) (MLB JDA)
- NHL – NHLPA 2013 – 2022 (NHL CBA), article 47



Implementation

How is this policy implemented at national level?

Through which mechanisms are the relevant stakeholders involved in the monitoring and implementation of the policies?

- NADOs are public or private bodies that implement anti-doping activities based on the relevant national legislation and national anti-doping rules. Under the Code, where there is no NADO, the responsibility lies with the NOC.
- Domestic co-ordination networks involving the relevant ministries are used for anti-doping activities, both within (education, testing, information and prevention, data privacy, etc) and outside the competence of NADO – formal education, health care, recreational sport, restricting availability of doping substances.

How is this policy co-ordinated or monitored at international level?

UNESCO, the Council of Europe and WADA have monitoring mechanisms in place to assess compliance with their respective normative frameworks:

- UNESCO monitors the implementation of the International Convention against Doping in Sports in its 189 States Parties
- WADA monitors compliance with the Code and Standards in its 600+ signatories
- The Council of Europe evaluates the implementation of the Anti-Doping Convention in all its 52 States Parties

The three organisations are working together to ensure co-ordination of the monitoring mechanisms and avoid duplications.

Which parts are more difficult to implement?

- Information sharing between public authorities and anti-doping organisations due to a lack of legal frameworks
- Part of the doping control process is testing and this is resource-intensive
- Disciplinary Process – Due to the complexity of the anti-doping rule violation cases, it is difficult to ensure high quality review, hearing and decision-making processes in all ADOs
- Education – The operationalisation of preventative values-based education in anti-doping. There is a challenge to ensure that all athletes and athlete support personnel subject to anti-doping rules are sufficiently informed and understand these rules

What are the main obstacles preventing thorough implementation?

- Extensive framework of anti-doping standards
- Applying the same standards to countries and organisations of different size and economic situations
- Public authorities' lack of understanding and experience of anti-doping programs
- Financial restrictions, because of the high costs involved – especially around the analytical part of the anti-doping programs
- Difficulties in accessing formal education systems.

Which are the existing international or regional platforms of exchange of information and good practices that may serve as benchmarks?

- UNESCO
- CoE
- WADA
- International Testing Authority (ITA)
- iNADO
- European Union

Current Issues

What are the current hot issues regarding the policy area?

- ADOs' compliance with the Code and Standards
- Athletes' involvement including in the governance of anti-doping
- Respect for fundamental rights
- Controversies on the effectiveness of testing

What are the main risks that could prevent the implementation of policies in this area?

- Good governance principles and compliance with anti-doping standards have to be applied consistently across all anti-doping organisations in order to ensure equity of athletes' treatment.
- If compliance with the international anti-doping standards can't be achieved, the health and rights of athletes as well as the integrity of sport won't be protected

Which human rights would have to be taken into account and protected by this policy?

As referred to in the UN Universal Declaration of Human Rights

- Right to fair public hearing
- Right to be considered innocent until proven guilty
- Freedom from interference with privacy, family, home and correspondence
- Right to free movement in and out of the country

What are the main challenges to improve the effectiveness of this policy?

- Insufficient co-ordination of policy implementation (as addressed by the legal framework of UNESCO)
- Different levels of sophistication between anti-doping programs both between countries and between sports organisations
- Complexity of the rules (Conventions/Code/International Standards)
- Development of new substances and methods of doping
- Development of legislation



Are there any good practices that may be mentioned?

UNESCO:

- Operational Guidelines and a Framework of Consequences for non-compliance with the International Convention against Doping in Sport <https://unesdoc.unesco.org/ark:/48223/pf0000370457>
- Consideration for the elaboration of the model legislative framework <https://unesdoc.unesco.org/ark:/48223/pf0000370345>

COUNCIL OF EUROPE:

- Anti-doping Convention Recommendations:
 - Information sharing
 - Independence of hearing panels
 - Independence of NADOs
<https://www.coe.int/en/web/sport/adopted-texts-on-anti-doping>

WADA Guidelines:

- https://www.wada-ama.org/en/resources/search?f%5B0%5D=field_resource_collections%3A190

World Players Association:

- It is increasingly understood that engagement with athletes, including through their player associations, is the most effective way to deliver meaningful anti-doping education – see for example <https://www.tv2.no/a/10416420> / <https://www.brisbanetimes.com.au/sport/asada-breaking-down-overlord-stigma-with-athletes-20190216-p50y8m.html>

Conclusion

It is hoped that these guidelines will be used to their full potential as a map, a point of reference and as a source of inspiration for Ministries responsible for sports that are developing sport integrity policies. They will also be a reminder to the reader of how relevant sport is when it comes to preserving integrity.

These guidelines contain a snapshot of the situation today. However, we know that the world of sport and the challenges it faces continue to constantly evolve at pace, and that the implementation of policies has to adjust and adapt accordingly.

It should therefore be noted that the good practices mentioned in these guidelines and the standards which set out the legal framework in the various policy areas are, of course, not an exhaustive list. For this reason, these guidelines are accompanied and completed by an online directory of many other best practice examples and legal references.

The online directory will be updated in line with the changing landscape of sport, and we encourage the reader to suggest the addition of any new references (or indeed deletion of obsolete ones) via the webpage.

With the publication of these guidelines and its associated webpage it is expected that, as a direct result of the Kazan Action Plan, they will be presented to the MINEPS VII Conference in 2021. It is also hoped that other opportunities may be sought to raise awareness on the guidelines, perhaps during other major events and conferences involving intergovernmental representatives active in the field of sport.

In addition, activities to support the concrete implementation of the guidelines could be developed, such as regional training courses, advisory visits or other creative tools to help put these guidelines into practice.



<https://www.coe.int/en/web/sport/kazan-action-plan-online-directory>

FOOTNOTES

- 1 <https://sustainabledevelopment.un.org/post2015/transformingourworld>
- 2 https://www.sportanddev.org/sites/default/files/downloads/sport_contribution_to_post_2015_agenda_eng_feb.pdf
- 3 <http://www.mineps2013.de/fileadmin/Dokumente/pdf/MINEPS%20V%20-%20%20Declaration%20of%20Berlin%20%28Original%20English%20Final%29.pdf>
- 4 Enhancing the Contribution of Sport to the Sustainable Development Goals, available at: <https://thecommonwealth.org/sites/default/files/inline/>
- 5 Transforming our world: the 2030 Agenda for Sustainable Development, 37
- 6 https://stillmed.olympic.org/media/Document%20Library/OlympicOrg/IOC/Who-We-Are/Commissions/Ethics/Good-Governance/EN-Basic-Universal-Principles-of-Good-Governance-2011.pdf#_ga=2.84064665.1219517887.1567150039-2114723716.1562586449
- 7 https://www.un.org/ga/search/view_doc.asp?symbol=A/69/L.5
- 8 <https://www.olympic.org/news/historic-milestone-united-nations-recognises-autonomy-of-sport>; see as well the Communication of the Commission of the European Union on the European Dimension in Sport, 18.1.2011, referring to “Good Governance as a condition for the autonomy of sport” and accepting “autonomy within the limits of the law, democracy, transparency and accountability in decision-making, and inclusiveness in the representation of interested stakeholders.”
<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52011DC0012&from=EN>
- 9 https://www.unodc.org/documents/treaties/UNCAC/Publications/Convention/08-50026_E.pdf
- 10 <https://www.ilo.org/global/standards/lang--en/index.htm>; <https://www.ilo.org/global/standards/introduction-to-international-labour-standards/conventions-and-recommendations/lang--en/index.htm>
- 11 <https://www.un.org/en/universal-declaration-human-rights/index.html>
- 12 <https://www.unicef.org/child-rights-convention>
- 13 <https://www.ohchr.org/Documents/ProfessionalInterest/cedaw.pdf>
- 14 For an overview of the UN relevant conventions please see list of Core International Human Rights Instruments and their monitoring bodies <https://ohchr.org/EN/ProfessionalInterest/Pages/CoreInstruments.aspx>
- 15 Relevant Treaties and monitoring mechanisms from the Council of Europe are presented here <https://www.coe.int/en/web/conventions/full-list>
- 16 https://www.ohchr.org/Documents/Publications/GuidingPrinciplesBusinessHR_EN.pdf
- 17 UNGP General Principles (a)
- 18 UNGP I.A.2 and 3
- 19 The UNESCO International Convention against Doping in Sport (<http://www.unesco.org/new/en/social-and-human-sciences/themes/anti-doping/international-convention-against-doping-in-sport/>) and the Council of Europe Anti-doping Convention (<https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/135>)
- 20 <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016801cdd7e>
- 21 https://stillmed.olympic.org/Documents/Commissions_PDFfiles/Ethics/olympic_movement_code_on_the_prevention_of_the_manipulation_of_competitions-2015-en.pdf
- 22 <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/120>
- 23 <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/218>
- 24 <https://documents-dds-ny.un.org/doc/UNDOC/GEN/G18/446/93/PDF/G1844693.pdf?OpenElement>
- 25 https://stillmed.olympic.org/media/Document%20Library/OlympicOrg/IOC/Who-We-Are/Commissions/Ethics/Good-Governance/EN-Basic-Universal-Principles-of-Good-Governance-2011.pdf#_ga=2.237647047.637948839.1566305080-905398718.1561990971
- 26 https://stillmed.olympic.org/media/Document%20Library/OlympicOrg/IOC/Who-We-Are/Commissions/Ethics/Good-Governance/EN-Basic-Universal-Principles-of-Good-Governance-2011.pdf#_ga=2.237647047.637948839.1566305080-905398718.1561990971
- 27 <https://ppp-certification.com/ppp-certification-guide/52-defining-risk-risk-management-cycle36>
- 28 <https://egyptindependent.com/tokyo-olympic-construction-race-raises-worker-safety-questions/>
- 29 <https://www.liquidplanner.com/blog/9-steps-risk-management-process/>
- 30 Council of Europe Recommendation CM/Rec(2014)7 on the protection of whistleblowers, adopted on 30 April 2014
- 31 The International Centre for Sport and Human Rights has identified six groups as most affected by sport, namely athletes (including children), workers (involved in construction, supply chains or supporting events), volunteers and officials, communities close to sport venues (impacted by the supply chain or human rights risks), journalists and fans.





The Council of Europe is the continent's leading human rights organisation. It comprises 47 member states, including all members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

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