



**UNODC**

United Nations Office on Drugs and Crime

*safeguarding  
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# CONFERENCE REPORT

## SAFEGUARDING SPORT FROM CORRUPTION

Towards effective Implementation of  
resolution 7/8 on corruption in sport  
3rd and 4th September 2019



A professional cyclist in a teal and black jersey, white helmet, and sunglasses is riding a road bike on a paved road. The cyclist is leaning forward in a racing posture. The background shows a clear blue sky and a road that curves into the distance.

# SAFEGUARDING SPORT FROM CORRUPTION

## CONFERENCE REPORT

The conference was co-organized by the Governments of Italy and the Russian Federation and UNODC

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## SAFEGUARDING SPORT FROM CORRUPTION:

Towards effective implementation of resolution 7/8, on corruption in sport

### INTRODUCTION

Discussions about corruption in sport are not new. However, calls for more concerted and effective action in this area have grown louder in recent times. Indeed, the need to comprehensively address this issue at the international level was recognized with the adoption of resolution 7/8, on corruption in sport, by the Conference of the States Parties to the United Nations Convention against Corruption at its seventh session, held in Vienna from 6 to 10 November 2017.

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In line with the 2030 Agenda for Sustainable Development and the potential of sport to contribute to the achievement of the Sustainable Development Goals, the United Nations Office on Drugs and Crime (UNODC) convened a conference entitled "Safeguarding sport from corruption: towards effective implementation of resolution 7/8, on corruption in sport". The conference took place at the Vienna International Centre on 3 and 4 September 2019. The conference was aimed at building on the outcome of the International Conference on Safeguarding Sport from Corruption, held in Vienna on 5 and 6 June 2018.

Calls for effective action in corruption in sport were also addressed in General Assembly resolution 73/24, entitled "Sport as an enabler of sustainable development"; Assembly resolution 73/190, entitled "Preventing and combating corrupt practices and the transfer of proceeds of corruption, facilitating asset recovery and returning such assets to legitimate owners, in particular to countries of origin, in accordance with the United Nations Convention against Corruption"; and the report of the Secretary-General entitled "Strengthening the global framework for leveraging sport for development and peace" (A/73/325). Experts agree that corruption can undermine the contribution of sport to sustainable development and peace and its ability to promote tolerance and respect as stated in the 2030 Agenda for Sustainable Development.

Nearly 300 representatives from States parties, intergovernmental and sports organizations, academia and the private sector attended the conference.

### AIM OF THE CONFERENCE

The conference sought to build on the success of the International Conference on Safeguarding Sport from Corruption and add further momentum.

The overall aim of the conference was to serve as a global platform for Member States, sports organizations and other relevant stakeholders to discuss and share progress on the implementation of resolution 7/8, on corruption in sport. Each panel session was linked to the relevant paragraphs of the resolution, with panel participants providing recommendations relating to the paragraphs, and covered the following topics over the course of the two-day conference:

- Legislative and law enforcement measures
- Multi-stakeholder global and national partnerships
- Reporting mechanisms and detection
- Advancement of gender equality and empowerment of women
- Safeguards against corruption in major sporting events
- Good governance in sport
- Competition manipulation and illegal betting

The panel discussions facilitated a dialogue and provided a sophisticated overview of issues examined from different perspectives.

The sessions served as an opportunity for delegations from Member States, sports organizations, the private sector and academia to discuss challenges that they face in effectively implementing resolution 7/8 and facilitated partnerships among participants.

- 6 The recommendations proposed will help serve as a guide for both UNODC and concerned stakeholders in the years ahead and will help countries and sports organizations to devise and implement effective measures to fight corruption in sport.

### METHODOLOGY OF THE CONFERENCE

The conference was designed to achieve its objectives over two days. It was aimed at providing delegations with an opportunity to discuss how Member States, sports organizations and academia, as well as other interested stakeholders, could contribute to the fight against corruption. It was structured to present participants with up-to-date information on recent developments and measures taken, and to deliver a concise overview of the key challenges and possible solutions identified by the participants and reflected in the recommendations. Question-and-answer sessions allowed participants to clarify the main concepts and exchange valuable comments and suggestions.

The moderated panel discussions were designed to provide a platform for participants to engage in discussion and to build on the outcome of the International Conference on Safeguarding Sport from Corruption and on recent UNODC work on the topic.

The present report and the recommendations contained within it should be regarded as a preliminary step in assisting Member States, sports organizations and relevant stakeholders to identify a way forward and to enhance their ability to effectively combat corruption and organized crime in sport.

### LANGUAGES

The languages of the conference were English and Russian.

## HIGH-LEVEL OPENING OF THE CONFERENCE

### A. Session participants

Moderator: Tim Steele, Senior Adviser, UNODC.

Speakers:

Yury Fedotov, Executive Director, UNODC.

Oleg Syromolotov, Deputy Minister of Foreign Affairs, Russian Federation.

Maria Assunta Accili Sabbatini, Ambassador Extraordinary and Plenipotentiary, Permanent Representative of Italy to the International Organizations in Vienna.

### B. Summary of the session

Mr. Fedotov thanked the co-organizers of the conference, Italy and the Russian Federation, for their support and also underlined the importance of multilateral cooperation to implement focused and effective strategies in fighting corruption in sport. As mandated by resolution 7/8, he noted that UNODC was bringing together a wide range of stakeholders to help prevent corruption in sport, raise awareness and deliver technical assistance to promote sports integrity and prevent the involvement of organized crime. He also stressed the importance of sustainable partnerships and collaborations that UNODC had established with, among others, the International Olympic Committee (IOC), INTERPOL, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the International Labour Organization (ILO), EUROPOL, the Council of Europe, the European Commission and the Organization for Economic Cooperation and Development (OECD), organizations committed to strengthening integrity in sport and tackling other forms of organized crime. He noted that, as part of the International Partnership Against Corruption in Sport (IPACS), launched in 2017, UNODC was proud to co-chair with IOC a new task force to explore ways to enhance cooperation between criminal justice authorities and sports organizations. As part of the IPACS initiative, UNODC was to organize a general conference of IPACS, hosted by the United Arab Emirates, in Abu Dhabi on 15 December 2019. Mr. Fedotov underscored the commitment of UNODC to ensuring that sport contributed to achieving the Sustainable Development Goals, in particular Goal 16, relating to peaceful, just and inclusive societies.

Mr. Syromolotov highlighted the need for effective international cooperation to address corruption in sport. He stressed the importance of the two international conferences on safeguarding sport from corruption, held in Vienna in 2018 and 2019, in that regard. Mr. Syromolotov underlined that the Russian Federation had hosted a number of major international sporting events in recent years, which favoured the strengthening of relevant national legislation and law enforcement approaches. He emphasized that the Russian Federation strongly supported the enhancement and the effectiveness of the legal regulation of the activities of international non-governmental sports organizations; the introduction of principles of good governance in sport; and the development of educational programmes aimed at creating attitudes of intolerance towards corruption in sport. Furthermore, Mr. Syromolotov underlined the need for effective international efforts, coordinated by UNODC, to help deal with the problem of corruption in sport. Those efforts included conducting research with relevant stakeholders to identify the scope, specificities and causes of corruption-related crimes in sport, and to identify the most effective methods of prosecuting the perpetrators of those crimes. He noted that the Russian Federation stood ready to provide comprehensive assistance in that regard.

Ms. Accili Sabbatini underlined the role of sport as a formidable vehicle for education, health and inclusion. She drew the attention of the participants to the fact that sport was also a thriving business that could be threatened by corruption and crime. She also mentioned that, while corruption posed a complex and multifaceted threat to sport, in resolution 7/8, the Conference of the States Parties had recognized

the need to address it in a comprehensive manner and provided a policy toolkit that States parties should utilize in order to safeguard sport. She stressed that collective and concerted efforts by a broad range of actors was required, and emphasized the importance of recognizing and tackling the involvement of organized crime, which sought to exploit sport in order to make illicit gains and to launder money. Ms. Accili Sabbatini highlighted the involvement of Italy in and long-standing commitment to that area and underscored that it stood ready to share its experience and engage with other Member States and international organizations in order to develop a collective response to corruption and other criminal phenomena in sport. Finally, she mentioned that Italy was to organize several major sport events in the coming years, including the Winter Olympic Games in Milan and Cortina in 2026.

## WHAT ARE SOME OF THE LEGAL AND LAW ENFORCEMENT ISSUES RELATING TO FIGHTING CORRUPTION IN SPORT?

### A. Focus of the session

The session focused on the following paragraphs of resolution 7/8:

2. Calls upon States parties to enhance their efforts to prevent and fight corruption in sport, and in this regard stresses the importance of robust legislative and law enforcement measures, and also calls upon States parties to improve cooperation, coordination and exchange of information in accordance with the fundamental principles of their legal systems.
- 8 3. Calls upon States parties to strengthen and further coordinate efforts, in accordance with their legal systems, to effectively mitigate the risks of corruption in sport, including through multi-stakeholder global and national partnerships.

### B. Session participants

**Keynote address:** Federico Cafiero de Raho, National Anti-Mafia and Counter-Terrorism Prosecutor, Italy.

**Moderator:** Tim Steele, Senior Adviser, UNODC.

#### Speakers:

Nicola Bonucci, Director and Accession Coordinator, Directorate for Legal Affairs, OECD.

Benoît Pasquier, General Counsel and Director of Legal Affairs, Asian Football Confederation (AFC).

Eric Bisschop, Vice Federal Prosecutor, Head of Organised Crime Unit, Federal Prosecutor's Office, Belgium.

Maxim Beliaev, Vice-Chairman of the Supreme Court of the Republic of Tatarstan, Russian Federation.

### C. Summary of the session

**Mr. Cafiero de Raho** delivered a keynote address and emphasized the role of sport in human development and its vulnerability to corruption because of its attractiveness as an economic activity. In order to fight corruption in sport, he called for a broader understanding of the role sport played in society, and for an in-depth analysis of the strategies of criminal groups that sought to infiltrate the world of sport in

order to exploit a lucrative business market, to launder the profits deriving from other illegal activities and to gain social support at the local level. He called for increased monitoring of online betting and betting agencies, improved investigation of online betting patterns and enhanced control of betting involving minor championships and lower-tier football leagues. He noted that the use of modern technology and the contribution of specialized analysts could help advance the fight against match-fixing. Mr. Cafiero de Raho also stressed the importance of law enforcement cooperation, especially between the judiciary and police, to prevent corruption at the grassroots level of sport. Given the extensive experience of Italy in fighting corruption and investigating involvement of organized criminal groups, he proposed that research be conducted, for the benefit of law enforcement authorities, on how organized criminal groups were involved in activities related to sport. He also outlined the relevance of the timely sharing of information concerning the dynamics of corruption, fraud and money-laundering in sport at the international level. Furthermore, he recommended the protection of whistle-blowers and supported the idea of reforming the governance of sport by strengthening the role of supervisory and control bodies.

Mr. Pasquier shared experiences of AFC in tackling competition manipulation, on which it had a zero-tolerance policy. He explained how AFC used a three-pillar approach to prevent corruption in Asian football, namely through prevention, monitoring and sanctions. Through a solid legal framework, workshops and illegal betting patterns analysis, AFC was able to successfully conduct corruption prevention work throughout Asia. In relation to sanctions, he noted that AFC had an independent Disciplinary and Ethics Committee that adjudicated on cases and, with the support of law enforcement authorities, was able to make ground-breaking decisions relating to competition manipulation.

Recommendation 1: In order to strengthen law enforcement measures aimed at tackling corruption in sport, law enforcement authorities should consider the importance of working hand in hand with sports organizations in order to enhance investigative powers in this specific area and effectively fight corruption and crime in sport.

Mr. Beliaev stressed the importance of the autonomy of sport but also its limits, notably that the autonomy of sport must end if it became a risk to the general public. In relation to the limits of autonomy and the power of investigations, he suggested that cases of competition manipulation should involve law enforcement authorities and should be considered a criminal offence. He suggested that officials working in sport should also make wealth and asset declarations as a corruption-prevention measure.

Recommendation 2: Specific national legislation, such as article 184 of the Criminal Code of the Russian Federation, should be introduced with a view to criminally sanctioning corrupt activities of individuals involved in sport, such as trainers, players and owners of clubs, who, because of their specific roles and functions, may be in position to unduly influence sport through corrupt activities.

Recommendation 3: Sanctions for those convicted of corruption involving sport should include the possibility of reducing a player's salary for the remainder of their contract and compensating sports organizations for damages caused by their actions.

Recommendation 4: Measures should be taken to tackle illegal or unregulated betting, which is a means by which criminals could exploit sport through corruption for illicit gain.

Mr. Bisschop highlighted the need to provide education relating to and raise awareness of corruption in sport among criminal justice authorities, with a particular focus on prosecutors and the police. He stressed that such education provision and awareness-raising should be viewed as a priority in order to help facilitate engagement and promote commitment at all levels. He also underlined that one of the greatest challenges was the issue of cooperation and coordination between prosecutors and sports organization officials when they were investigating similar cases. He noted that one of the main obstacles to a judicial investigation was the timing of an incident, especially with regard to football matches about which allegations of fraud had been made.

Recommendation 5: Judicial authorities should consider sharing evidence obtained during criminal investigations into allegations of corruption in sport, such as competition manipulation, with those undertaking disciplinary investigations into sports organizations, before criminal investigations have been concluded.

Mr. Bonucci highlighted that OECD used methodologies and lessons learned from other economic sectors and applied them to sport. He identified two important challenges that related to loopholes in

existing legislation. The first related to whether countries should, in their domestic legislation, consider officials working in international sporting organizations as foreign public officials. The second related to how cooperation between national sporting organizations and law enforcement authorities could be improved. With regard to the latter, he expressed hope that enhanced cooperation could be achieved through the establishment of Task Force 4 of IPACS, facilitated by UNODC and the International Olympic Committee.

Recommendation 6: Sports organizations should examine existing best practices in the public and private sectors when developing anti-corruption strategies.

Recommendation 7: Based on the premise that effective international cooperation requires different types of expertise from a set of key stakeholders, improving cooperation and coordination between Governments, sports organizations, intergovernmental organizations, the private sector and civil society should be a priority.

Recommendation 8: A more operational approach, which is focused on specific actions and outcomes, should be used to fight corruption in sport.

## HOW CAN PARTNERSHIPS HELP FIGHT CORRUPTION IN SPORT?

### A. Focus of the session

The session focused on the following paragraphs of resolution 7/8:

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3. Calls upon States parties to strengthen and further coordinate efforts, in accordance with their legal systems, to effectively mitigate the risks of corruption in sport, including through multi-stakeholder global and national partnerships.

4. Recognizes the importance for States parties, in cooperation with the United Nations Office on Drugs and Crime, to take appropriate measures within their means, and in accordance with the fundamental principles of their domestic law, to promote the active participation of individuals and groups outside the public sector, such as civil society, the private sector, academia, non-governmental organizations and community-based organizations, in the prevention of corruption and to raise public awareness regarding the existence, causes and gravity of the challenge posed by corruption to sport.

### B. Session participants

Moderator: Ronan O'Laoire, Crime Prevention and Criminal Justice Officer, UNODC.

#### Speakers:

Hitesh Patel, Head of International Sport, Major Events and Sports Integrity, Department for Digital, Culture, Media and Sport, United Kingdom of Great Britain and Northern Ireland.

Pâquerette Girard Zappelli, Chief Ethics and Compliance Officer, International Olympic Committee.

Dieter Braekeveld, Integrity in Sports Training Officer, INTERPOL.

Nicholas Raudenski, Integrity Officer, Union of European Football Associations (UEFA).

### C. Summary of the session

Mr. Patel highlighted the importance of IPACS as the leading international multi-stakeholder initiative that brought together international sports organizations, Governments, inter-governmental organizations and other relevant stakeholders to strengthen and support efforts to eliminate corruption and promote a culture of good governance in and around sport. Mr. Patel explained how, through IPACS, experts had engaged in consistent efforts to share good practices and, when issues emerged, to rapidly escalate processes involving key actors. He invited States parties to join IPACS and to contribute to the work of its task forces.

Recommendation 9: In order to enhance and strengthen international coordination and cooperation, ministries of sport should ensure that all relevant government actors understand the wide-ranging benefits that sport can have in achieving policy objectives, and recognize the importance of tackling corruption in sport and how they can effectively play their part in supporting related activities.

Recommendation 10: Cross-government working groups should be established to focus on tackling corruption in sport (or sports integrity on a broader level) and a national and international strategy should be in place to underpin the activity and actions of these groups.

Ms. Girard Zappelli underlined that competition manipulation was only one aspect of corruption in sport, which was closely related to other crimes and required a comprehensive multi-actor approach to be tackled effectively. She highlighted that a case of corruption could only be investigated properly if the investigation involved effective cooperation between criminal justice authorities and sports organizations. She noted that, against the backdrop of the current low level of trust and coordination among potential partners in the fight against corruption in sport, IPACS was a rare example of such cooperation.

Recommendation 11: States parties should actively engage with and promote IPACS wherever possible given the role that this platform has in bringing together relevant stakeholders to tackle corruption in sport.

Recommendation 12: In order to increase the effectiveness of investigations into sport-related corruption, States parties should look to encourage cooperation between criminal justice authorities, police forces and sports organizations. For example, this could be achieved through the development of relevant expertise and the allocation of adequate resources.

Recommendation 13: An international network of prosecutors that is focused on the investigation of sport-related corruption cases should be established.

Mr. Braekeveld gave a broad overview of the work done by INTERPOL to tackle corruption in sport and emphasized the key role played by the police in strengthening integrity in sport and carrying out investigations. He outlined the mandate and work of the INTERPOL Match-Fixing Task Force that brought together specialist investigators from over 80 countries. He also highlighted the opportunities for national partnership-building through the workshops conducted by INTERPOL, IOC and UNODC for national police forces, sports organizations and anti-corruption agencies.

Recommendation 14: Law enforcement authorities should be given a prominent role in national initiatives or national platforms that tackle competition manipulation and wider corruption in sport. Law enforcement authority focal points should be established. This dedicated law enforcement point of contact should be linked through the INTERPOL National Central Bureau to the INTERPOL Match-Fixing Task Force to help establish an effective, global and holistic response to corruption in sport.

Mr. Raudenski underscored the importance of political will to effectively tackling corruption. He noted that a lack of political will often served as a barrier to effective cooperation. He also encouraged participants to fix inconsistent national laws and regulations pertaining to sport rather than allowing them to be used as an excuse to avoid addressing the problem of corruption in sport.

Recommendation 15: With the goal of increasing operational investigative capacity and strengthening other collective actions, concrete measures and initiatives, which include clear structures and activities, should be put in place that focus on multi-disciplinary coordination, for example, the establishment of a focal point (or focal points by sector) that has a coordinating function.

Recommendation 16: In order to better understand the current state of play, a coordinated review that maps States parties' activities and stakeholders' initiatives should be conducted annually.

### HOW TO DETECT CORRUPTORS

#### A. Focus of the session

The session focused on the following paragraphs of resolution 7/8:

4. Recognizes the importance for States parties, in cooperation with the United Nations Office on Drugs and Crime, to take appropriate measures within their means, and in accordance with the fundamental principles of their domestic law, to promote the active participation of individuals and groups outside the public sector, such as civil society, the private sector, academia, non-governmental organizations and community-based organizations, in the prevention of corruption and to raise public awareness regarding the existence, causes and gravity of the challenge posed by corruption to sport.

5. Encourages States parties, bearing in mind in particular articles 8, 32 and 33 of the Convention and in conformity with national legislation and in the context of sport, to consider establishing and developing, where appropriate, confidential complaint systems, whistle-blower protection programmes, including protected reporting systems, and effective witness protection measures, and to increase awareness of such measures.

12 9. Invites States parties, in accordance with their national legislation, to encourage relevant stakeholders related to sport to promote ethical practices and transparency, ensure that necessary resources and specialized staff are in place, develop internal controls, design targeted training programmes, implement internal mechanisms for reporting acts of corruption and cooperate with official investigations.

#### B. Session participants

Presentation: Ronan O'Laoire, Crime Prevention and Criminal Justice Officer, UNODC.

Moderator: Martin Nesirky, Director, United Nations Information Service.

Speakers:

Paolo Bertaccini, Adviser, Government Office for Sport, Presidency of the Council of Ministers, Italy.

Oksana Kachalova, Head of the Department of Criminal Proceedings and Professor at the Russian State University of Justice.

David Harrison, Senior Investigative Reporter, Al Jazeera International.

Steve Richardson, Coordinator of Investigations, Anti-Corruption Unit, International Cricket Council.

#### C. Summary of the session

Mr. O'Laoire presented an advance draft publication developed by IOC and UNODC entitled Reporting Mechanisms in Sport: A Practical Guide for Development and Implementation. Supported by the contributions of over 40 experts, the purpose of the publication was to help both sports organizations and Governments to develop and implement reporting mechanisms to detect wrongdoing in sport.

Mr. Bertaccini highlighted examples of awareness-raising initiatives in Italy, including seminars, meetings and research, that looked to engage with the private sector and State authorities to more effectively tackle corruption. He also underlined the importance of protected reporting mechanisms to build trust and to encourage individuals with information to come forward.

Recommendation 17: Reporting mechanisms should become a structural component of public and sports policies. The use of reporting mechanisms in such a way is in line with the UNESCO Kazan Action Plan, and reporting mechanisms are key to promoting long-term cooperation between sport bodies and law enforcement authorities, and help to create trust and an environment in which the prevention of corruption is a key focus.

Recommendation 18: Indicators should be introduced to measure the effectiveness of policy.

Ms. Kachalova mentioned that, while the role of academia in the detection of corruption was important, it was prevented from playing an even more constructive role by a number of factors, in particular a lack of practical application of related research. She also stressed that, in order to hold those responsible for corruption in sport to account, the role of the State in upholding the rule of law should have precedence over the principle of the autonomy of sport.

Recommendation 19: National policies should be developed that focus on common approaches and standards relating to the prevention, detection and suppression of corruption in sport.

Recommendation 20: Bodies should be established to oversee and coordinate the implementation of policies developed to enhance coordination and cooperation mechanisms. These bodies should include the involvement of relevant public sector authorities, the private sector and civil society.

Recommendation 21: Confidential and specialized reporting mechanisms (including hotlines and mobile phone applications that allow anonymous reports to be made) should be established as a means to combat corruption in sport and to enhance transparency.

Mr. Harrison gave an extensive review of his work investigating allegations of competition manipulation. He addressed the importance of coordination between law enforcement authorities and sports governing bodies with regard to the investigation of allegations of corruption in sport, including the sharing of information before the documentary release date.

Recommendation 22: In order to more effectively detect corruptors, sports governing bodies need the resources, remit and will to work transnationally with law enforcement authorities and other governing bodies to tackle the organized criminal networks behind large-scale sports corruption.

Mr. Richardson noted the extensive work that the International Cricket Council (ICC) had done to detect, disrupt, investigate and prosecute wrongdoers in cricket. He noted that one of the greatest challenges that ICC had encountered was getting participants and coaches to report cases of competition manipulation. He also underlined the challenges involved in the prosecution of suspects, in particular insufficient or non-existent legislation in countries in which suspects operated.

Recommendation 23: In order to protect sport and its participants, Governments should commit to introducing legislation that makes competition manipulation or attempting competition manipulation a criminal offence. This legislation should be universally applicable and not just to those within a given sport.



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## HOW TO ADVANCE GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN BY FIGHTING CORRUPTION IN SPORT

### A. Focus of the session

The session focused on the following paragraph of resolution 7/8:

6. Encourages States parties, in accordance with their national legislation, to address the challenge that corruption in sport could in some cases pose to the advancement of gender equality and the empowerment of women.

### B. Session participants

#### Keynote address:

Nadezhda Erastova, State Secretary-Deputy Minister of Sport, Russian Federation.

#### Presentations:

Daniela Bas, Director, Division for Inclusive Social Development, United Nations Department of Economic and Social Affairs (by video).

Jennifer Sarvary Bradford, Crime Prevention and Criminal Justice Officer, UNODC.

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**Moderator:** Stefanie Terkildsen, Associate Crime Prevention and Criminal Justice Officer, UNODC.

#### Speakers:

Marco Teixeira, Senior Programme Officer, UNODC.

Emma Terho, IOC Member and Chair of Athletes' Commission, Finnish Olympic Committee.

### C. Summary of the session

**Ms. Erastova** delivered a keynote address that focused on recent advances in gender equality in sport at all levels. She explained how the public policy of the Russian Federation was aimed at offering equal opportunities to people of all genders. In particular, the attention of the participants was drawn to a framework policy adopted in 2017 that was aimed at promoting inclusive and comprehensive access to fitness and sports, gender equality and the empowerment of women and girls in sport. She also highlighted that the Second Eurasian Women's Forum, organized by the Federation Council of the Federal Assembly of the Russian Federation and the Interparliamentary Assembly of Member Nations of the Commonwealth of Independent States, has been held in Saint Petersburg in 2018. The outcome document of that event reaffirmed the need to comply with the Charter of the United Nations and the Universal Declaration of Human Rights in order to fight against all types of discrimination, including against women, and to comply with the Vienna Declaration and Programme of Action adopted by the World Conference on Human Rights in Vienna on 25 June 1993. Ms. Erastova emphasized the importance of using the legacy of major sporting events and the momentum generated by the implementation of policies to fight corruption and mainstream gender equality. She also underlined the importance of achieving gender equality to strategically tackle corruption in sport.

**Ms. Bas** emphasized the role of sport in achieving peace, development and social change, and

in tackling inequality. She also highlighted how, in addition to gender barriers, participation rates were low for indigenous girls and women and for those with disabilities. She commented that, as sport was increasingly exposed to criminal activity, it created an environment of corruption that directly affected vulnerable groups of women. She also explained that if barriers that prevented sport from fulfilling its role in advancing gender equality were removed, women and girls would be encouraged to participate in sports, reducing the possibility of sport being affected by corruption.

**Ms. Sarvary Bradford** presented highlights of the research conducted by UNODC on gender and corruption. She noted that the research found that higher levels of involvement of women in politics correlated with lower levels of corruption in a given political system, although it was also noted that female politicians had been implicated in corrupt political networks that were organized around family ties. She also highlighted the work of UNODC to mainstream gender into anti-corruption programming by ensuring that activities and programmes were tailored to benefit men and women equally.

**Mr. Teixeira** gave a presentation on the implementation of the UNODC Line Up, Live Up campaign. The campaign had been developed as part of the Youth Crime Prevention through Sports initiative of the Doha Declaration Global Programme and used sport to prevent vulnerable young people across the world becoming victims and perpetrators of crime. Line Up, Live Up provided safe spaces for girls to practice sport and promoted female mentorship. Sports coaches, teachers and others working with young people in sports settings received training on how to support young people in obtaining valuable life skills, such as resisting social pressures to engage in delinquency, coping with anxiety and communicating effectively with peers.

Recommendation 24: Given that sport can teach tolerance and respect and can bring about peace, and can be a tool for promoting gender equality and female empowerment, relevant stakeholders should make sure that women are equally represented in sports-based activities.

16 **Ms. Terho** highlighted the role of IOC in advancing gender equality within the Olympic Movement, both on and off the field. She also shared her personal experiences of being a competitive athlete and an Olympian, and underlined the need to raise awareness of various governmental roles and opportunities that were available to women and girls. To help achieve that goal, the IOC Executive Board had launched the IOC Gender Equality Review Project on 16 March 2017. The project was aimed at pushing gender equality globally with action-oriented recommendations for change and had produced 25 recommendations. Each one had practical, concrete actions, timelines and assigned responsibilities.

Recommendation 25: States parties should actively encourage and promote greater participation of women in activities, programmes and initiatives, and develop robust awareness programmes on prevention, detection and investigation of corruption in sport.

## HOW TO ADDRESS CORRUPTION LINKED TO MAJOR SPORTING EVENTS

### A. Focus of the session

The session focused on the following paragraphs of resolution 7/8:

7. Urges States parties to encourage all relevant stakeholders, in particular the organizers of major sporting events, to bear in mind the relevant provisions of the Convention when organizing major public events and to use such events to promote and support efforts to address related corruption risks.

8. Takes note with appreciation of the publication of the United Nations Office on Drugs and Crime entitled *The United Nations Convention against Corruption: A Strategy for Safeguarding against Corruption in Major Public Events*, and invites organizers of major sporting events to make use of that publication, as well as of its support tool.

## B. Session participants

**Moderator:** Tim Steele, Senior Adviser, UNODC.

### Speakers:

Baojun Zhang, Director General, Discipline Inspection and Supervision Office of the CPC Central Commission for Discipline Inspection and the National Commission of Supervision, General Administration of Sport, China.

Sue Arrowsmith, Achilles Professor of Public Procurement Law and Policy, University of Nottingham, United Kingdom.

Gleb Vasiliev, Fellow, Laboratory of Sports Studies of the National Research University, Higher School of Economics, Moscow.

Graciela Garay, Ethics and Compliance Director, South American Football Confederation (CONMEBOL).

Ben Rutherford, Senior Legal Counsel and Integrity Unit Manager, World Rugby.

## C. Summary of the Session

**Mr. Zhang** underlined the importance and success of the Central Commission for Discipline Inspection and National Commission of Supervision in combating and preventing corruption at all stages of preparation for major sporting events, noting in particular the important roles of education and punitive measures in that regard. He also acknowledged the commitment of China to hosting the XXIV Olympic Winter Games in an inclusive and open manner.

**Ms. Garay** gave a presentation on governance reform launched by the South American Football Confederation (CONMEBOL) in response to a series of corruption scandals. The reform process, based on clear rules, had increased the capacity of CONMEBOL to reinvest in football and intervene as an authoritative institution, and had helped to protect and improve integrity in football on and off the field in South America.

Recommendation 26: When the culture of an organization requires reform, as was the case with CONMEBOL, regulations should be effectively applied, staff should be trained on new measures and sanctions should be put in place to combat wrongdoing.

**Mr. Rutherford** shared recent experiences of addressing corruption risks in the lead-up to the 2019 Rugby World Cup in Japan. Building on its experience of organizing Rugby World Cups, World Rugby had signed a Memorandum of Understanding with the Gambling Commission and implemented an updated education integrity programme for players, coaches and referees as part of a wide-ranging and multifaceted approach to strengthening integrity around the event.

Recommendation 27: A comprehensive programme of stakeholder engagement should be undertaken as early as possible with the aim of ensuring that a sound regulatory framework is in place, participants are educated and an internal and external integrity network is in place to respond in a coherent manner to any issues during the event.

**Ms. Arrowsmith** highlighted the key findings of the work of IPACS Task Force 1 on reducing the risk of corruption in the procurement of infrastructure relating to international sporting events. She suggested that a system of open contracting could help mitigate corruption risks in such procurement. She explained that an open contracting system could allow for the systematic gathering and publication of all procurement information and documents in a usable form, and thus could enable procurement processes to be monitored by organizers and other stakeholders.

Recommendation 28: In order to reduce the risks of corruption in procurement in relation to major

sporting events, organizers should follow the checklists proposed by IPACS and, in particular, should adopt a system of open contracting as the best means to address many of the points on the checklists.

Mr. Vasiliev highlighted the increased risk of corruption in the long-term management of infrastructure in relation to and the bidding processes for major sporting events. He also underlined the importance of accountability and transparency in preventing and detecting corruption in relation to major sporting events.

Recommendation 29: In order to facilitate knowledge-sharing, organizers of sporting events and policymakers should track the latest advances in research devoted to the subject of corruption linked to large-scale events and engage the academic community in policymaking processes.

## HOW TO STRENGTHEN GOVERNANCE IN SPORT

### A. Focus of the session

The session focused on the following paragraph of resolution 7/8:

9. Invites States parties, in accordance with their national legislation, to encourage relevant stakeholders related to sport to promote ethical practices and transparency, ensure that necessary resources and specialized staff are in place, develop internal controls, design targeted training programmes, implement internal mechanisms for reporting acts of corruption and cooperate with official investigations.

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### B. Session participants

**Moderator:** Stefanie Terkildsen, Associate Crime Prevention and Criminal Justice Officer, UNODC.

#### Speakers:

Michele Sciscioli, Director, Government Office for Sport, Presidency of the Council of Ministers, Italy.

Yasunobu Iwasaki, President, Anti-Doping, Medical and Scientific Commission, International Gymnastics Federation (FIG).

Valérie Horyna, Senior Legal Counsel, International Hockey Federation.

Tatiana Mesquita Nunes, State Attorney for Brazil at the Extrajudicial Issues Department in the Office of the Attorney General of the Union and the President for the Brazilian Antidoping Unique Court.

Hamdi Al-Khawaja, General Director, Planning Department, Anti-Corruption Commission, State of Palestine.

### C. Summary of the session

Mr. Sciscioli stressed that, in the light of the upcoming major sporting events that were to be held in Italy, including the Milan-Cortina 2026 Winter Olympics, Italy had launched reforms that would maintain the principle of the autonomy of sports bodies, but which would also clearly separate responsibilities to ensure consistency, transparency and accountability of sport. He also highlighted the importance of good governance systems in relation to public procurement processes.

Recommendation 30: In order to strengthen governance in sport, given its autonomy and its relationship with Government, the need for permanent coordination between sport and Government is key, as is the use of indicators to measure the performance and impact of public funds used in this regard.

Mr. Iwasaki outlined the recently reformed governance structure of FIG, which mirrored modern democratic structures through the establishment of independent legislative, administrative and judicial branches. He also explained the measures taken within FIG to ensure good governance, including a 2019 Code of Ethics, reporting systems and awareness-raising initiatives.

Recommendation 31: International and national sports federations should modify their organizational structures to strengthen their governance. The use of a three-power structure (executive, legislative and judicial), which many Governments adopt, is a reasonable option for sports organizations.

Ms. Horyna highlighted that good governance in sport was a recent phenomenon in a traditionally closed, self-governing sector that had its own rules and regulations. She noted that, while it was important for each sport to comply with applicable standards set out by IOC and the European Commission, it was also key for international federations to set their own realistic standards. She outlined the lessons learned by the International Hockey Federation in its efforts to implement integrity in hockey through its recently established Integrity Unit. She also stressed the importance of clear and transparent rules, how-to strategies and the use of tools and information-sharing.

Recommendation 32: International sports governing bodies should rise to the challenge of adopting a general framework for good governance, including a code of ethics and rules, in order to unite important core elements under the umbrella of the autonomous governance of sports.

Ms. Mesquita Nunes highlighted how major sporting events could act as catalysts for governance reform. She also underlined the importance of prevention in fighting corruption and described the process of the implementation of the GET (Governance, Ethics and Transparency) governance programme in Brazil, which was designed to help each of the Olympic Federations of Brazil to develop and comply with effective governance standards.

Recommendation 33: Taking into account the significant advances made in the governance of sport, relevant stakeholders, including Governments, international federations and national committees, should implement programmes aimed at aiding organizations, especially smaller entities, to effectively and concretely implement good governance measures.

Mr. Al-Khawaja described the measures taken by the State of Palestine to enhance good governance and tackle corruption in sport. They included the reorganization of sport clubs and the development of new governance indicators. He also underlined the importance of awareness-raising and highlighted some of the opportunities and challenges of implementing reforms at the local level.

Recommendation 34: In order to improve governance and mitigate the risk of corruption in sport, Governments should enhance efforts to improve regulatory mechanisms and good governance standards, and to ensure their implementation by national regulatory bodies and community-based sports organizations.

A representative of the Office of the General Prosecutor of the Russian Federation shared experiences of the Russian Federation in the development and application of anti-corruption standards with the aim of enhancing good governance in sports organizations.<sup>1</sup>

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1 Statement attached in annex I.

### HOW TO TACKLE COMPETITION MANIPULATION

#### A. Focus of the session

The session focused on the following paragraph of resolution 7/8:

10. Invites States parties, when reviewing their national legislation, to consider the problems and issues of illegal betting, competition manipulation and other offences related to sport when associated with corruption, and in that regard takes note with appreciation of the joint publication by the United Nations Office on Drugs and Crime and the International Olympic Committee of the booklet and study entitled Model Criminal Law Provisions for the Prosecution of Competition Manipulation.

#### B. Session participants

**Moderator:** Ronan O’Laoire, Crime Prevention and Criminal Justice Officer, UNODC.

#### Speakers:

Mikhael de Thyse, Secretary of the Convention on the Manipulation of Sports Competitions, Council of Europe.

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Vincent Ven, Head of Integrity, Legal and Integrity Division, Fédération Internationale de Football Association (FIFA).

Tom Mace, Director, Global Operations for Integrity Services, Sportradar.

Friedrich Martens, Head of Olympic Movement Unit on the Prevention of the Manipulation of Competitions, Ethics and Compliance Office, IOC.

#### C. Summary of the session

**Mr. de Thyse** underlined that the Convention on the Manipulation of Sports Competitions had recently entered into force and was the only international legal framework that specifically gave sports manipulation its own domain of competence. As such, the ratification of the Convention by all States Members of the United Nations and its implementation would be a direct contribution to the application of the Convention against Corruption, particularly with regard to sport.

Recommendation 35: Governments should consider signing the Convention on the Manipulation of Sports Competitions.

Recommendation 36: In order to implement paragraph 10 of resolution 7/8, Governments should establish effective standards and cooperation and information-exchange mechanisms at the national and transnational levels, in order to prevent and sanction this global scourge.

**Mr. Ven** focused on the need to provide additional support and assistance to national federations that were looking to implement integrity initiatives and conduct investigations. He also noted that competition manipulation had not only affected top-tier teams and leagues but that it had also become widespread among lower-tier teams and leagues across different sports.

Recommendation 37: To efficiently combat competition manipulation at the national level, legislation should be adopted that obligates all relevant stakeholders within a country, such as betting regulators,

betting companies, law enforcement authorities, public authorities and sports organizations, to cooperate and exchange information.

Mr. Mace described the work of Sportradar and explained how data collected on matches that it monitored in higher divisions showed that, globally, there had been no growth in the number of suspicious matches. However, he stressed that the risk of competition manipulation was shifting towards leagues that were not monitored, thus making it harder to detect.

Recommendation 38: Credible, proven and independently tested monitoring and intelligence systems should be used in the fight against competition manipulation. These systems should be coupled with proactive and thorough investigations.

Mr. Martens gave an overview of the wide-ranging support provided by IOC to support the international federations to tackle competition manipulation prevention through regulation, legislation and monitoring activities. Noting the importance of the Convention and resolution 7/8, he urged States to consider ratifying the former and to take measure to effectively implement the latter.

Recommendation 39: In order to strengthen the fight against competition manipulation, including cases involving corruption and cases that are not linked to corruption or organized crime, all relevant stakeholders, in particular Governments, law enforcement authorities and sports betting entities, should look to enhance collaboration and cooperation.

A delegate of Qatar, in a national statement,<sup>2</sup> drew the attention of participants to the unveiling of the official emblem for the Qatar 2022 FIFA World Cup.

## WHAT IS ILLEGAL BETTING AND HOW CAN IT BE STOPPED?

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### A. Focus of the session

This focus of the session was on the following paragraph of resolution 7/8:

10. Invites States parties, when reviewing their national legislation, to consider the problems and issues of illegal betting, competition manipulation and other offences related to sport when associated with corruption, and in that regard takes note with appreciation of the joint publication by the United Nations Office on Drugs and Crime and the International Olympic Committee of the booklet and study entitled Model Criminal Law Provisions for the Prosecution of Competition Manipulation.

### B. Session participants

**Moderator:** Ronan O’Laoire, Crime Prevention and Criminal Justice Officer, UNODC.

#### Speakers:

Douglas Robinson, Senior Due Diligence and Research Manager, Hong Kong Jockey Club.

James Moller, Specialist Financial Analyst, Sporting Integrity Intelligence Unit, Victoria Police, Australia.

Khalid Ali, Secretary General, International Betting Integrity Association.

Tamara Shashikhina, Director, European Studies Institute, Moscow State Institute of International Relations (University), Ministry of Foreign Affairs, Russian Federation.

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2 Statement attached in annex I.

### C. Summary of the session

Mr. Robinson suggested that, in order to effectively tackle illegal betting, operators in regulated markets should be allowed to compete with illegal betting operators in order to maximize social goods and improve stakeholder education and collaboration. He specifically emphasized the value of joint enforcement efforts and stakeholder collaboration in the fight against illegal betting.

Recommendation 40: Member States should recognize the scale and growth of the global illegal betting industry and its negative social impact.

Recommendation 41: In order to effectively tackle the issue of illegal betting, relevant betting-related regulatory regimes should be as conducive as possible to channelling wider betting demand away from illegal betting operators and towards their regulated counterparts.

Mr. Moller described how competition manipulation and illegal betting had become transnational crimes. He also shared the experiences of and challenges faced by the Victoria State Police in cooperating with law enforcement agencies from other jurisdictions in actively pursuing investigations. He encouraged States to adopt specific legislation that criminalized competition manipulation and betting-related fraud.

Recommendation 42: Opportunities should be identified to deter, disrupt and prevent the transmission of unapproved live data from sporting events, which can lead to the creation of unregulated and illegal betting markets.

22 Recommendation 43: Greater engagement with the regulated betting sector should be undertaken by Governments so that regulated bookmakers that are willing to assist sporting bodies and law enforcement authorities in combating corruption in sport can provide crucial intelligence that helps to identify fixed matches.

Recommendation 44: Because illegal betting and competition manipulation are not easily identifiable and often require proactive investigation, dedicated law enforcement response units should be created to address issues of crime and corruption in sport at the national level.

Recommendation 45: More education should be provided for athletes and industry participants, particularly for those who compete in international sports and at lower levels of competition, where players can be more susceptible to approaches to engage in corrupt behaviour. Such education should highlight the fact that in a number of countries match-fixing is now a criminal offence and can have significant consequences for those involved.

Mr. Ali highlighted some of the issues linked to tackling illegal betting and the importance of having consistent and well-drafted legislation to address the problem. He noted in particular the risk of adopting specific definitions of what illegal betting was, such as those included in the Convention on the Manipulation of Sports Competitions, which, if adopted in certain jurisdictions, would outlaw betting operators that were currently licensed and regulated.

Recommendation 46: States parties should recognize the importance of adopting effective and collaborative national and international betting integrity provisions within a modern legislative framework that reflects the global nature of sports betting and that would keep consumer activity in regulated channels.

Ms. Shashikhina stressed the importance of adopting specific legislation that regulated betting and sanctioned instances of unregulated and illegal betting. She highlighted some of the challenges relating to the regulation of online betting, especially when it was difficult to identify the ultimate beneficiary of such activities.

## CLOSURE OF CONFERENCE AND NEXT STEPS

### A. Session participants

#### Speakers:

Michele Sciscioli, Director, Government Office for Sport, Presidency of the Council of Ministers, Italy.

Andrey Avetisyan, Ambassador, Ambassador-at-Large for International Anti-Corruption Cooperation, Ministry of Foreign Affairs, Russian Federation.

John Brandolino, Director, Division for Treaty Affairs, UNODC.

### B. Summary of the session

Mr. Sciscioli urged further cooperation and for proactive measures to be taken to address corruption in sport. He reconfirmed the engagement of Italy with and commitment to promoting the implementation of resolution 7/8. He also stressed the need for strategic actions and technical competence and expertise in preventing and fighting the involvement of organized crime in sport. In addition, he explained how Italian officials and law enforcement authorities had renewed their commitment and enhanced cooperation in order to address threats to sport.

Mr. Avetisyan noted that the conference had focused on the detection and sanctioning of corruptors in sport, building on a conference held in 2018 that had focused on the prevention of corruption in sport. He specified that the Russian Federation believed that both events had significantly contributed to the successful implementation of resolution 7/8 and had helped to chart a way forward for international cooperation in the area of prevention of corruption in sport. He encouraged the international community, under the auspices of the United Nations, to enhance efforts to address the problem, including through carrying out comprehensive analytical research into the problem and developing a plan of action in the framework of the forthcoming eighth session of the Conference of the States Parties.

Mr. Brandolino thanked the co-organizers of the event and reiterated that the aim of the conference was to raise awareness of good practices and to disseminate tools to help support the implementation of resolution 7/8. He also stressed that resolution 7/8 was an important commitment and an expression of the collective international political will to tackle corruption in sport. Furthermore, he underlined that UNODC was to continue to provide support to officials from Government and sports organizations who were interested in further developing the capacities needed to address corruption in sport. That support included the development of practical tools and guides and the provision of technical assistance to those who requested it.

### ANNEX I: STATEMENTS

#### Statement of Mr. Andrey Onufrienko, Chief Prosecutor of the General Prosecutor's Office of the Russian Federation

"Dear colleagues,

The Council of Europe Convention on the Manipulation of Sports Competitions, focused on combating corruption in sport, was formally open for signature in Macolin/Magglingen, Switzerland, on September 19, 2014. The Convention states that a consistent application of the principles of good governance in sport entities is a major instrument for eradicating corruption.

In addition, it should be highlighted that an effective fight against corruption should consist in the development and introduction of anti-corruption standards in sport or, in other words, of a unified system of bans, restrictions and permissions that guarantees the prevention of corruption in the relevant area.

The Federal Law of the Russian Federation, No. 273-FZ of December 25, 2008 "On combating corruption", outlines the fundamental anti-corruption principles, organizational basis for preventing and fighting against corruption, as well as for minimizing and eliminating the impact of corruption offences.

In accordance with article 13.3 of Federal Law 273-FZ the entities should develop and adopt the following compliance measures:

- appoint divisions and officials responsible for the prevention of offences, including corruption offences;
- cooperate with law-enforcement bodies;
- develop and introduce integrity standards and procedures;
- adopt a code of ethics and professional conduct of employees;
- prevent and manage conflict-of-interest situations;
- prevent informal accountability and the use of false documents.

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All the entities regardless of the form of property, organizational and legal forms, sector of activity or other conditions must fulfil these obligations.

Every organization should define autonomously which measures it should take in accordance with the specificities of its activities and functions and the assessment of corruption risks. The main requirement is that these measures should neither violate law nor impose on the employees or other persons the duties that are not provided by law.

The implementation of these anti-corruption measures allows to introduce ethical standards and principles of transparency in the management system of the entities, including sport entities.

The prosecuting authorities play the pivotal role in the supervision of the implementation of anti-corruption legislation in the Russian Federation and adopt a whole range of anti-corruption measures.

Moreover, the Ministry of Labour and Social Protection of the Russian Federation published on its website a set of methodological recommendations for the Russian entities for developing and adopting anti-corruption measures.

Thank you for your attention".

#### National statement of the State of Qatar

"Dear Colleagues,

I am happy to be with you in this important event. I look forward to the conclusions of our meeting and the way forward to enhance transparency and integrity at both the national and international levels.

I would like to share with you a great moment for us in Qatar and the whole world.

The official emblem for the Qatar 2022 FIFA World Cup has been unveiled in the capital Doha.

The unveiling took place at 8:22pm local time (17:22 GMT), as thousands of spectators gathered to witness the synchronised projection of the emblem onto a number of the country's most iconic buildings, including Burj Doha, Katara Cultural Village Amphitheatre, Souq Waqif and Al Zubarah Fort - a UNESCO World Heritage site.

The emblem was unveiled simultaneously in 24 other major cities across the world including London, Johannesburg, Mexico City, Mumbai, Paris and Seoul.

According to tournament organizers, the swooping curves of the emblem represent the undulations of desert dunes and the unbroken loop depicts both the number eight - highlighting the eight stadiums that will host the World Cup matches - and the infinity symbol, which reflects the interconnected nature of the event. Dear Colleagues,

The State of Qatar is committed to present to the whole world a successful event and we look forward to welcome you all in Doha in 2022.

I would like to conclude stressing on the fact that football is not just a sport, it is a way to help us to focus on what is common between us and to be together, to overcome and embrace our differences.

Thank you so much".

#### Statement from the Global Lottery Monitoring System (GLMS)

"We highly welcome the resolution 7/8 which covers significant matters that need to be taken into account by states.

We consider that emphasis should be placed on the prevention of any conflict of interests (e.g. For example, betting operators should never acquire a majority interest in a club). This is an important parameter that should be taken into account when a state prepares its relevant legislation or sports betting regulation. Our GLMS Code of Conduct covers such issues (available here)

It is also very positive that regulation 7/8 addresses the significant issue of illegal betting, which we also think that states should take concrete measures, including IP blocking and payments blocking.

A clear definition of what illegal sports betting is needed and the definition agreed by states in article 3 of the Council of Europe Convention on Sport Competition Manipulations - is of key importance, as it provides clarity and ensures that sports betting regulatory framework adopted by each state is well respected and respected by all actors active in that jurisdiction.

Finally, as was also mentioned in the Conference, we wish to highlight the key importance of education & prevention of all stakeholders involved (sport, law enforcement). At GLMS we consider this issue of great significance and we support our Members with relevant tools".



[unodc.org/safeguardingsport](https://unodc.org/safeguardingsport)

[uncac@un.org](mailto:uncac@un.org)

[#SaveSport](https://twitter.com/SaveSport)



[unodc.org/safeguardingsport](https://unodc.org/safeguardingsport)

[uncac@un.org](mailto:uncac@un.org)

[#SaveSport](https://twitter.com/SaveSport)



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[uncac@un.org](mailto:uncac@un.org)

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