



Report

Sport integrity and diplomacy: policy into action

Wednesday 25 – Friday 27 September 2019 | WP1712

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Executive Summary

This Wilton Park forum was supported by UK Anti-Doping with additional support from SOAS University of London and Integro. The forum addressed key issues and policy recommendations concerning integrity in the governance of sport; including doping, match-fixing and safeguarding. There was also a call for cultural change at boardroom level with the aim of strategizing implementation policies to enact effective change. The gathering of a broad range of relevant stakeholders from a wide range of industries focused on translating aspirations into best practice.

Introduction

The exponential growth of sport over the last two decades has created both opportunities and challenges. The evolution of this global industry has culminated in increased if uneven professionalisation and governmental regulation. The willingness to preserve fair competition has been hampered by a deluge of competing interests from stakeholders resulting in a failure to reach a consensus on measures for best practice.

Assessing the landscape: integrity and good governance in sport

1. Issues of Sport and integrity represent challenges on a global scale. The approach to policies of integrity remain deterministic as opposed to being holistic. Although United Kingdom Anti-Doping (UKAD) has aspirations to a leadership role on a global stage for sport integrity, the UK's position as a influential powerbroker is being challenged, not least by current political challenges Brexit. Despite these challenges, the UK has a world-renowned and long-standing heritage of strong institutions. The UK model represents value for other countries to benchmark and emulate in their attempts to combat doping in sport. The hosting of this colloquium consolidates the country's commitment to unite relevant stakeholders to find the best practice of establishing integrity in sport. UKAD in particular prides itself in protecting domestic athletes to ensure they can train and compete internationally.
2. There is a nexus between anti-doping issues and wider integrity concerns. As such anti-doping cannot be seen in isolation from integrity. High-profile incidents of malpractice include the doping cover-up of Russian athletes and the unbeknown doping of a female British athlete by her former partner and coach. In addition, the betting industry and gambling practices have raised questions about the integrity of sport. The challenging nexus raises a number of important questions such as:
 - 'are we sharing the right intelligence with the right people and organisations?
 - Are we sharing this intelligence at the right time?
 - What areas would benefit with a collaborative and collective approach?
3. These questions raised the issue of ongoing barriers that prevent a cohesive and effective approach.

4. The definition of integrity is widely considered to be too broad and incoherent. This is largely dependent on the self-interests of the entity or person defining the term. However, the concept remains a dynamic process that needs prudent and effective analysis. The interpretation of integrity among a range of diverse cultures raises the possibility that malpractice in the eyes of some may have been initiated with potentially innocent intentions by those with different cultural values. Education was earmarked as the fundamental pillar to addressing underperforming roles, policies and practices. The breach of betting integrity commenced a broader conversation concerning safeguarding, doping and match-fixing. Although common integrity issues around sport are plentiful, the underlying principle seems to be flawed in the practical and philosophical framework.
5. The categorisation of sincere and transparent governance is threefold: the personal integrity of leaders in sport. Organisational integrity is shaped by the cultural values ingrained within the institution. Finally, competitive integrity; called into question by the recent transgender movement which has raised the issue of 'what it means to be a sportswoman?' Does the importance of testosterone transcend just two sports? The coercion of an athlete into hormonal depletion does not protect the integrity of the athlete and further contradicts its very principle as well as matters of human rights. Sectors such as anti-doping and safeguarding are encouraged to learn from each other and criminal law (e.g. International Court of Justice ICJ).
6. Furthermore, clear intra-national partnerships are advocated as demonstrated by the historical practice of UKAD. Creating effective strategic partnerships is dependent on sufficient funding and resources. The lack of funding and resources has particularly affected less popular sports in the UK. The development of these partnerships should extend to both the public and private sectors. However, the likelihood that International Federations would listen and embrace such advice from nation states is highly unlikely. This unwillingness to collaborate extends to national governments as well. Government investment and collaboration from poorer countries remains to be a major obstacle. Will Kenya prioritise anti-doping at elite level over funding in transport infrastructure? Ethics and integrity are also encouraged to be addressed by board members who are knowledgeable about the culture of their respective sports as opposed to disengaged lawyers or policemen.
7. The issue of educating personnel in a uniform manner are hampered by cultural differences. Offering gifts and claiming thanks for assisting others could be misconceived as malpractice. A continent such as Africa contains over 1,000 languages. One method to adapt to this challenge is to focus on glocalization; the practice conducts business in accordance to both local and global custom. By merging both realms, a level of heightened cultural awareness is facilitated. Moreover, recreational sports are overlooked. The lack of money and accountability measures has culminated in widespread doping among athletes. Collegiate sport must begin to provide educational training to the completely unvetted parents and volunteers. This training may help deter athletes from embracing this low risk and high gain mindset. An independent and impartial board with dispersed power was proposed as the most effective means to deal with almost unavoidable conflicts of interests. There is now a shifting landscape in the realm of sport. How much commonality does there need to be to have an effective collaborative partnership? Is there a widespread characterisation looking at personalisation and integrity? A personal accountability mechanism could be administered through the process of licensing.
8. A number of organisations are well equipped to deal with match-fixing whereas this is not the case for safeguarding. Big companies address match-fixing and betting over safeguarding, which is relatively neglected. The challenge of safe-guarding and grooming were deemed to be similar due to mutual interests around child exploitation. An effective way to combat grooming is to educate athletes of potential risks early and to facilitate a bottom up framework whereby potential victims are

given the confidence to become whistle-blowers without fear of sabotaging themselves. However, it is essential to protect whistle-blowers as opposed to advocating a victimhood mentality. In the current environment, semi-whistle-blowers live in fear of jeopardising their career. Government bodies are restricted as they don't have the legislative authority to prosecute or punish culprits effectively and to protect or counsel victims. Breaches of safeguarding should be punished just as severely as other forms of misconduct. Life-time bans, prosecution and sackings should be considered as forms of punishment. As witnessed by the firing of Wales' coach Rob Howley for an alleged betting breach prior to the 2019 Rugby World Cup. The hypocrisy of betting in football must be addressed with players displaying betting sponsors on their shirts. This amounts to twenty-seven professional football clubs across the UK. The football authorities are complicit in gambling with the lives of their relevant stakeholders and normalising the practice by allowing this to occur.

9. Furthermore, cultural differences can misconstrue the intentions of providing gifts. An example given of this was provided in Kenya whereby a coach accepted a gift and was accused of bribery. However, this is deemed a normal practice in their culture. Should there be an overarching rule to prevent giving gifts to avoid unnecessary scrutiny? Irrespective of the nation in question, everyone opposes corruption? To combat corruption at every department, organisations must be well-staffed and diverse to cover various disciplines. The UK remains a strong and respected voice in the international sphere of sport. If the UK takes the lead on integrity in sports governance, would this represent a continuation of colonial imperialism? Does this internal guilt complex prevent the UK from leading on this issue out of fear of harming their nation brand? Irrespective of the answer, nation states cannot carry the torch alone. Independent actors must be willing to take a collaborative lead on sports integrity for the good of the proverbial game.
10. Moreover, criminal actors understand the soft power diplomacy of sport. Their activities range from modern-day human slavery to drug trafficking. Policy interaction could be facilitated by a bottom-up accountability framework influenced by specialists in the field of international relations. With regards to the Commonwealth Foundation, no civil society organisation engaged in the foundation's transparency and accountability frameworks or proposals. It is problematic to motivate people to translate their words into action. The widespread cricket scandal in Bangladesh successfully used cricket as a tool to raise awareness of corruption across society. Strong government investment along with the engagement of state and non-state actors was cited as the reasons behind the case study's effectiveness. The need for good governance has extended to supranational organisations such as the United Nations. Despite not referring to governance in the Millennium Development Goals, the sixteenth Sustainable Development Goal expresses the need for 'Good Governance' to be observed as a universal principle. Sport is encouraged to lead on other SDGs such as upholding human rights, advocating gender parity and facilitating sustainable growth.
11. The digital age has allowed sporting competition to become more vulnerable with the potential use of cyber-attacks. In recent years, the cyber security risk has increased with personal data being stolen from online platforms. Both Cyber International and Transparency International are organisations that support the role of civil society in sports integrity. The Transparency International movement particularly excels in advocacy due to its decentralised power structure. A "Cricket Chapters" case study was raised to highlight the impact faced by victims. The International Cricket Council (ICC) has been criticised for possessing only one anti-corruption mechanism dedicated for match-fixing. The eco-system fails to protect and scrutinise everybody associated with the sport. This leads to a very important question: Who are governing bodies accountable to? Codes of conduct should be clearly outlined to address potential conflicts of interests. In acknowledgement of potential external risks, the high court of India ruled cricket as a public asset to deter ownership from private

actors. Despite the ICC's failure, some national boards took it upon themselves to be receptive such as the Bangladeshi Cricket Board who formulated a Sports Integrity Index focused on corporate governance and corruption. Coordination between these national boards is critical to help preserve competition at its purest form.

The Soft Power of Sport

12. Sport has become a truly global industry that has captivated the hearts and minds of billions of people. The financial and employment opportunity has resulted in an estimated one percent of global GDP. Subsequently, supranational and national governments have earmarked methods to utilise the universal language of sport for the betterment of humanity. National governments in particular have tapped into sport as a soft power tool to enhance their image within the international community. This national image has become synonymous with soft power.
13. The nation brand concept devised by independent policy advisor, Simon Anholt, reflects the importance of national image and its huge influence over trade, tourism, foreign investment, migration and diplomacy. The Anholt-Ipsos Nation Brands Index is an independent annual study that polls a sample of 20,000 people on their perceptions of fifty countries and fifty cities worldwide. Numerous governments subscribe to the data and analysis service provided by Ipsos-Mori. Statistically speaking, major sporting events are more likely to damage the host country's image than enhance it. London's 2012 Olympics had little impact on the UK's image but Brazil's 2014 FIFA World Cup and 2016 Olympics both did significant harm to the host nation's international standing, as did South Africa's 2010 FIFA World Cup. The harm is done by intensive global media focus on the host country, rather than the events themselves: if the country is less developed than people previously supposed, their perceptions of it are sharply downgraded.
14. The 2018 FIFA World Cup in Russia was widely acclaimed to be a success albeit for a short period of time. Moreover, it's worth noting that South Africa's reputation was improving after the fall of apartheid in 1989. This improvement was severely hindered when the country's widespread inequality was exposed during the 2010 FIFA World Cup. Reputation should never be taken for granted. It's something that you rent rather than own. For a brand to succeed, it must prove to be both modern and sophisticated. Crucially, it must also prove to be a principled player in the international domain. Therefore, the practice of integrity must go beyond symbolic national commitments to international legislation.
15. In the aftermath of the Cold War, the founding father of soft power, Joseph Nye, expressed the importance for the United States to exert its power through attraction as opposed to coercion. Sports diplomacy is an important contribution; and will contribute to institutional Soft Power strategies. Proposed by Rofe, Murray et al, the concept provides an explanatory overlay to the network of evolving networks within the realms of sport and diplomacy. The approach offers, under the premise of the three core characteristics of diplomacy: representation, negotiation, and communication, a conceptual understanding of sport that 1) provides the navigation skills for practitioners to connect with, and learn from different parts of the sport diplomacy ecosystem; and 2) helps provide critical reflection for policy makers and practitioners, and scholars, to enhance their practice in these overlapping and conjoined spaces. In the age of sports diplomacy, athletes are now able to make instantaneous intercultural exchanges through digital means at the press of a button. A 2014 House of Lords report identified sport and athletes as national ambassadors that can be utilised to exert the UK's soft power influence. The concept of good 'sportsmanship' – gendered and value laden – particularly from a UK perspective. This soft power can extend to the realm of education, economics, and cultural issues. The success of soft power leverage is dependent on contextual issues.
16. The Olympic principles have become recognised as UN principles: 19th October 2009

the IOC was granted observer member status by the UN General Assembly. As a result, sport engagement has become interlinked with UN agencies and projects, particularly through the Sustainable Development Goals (SDGs), and then Kazan Action Plan (KAP).

17. The case study on basketball diplomacy highlighted the intersection of sport and diplomacy with millions from a worldwide fanbase engaging with the NBA finals. Basketball represents a global phenomenon with diverse ambassadors emanating from all corners of the globe. In terms of gender parity, basketball has not resorted to gender stereotypes as is the norm in other sports. Instead, issues have reflected racial and social issues of the time. The popularity of basketball in China during the 1960s facilitated an intercultural dialogue with France. Tactics on the court embodied the encirclement strategy utilised by Mao's military strategists. Moreover, the first meeting between France and the United States in 1955 fostered an exchange of tactical knowledge that was alien to the French at the time. Along with tactics, interpersonal skills are encouraged with team chemistry, respect and leadership translating onto the court.
18. In early 2019, the International Basketball Federation (FIBA) made a ground-breaking announcement to create an African professional league in collaboration with the National Basketball Association (NBA). The inaugural league will take place from June 2020. This untapped African market represents an opportunity for the sport to lead the way in transparent, credible and professional governance. The league could become the benchmark for improvements in wider governance on the continent that has been plagued by a lack of integrity, disorganisation and corruption. FIBA and the NBA have also collaborated to produce their flagship development and community outreach programme entitled, "Basketball Without Borders". This youth mentoring initiative based across Africa not only improves the individual as a player and citizen, it also raises awareness of continental epidemics such as HIV, AIDS, drug abuse and peer pressure.

Using sports diplomacy for sport integrity

19. The fundamental way to overcome conflicts of interests and encourage diversification is to become agents of change. Recent prominent figures advocating more inclusion, tolerance and equality include Colin Kaepernick, Raheem Sterling, Mohamed Salah, Megan Rapinoe and Sahar Khodayari. The latter being a female Iranian football fan who died when she set herself alight after being refused entry to a football stadium in Tehran. With regard to the athletes, there is an ongoing debate on whether it's fair and appropriate to rely on these sportsmen and women to become leaders for change. This burden of responsibility only exacerbates the heightened pressure faced by these elite athletes on a near daily basis and the psychological impact when they retire. The diversification of board members was cited throughout with an emphasis to go beyond middle-class white men and women.
20. The British Olympic Association and the UK parliament have facilitated a collaborative framework. The UK parliament have become increasingly engaged with the issue of integrity and protecting the human rights of each employee. This was proven by an All-Party Parliamentary Group (APPG) report conducted by Baroness Lola Young on Human Trafficking and Modern Slavery. Checks and balances must be administered throughout the supply chain to avoid the exploitation of workers. For instance, who is responsible for picking the coffee beans for transnational corporations such as Starbucks and Costa? This comprehensive accountability framework could be adjusted to adhere to Commonwealth standards. The UK government must be culturally sensitive as it is preaching sensitive values. With regard to the Commonwealth, the monarchy represents a soft power asset for meaningful change. Since 1991, civil society organisations have endeavoured to engage with the heads of states in this voluntary institution.

21. Influencing the head of an organisation and the small team below remains an obstacle to advocate sports diplomacy and change. To counteract this issue, principal agent theory was considered in being applied with ex-players of each respective sport encouraged to occupy positions of power. However, if these athletes are to lead, they should be better informed on the UNSDGs and contemporary social movements such as the Rainbow Laces campaign. This can be achieved with formal briefings. Although athletes have a unique platform, their responsibility to perform in high pressure situations may deter them from seeking this added responsibility from external forces.
22. A case study on the 2021 Rugby League World Cup focused on the expansion of the sport to Africa. Nigeria was noted as the next destination to promote the universality of the game. The remarkable dispersion of the sport has been attributed to the ever-present values of respect and fair play demonstrated by the players. Moreover, time limits were discussed with deadlines in diplomacy meetings said to represent a football fixture list. Each deadline encourages development and improvement from relevant stakeholders if they fail to meet the expectations set before them in the previous 'fixture'. However, the argument for term limits was varied with some panel members endorsing a maximum twelve-year term period whilst others labelling these limits as ineffective. Social media was also stated to poorly reflect the legitimate societal change due to the uneven demographic of its users. Change in sport can take an elongated amount of time as proven by the Marylebone Cricket Club's gradual evolution to aid the ICC's governance of the sport.

Integrity and anti-corruption tools

23. The UK is at the forefront of technological advancements with £100m a day spent on aiding 7,500 domestic anti-corruption entities. Organised criminals are transnational and can operate anywhere. This crime is enabled by widespread corruption that breaches the code of integrity. Breaches of these codes have resulted in minimal repercussions in comparison to citizens breaking civil law. For example, the black market has inflated the profits of criminals. Extortionate ticket prices for major rugby World Cup games were subject to organised crime that exploited people's love for the sport. There is a suggestion that the rules based international order should endeavour to collaborate further with law enforcement and the private sector. The Sport England 2016 Code was a ground-breaking accountability initiative proposed by the organisation.

Partnerships for sport integrity

24. The history of the World Anti-Doping Agency (WADA) was created out of crisis following widespread doping particularly in the sport of cycling during the 1990s. This overarching international framework is used to facilitate coherent decision-making and improve transparency and diversity among National Anti-Doping Organizations (NADOs). This urgent desire for collaboration displays a more effective means of handling affairs as opposed to forced partnerships. Therefore, the autonomy of each member state is respected and held to the utmost of importance. The effectiveness of managing conflicts of interests are analysed by the agency's governance review. As an independent entity, WADA exerts influence in both the international and domestic sphere by offering advice on best practice and developing rules and regulations for key stakeholders. The agency ensures athletes provide consistent feedback to facilitate an even playing field. The agency has imposed tough sanctions on the national bodies of Kenya and Azerbaijan having failed year in year out to implement domestic anti-doping measures. The ultimatum sent by WADA resulted in a change of behaviour from both respective countries. The agency's new compliance standard involves a three-tier system that makes protocol clearer for signatories. From a UK perspective, the world governing body has helped develop strategic alliances to protect British athletes. WADA is mindful and receptive of the cultural differences and

sensitivities among their signatory members. However, the agency has made an error by not engaging with national governments. At times, their one size fits all strategy has failed to adapt to the organisation's diverse spectrum of members.

25. For partnerships to be more effective, a multifactorial advocacy model should be endorsed by governmental legislature, diplomats and sportspeople. Inspiration is not feasible without clean and fair sport. Therefore, integrity must be ever-present on and off the field. As the deterioration of religious influence in Western societies persist, the stadium has become the embodiment of a new church for the masses. A place where a sense of community, morality and values are shared. Is it moral for Coca-Cola and McDonalds to partner and fund physical active programmes for children? The stronger together approach should involve young people as they will be engaging and implementing this approach in the future. Athletes and journalists are encouraged to advocate internal reform and forums for constructive discussions. These discussions should stimulate cross-cultural dialogue between the UK and the rest of the world.
26. As part of their International Strategy UKAD have focused on their partnership with WADA and evoking strategic alliances with other NADOs. The core values of UKAD's International Strategy revolves around respecting other cultures and ensuring a non-imperialist approach to partnerships. For example, there is an underlying inferiority complex on the African continent with regard to implementing integrity. Partnerships with developing countries can be extremely difficult as they have other policy priorities than funding anti-doping measures. Ad hoc international partnerships should be created for certain cases and unhelpful stereotypical views of countries should not discourage collaboration, such as the misconception that UKAD must not align themselves with Russia. UKAD's Accreditation Programme (Education) promotes informal partnerships which includes the cooperation of universities. The programme primarily aims to engage future generations of athletes, coaches, doctors, physiotherapists and support personnel.
27. The issues faced by UKAD are plentiful but none more so than a lack of funding. Additional funding from WADA is problematic and use of UK taxpayers' money must be invested in the anti-doping testing programme. A better strategy is required to generate more sources of finance. However, partnerships are not always based on funding with the need for knowledge transfer to be acquired at all levels. Collaboration extends to knowledge training and staff retention. Engaging people, particularly athletes who are not present in the room is essential for this dialogue to take place.
28. UKADs focus in the future will also include Regional Anti-Doping Organisations (RADOs), many of whom lack sufficient resource and expertise to develop their anti-doping programmes.
29. One such RADO is the Caribbean, which is largely underrepresented and is treated as one country compared to other diverse regions. A feeble ratio of 2:17 are Caribbean staff members. This underrepresentation has resulted in a lack of capacity in the region to combat issues of integrity. Long-term communication and cooperative efforts among agencies were areas of improvement discussed for better practice.

Sport for social change

30. Before enacting social change, it is important to define what social benefit sport is trying to provide. The 2014 Commonwealth Games in Glasgow was used as a tool to question people's identity and background in the UK, particularly during the height of the Scottish referendum on whether to remain or leave Great Britain. The feedback from responses pertained to colonialism, history, heritage and traditions. This sense of identity and belonging needs to be addressed before an individual invests time and money into a brand or product. The social movement for change through sport aims to promote collective and consistent values of sustainability within the global context.

These universal principles involve peacebuilding, conflict resolution, development, prosperity and the recognition of marginalised groups. London 2012 reconciled the civil unrest that came to the fore during the infamous riots across the country in 2011.

31. Sport provides a moment of escape for those living in strife. In Kenya, youth aspire to use sport as a vehicle to leave for Europe and the United States. International organisations aim to make a concerted effort to promote capacity building in developing and third world countries potentially with the capability to host international sporting events. The bidding process is a dialogue that requires respect, listening and learning from everyone involved. This process results in both meaningful and calculated risks. A feasibility assessment is required to avoid damages from potential risks. International events have the capacity to provide truth and reconciliation through sport. These are key pillars for encouraging an open and honest environment for sports integrity to take place. This was evident in 1994 when Cathy Freeman wrapped her body with the aboriginal flag during the Commonwealth Games that stimulated a national discussion of aboriginal rights in Australia.
32. Western institutions have failed to relate to the sensitivities of differing faiths. Therefore, learning soft skills can help adapt to these cultural sensitivities. Another question is “who will resource a South and South collaboration?” There seems to be an enduring conflict of interests between civil society, the state and the market. Strict cultural norms have also been proven to prevent robust interventions. International capacity building and collaboration requires a global body that consistently advocates norms and codes. A lack of clarity has stulted many stakeholders from making timely decisions. The exposure of more scandals can help to raise awareness and revolutionise governance. There seems to be a persistent lack of internal acknowledgement for reform. Formal and informal systems should come together to bypass this stagnation. Innovative thought from diverse stakeholders can help catalyse investment from private donors.

Conclusion

Twenty-one years ago Google was created. This ground-breaking invention outlines the importance of dialogue and cultural dissemination. The value of partnerships must be fostered through open communication, negotiation and representation. There is no quick fix to ensure integrity is upheld in sport. However, domestic and international coordination between countries and businesses must improve to strive for this common goal of enhancing integrity. The UK is demonstrating a willingness to lead and solve shared problems; but that carries risk in the charge of neo-colonialism. Therefore, it is imperative to look beyond the Western prism and remain humble in advocating widely accepted codes and standards. Finally, the UK government in formulating a Soft Power can address issues of integrity and good governance through sports diplomacy. Leadership from government can set an example, and directly and indirectly enhance the capabilities of other actors - to continue the discussion and move the conversation 10 meters further.

Mark Bekiet and Aashika Doshi

Wilton Park | March 2020

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