



Prosecutor General's Office  
of the Russian Federation



The Ministry of Sport  
of the Russian Federation

# **COMBATING CORRUPTION IN SPORTS**

***INSTRUCTION BOOKLET***

## BASIC DEFINITIONS

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**Corruption** (paragraph 1, Article 1, Federal Law No. 273-FZ of December 25, 2008 "On Combating Corruption") means abuse of power, giving of a bribe, receiving of a bribe, abuse of authority, commercial bribery or other unlawful use by an individual of his or her official position contrary to the lawful interests of society and the state in order to obtain benefits in the form of money, valuables, other property or property-related services, other property rights for himself/herself or for third parties or unlawful provision of such benefit to the said person by other individuals;

commission of the above on behalf of or in the interests of a legal entity.

**Combating corruption** (paragraph 2, Article 1, Federal Law No. 273-FZ of December 25, 2008 "On Combating Corruption") means the activities of federal government bodies, government bodies of the constituencies of the Russian Federation, local government bodies, civil society institutions, organizations and individuals within the limits of their competences aimed at:

- a) preventing corruption, including the identification and subsequent elimination of the causes of corruption (prevention of corruption causes);
- b) identification, prevention, suppression, disclosure and investigation of corruption offenses (combating corruption);
- c) minimizing and (or) eliminating the consequences of corruption offenses.

**Manipulation of sports competitions** (Article 3 of Council of Europe Convention on the Manipulation of Sports Competitions) means an intentional arrangement, act or omission aimed at an improper alteration of the result or the course of a sports competition in order to remove all or part of the unpredictable nature of the aforementioned sports competition with a view to obtaining an undue advantage for oneself or for others.

## LEGAL FRAMEWORK

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✍ *Council of Europe Convention on the Manipulation of Sports Competitions* (executed in Macolin, Switzerland, signed by the Russian Federation on September 18, 2014)

Pursuant to the Convention the Parties shall ensure that their domestic laws enable to criminally sanction manipulation of sports competitions when it involves either coercive, corrupt or fraudulent practices, as defined by their domestic laws and shall adopt such legislative and other measures as may be necessary to establish as criminal offences under their domestic laws money laundering related to manipulation of sports competitions and bringing to criminal liability the legal entities for the offences specified in this Convention (Articles 15-17).

The Convention includes provisions on international cooperation for the purposes of investigation, prosecution and judicial proceedings concerning the offences envisaged therein, including seizure and confiscation. Such cooperation shall be carried out to the widest extent possible, in accordance with the relevant applicable international, regional and bilateral treaties on extradition and mutual assistance in criminal matters and in accordance with each Party's domestic law, concerning the offences referred to in Articles 15 to 17 of this Convention (Article 26).

The Convention also suggests the cooperation of the Parties with international sports organizations against manipulation of sports competitions.

✍ *Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events* (executed in Saint-Denis on July 3, 2016, ratified by Federal law No.185-FZ of July 26, 2017 and entered into force for the Russian Federation since December 1, 2017)

In accordance with the Convention the Parties shall take measures aimed at providing for a safe, secure and welcoming environment at football matches and other sports events; at preventing and eliminating the risk of unlawful actions or misbehavior.

*✍ Federal Law No. 329-FZ of December 4, 2007 "On Physical Education and Sport in the Russian Federation "*

One of **the main principles** of the legislation on physical culture and sports is a prohibition of unlawful influence on results of official sports competitions (Article 3).

It shall not be allowed to exert unlawful influence on the result of the official sports competition understood as the following actions, committed in order to achieve a predetermined result or the outcome of this competition (Article 26.2):

1) bribery of athletes, sports judges, coaches, sports team managers, other participants or organizers of the official sports competition (including their employees), coercion or inducement of these persons to exert such influence or the commission of these actions upon prior arrangement with the specified persons;

2) receiving by athletes, sports judges, trainers, sports team managers, other participants or organizers of the official sports competition (including their employees) of money, securities, other property, use by such persons of property-related services, deriving by them other benefits and advantages or their preliminary collusion.

The federal law establishes the powers and obligations of government authorities, sports federations and organizers of sports competitions aimed at preventing an unlawful influence on the results of official sports competitions and combating against it.

In order to prevent and suppress unlawful influence on the results of official sports competitions the organizers of official sports competitions **shall be obliged to include in the provisions (regulations) on official sports competitions** a ban on gambling at bookmakers' offices and pari-mutuel betting on official sports competitions (part 8, Article 26.2).

**All-Russia sports federations, regional, local sports federations and professional sports leagues shall be obliged:**

- not to allow the athletes, sports judges, coaches, sports team managers and other participants in the relevant official sports competitions who are suspected or charged with committing crimes under Article 184 of the Criminal Code of the Russian Federation, to participate in official sports events before the entry into force of a court sentence in respect of the said persons or until termination of criminal proceedings and (or) criminal persecution in respect of them;

- to apply sanctions within the limits of their competences after entering into force of the judgement of conviction in respect of the above-mentioned persons (including sports disqualification of athletes) and in respect of the physical training and sports organizations, to which these individuals belong, for illegal influence on the results of official sports competitions;

- to apply sanctions within the limits of their competences against athletes (including sports disqualification of athletes), sports judges, coaches, sports team managers, sports agents and other participants in official sports competitions for the violation of the ban on participation in gambling in bookmakers and sweepstakes.

*✍ Order of the Government of the Russian Federation No. 2221-p of October 12, 2017 "On approval of the plan for implementing measures necessary to ensure readiness of the Russian Federation to comply with the obligations of the Member-State of the Council of Europe Convention against the manipulation of sports competitions"*

The plan provides for drafting a number of regulatory legal acts aimed at improving the federal legislation in the field of sports.

**Since 2011 there is a working group in the structure of Interpol dealing with fight against match-fixing, which includes 75 countries, including Russia.**

### *Negative consequences of manipulation of sports competitions*

- ☞ violation of the principle of protection of integrity in sports and sports ethics;
- ☞ the erosion of confidence among the population;
- ☞ legalization of proceeds from crime, etc.

## PUBLIC GUARANTEES

Please, read the documents below and learn about the safeguards provided to you and your children by the state:

- ✓ Letter of the Ministry of Education and Science of Russia No. MD-520/19 of May 16, 2012 "On equipping gym halls and facilities of general education institutions" (together with the "Provisional list and performance characteristics of modern sports equipment and outfit for equipping gyms and facilities of state and municipal general educational institutions");
- ✓ Order of the Ministry of Sport of Russia No. 645 of August 16, 2013 "On approval of the procedure of admission of persons in the sports and sports organizations created by the Russian Federation and carrying out sports training";
- ✓ Order of the Ministry of Sport of Russia No. 636 of August 16, 2013 "On approval of the procedure for monitoring the compliance with the federal sports training standards by the organizations performing sports training".

**Basic sports** are the sports included in the Olympic Games, Paralympic Games as well as other sports promoted by the Russian Federation constituencies in their territories in accordance with the established historical traditions of development of high performance sports, representation of athletes from the Russian Federation constituent entities in the national teams of the Russian Federation sports and participation of these teams in All-Russia and international official sports events (*paragraph 1.2, Article 2 of Federal Law No. 329-FZ of December 4, 2007 "On Physical Culture and Sport in the Russian Federation"*).

The Order of the Ministry of Sport of Russia No. 83 of February 14, 2014 approved the list of basic sports for 2014-2018 in all constituencies of the Russian Federation. This list can be found on the websites of the Ministry of Sport of Russia and appropriate regional executive bodies.

**Official physical training and sports events** means physical training events and sports events included in the Single calendar plan for interregional, All-Russia and international physical training events and sports events calendar plans for physical training events and sports events of the constituent of the Russian Federation and municipalities.

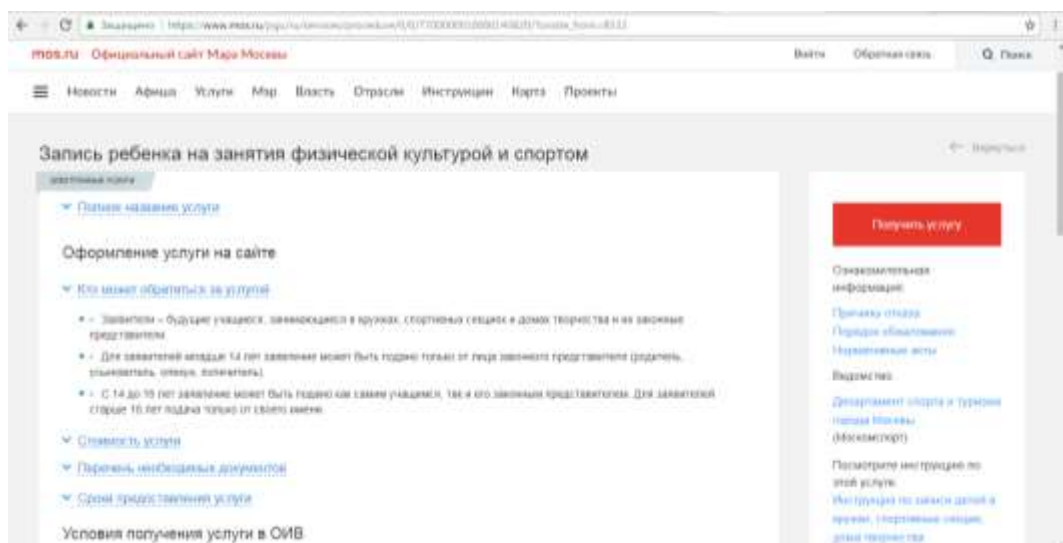
## Please, take note of the legal framework on physical culture and sports in your region.

For example, Law of the city of Moscow No. 27 of July 15, 2009 "On Physical Culture and Sport in the city of Moscow"; The Rules for applying and enrolling children in state establishments of the city of Moscow to receive services under supplementary general educational programs, sport training programs and classes in physical culture and sports of July 3, 2017 and others.

**The competences of the constituent entities** in the field of physical culture and sports, among other, include:

- organization and carrying out of regional official physical training events and sports events and intermunicipal physical training events and sports events;
- development of junior sports;
- promotion of mass sports, high performance sports;
- promotion of professional sports through state support for physical training and sports organizations whose main activity is development of professional sports;
- implementation of measures on development of physical culture and sports for disabled people, people with disabilities, adaptive physical training and adaptive sports in the constituent entities of the Russian Federation.

## The websites of regional executive bodies provide public services of signing up a child for physical training and sports classes.



## MAIN RESPONSIBILITIES OF SPORTS ORGANIZATIONS IN THE SPHERE OF COMBATING CORRUPTION



In accordance with Article 13.3 of Federal Law No. 273-FZ of December 25, 2008 "On Combating Corruption" organizations are required to develop and implement measures to prevent corruption.

### Measures to prevent corruption may include:

- ✓ designation of units or officials responsible for prevention of corruption and other offenses;
- ✓ cooperation of organization with law enforcement agencies;
- ✓ development and implementation of standards and procedures aimed at integrity of the organization;
- ✓ adoption of a code of ethics and official conduct of the staff;
- ✓ prevention and settlement of conflicts of interest;
- ✓ preventing the preparation of informal accounting and use of forged documents.

This obligation shall apply to **all** organizations regardless of their form of ownership, organizational and legal forms, industry affiliation and other circumstances.

A list of introduced measures shall be determined by the organization independently, based on the peculiarities of its activities and functions, assessment of related corruption risks. The main requirement is that these measures shall comply with the law and shall not impose on workers of the organization and other persons the obligations not provided for by framework legal.

On November 8, 2013, the Ministry of Labor and Social Protection of the Russian Federation published **Guidelines for the development and adoption of measures by organizations to prevent and combat corruption**, which are posted on the official government body website in the "Internet" ([www.rosmintrud.ru](http://www.rosmintrud.ru)).



## ADMINISTRATIVE RESPONSIBILITY FOR CORRUPTION OFFENCES

General rules establishing the liability of legal entities for corruption offenses are defined in Article 14 of the Federal Law "On Combating Corruption". In accordance with this Article, if corruption offences or violations which create conditions for corruption offenses are arranged, prepared and committed on behalf of or in the interests of a legal entity, the legal entity may be subjected to sanctions in accordance with the legislation of the Russian Federation.

Imposing liability on legal entity for a corruption offense does not exempt a guilty individual from the liability for this corruption offense. Bringing a physical person to criminal or other liability for a corruption offence does not exempt a guilty legal entity from the liability for this corruption offense. In cases provided by the legislation of the Russian Federation, these norms shall apply to foreign legal entities.

### Illegal remuneration on behalf of a legal entity (Article 19.28 of the Code of Administrative Offences of the Russian Federation)

Article 19.28 of the Code of Administrative Offences of the Russian Federation (CAO) provides for imposing an administrative fine on legal persons for illegal:

transmission

offer

promise

on behalf or in the interests of a legal entity to an official, a manager in a commercial or other organization, foreign official or official of public international organization of:

- **money, securities, other property**
- **providing him with property-related services**
- **granting property rights**

**Part 1 of Article 19.28 of CAO**

on a large scale (the sum of money, securities, other assets, property-related services, property rights exceeds 1 million roubles)

**Part 1 of Article 19.28 of CAO**

on an especially large scale (the sum of money, securities, other assets, property-related services, property rights exceeds 20 million roubles)

**Part 1 of Article 19.28 of CAO**

**for the commission in the interests of this legal entity**

- by an official
- by a manager in a commercial or other organization
- by a foreign official
- by an official of a public international organization

**of an action or omission related to their official position**

The initiation of matters on administrative offenses, specified in Article 19.28 of the Code of Administrative Offenses of the Russian Federation, is an exclusive competence of the prosecutor.

Such matter cases are examined by the judges of courts of general jurisdiction (federal judges).

*For example, in one of the constituencies of the Russian Federation, a hockey club was brought to administrative responsibility under Article 19.28 of the Code of Administrative Offenses of the Russian Federation, as its director, by means of an intermediary, illegally handed over to the Minister of Physical Culture, Sports and Tourism of one of the Russian Federation constituency, a reward amounting to not less than 8 million rubles for the commission of actions within his official authority, to include an entity in the list of the teams supported by the regional budget and to sign contracts on provision of a grant for this club.*

**! It is important to know!**

In accordance with paragraph 7.1, part 1, Article 31 of Federal Law No. 44-FZ April 5, 2013 "On the contract system in the procurement of goods, works, services for state and municipal needs" a legal entity that two years before applying for participation in the procurement had been brought to administrative liability under Article 19.28 of the Code of Administrative Offenses of the Russian Federation shall not be allowed to participate in the procurement.

The Prosecutor General's Office of the Russian Federation has compiled a register of legal entities brought to administrative responsibility under this Article, and it is posted on the website of Prosecutor General's Office of the Russian Federation in the Internet.

The interested persons should be guided by this register.

## CRIMINAL RESPONSIBILITY FOR CORRUPTION OFFENCES

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### Exercising unlawful influence on the result of an official sports competition or profit-making contest (Article 184 of the Criminal Code of the Russian Federation)

**Part 1.** Handing over to an athlete, referee, coach, team leader, and other participant or organizer of an official sports competition (including an employee thereof), as well as to a juryman, participant or organizer of a profit-making entertainment contest of money, securities, other property and delivering him property-related services, granting him other property rights (including cases when such property is transferred on the instruction of this person, or the property-related services are rendered or the ownership rights are afforded to another physical person or legal entity) with the purpose of exercising unlawful influence on the results of an official sporting competition or profit-making entertainment contest, and as well as coercion or inclination of such persons to exerting such influence, or prior agreement with such persons for the same purpose.

**Part 2.** The same acts committed by an organized group.

**Part 3.** Receiving by an athlete, coach, team leader, or other participant of an official sporting competition, and as well as by a participant of a profit-making entertainment contest of money, securities, other property and using by him property-related services, or other property rights (including cases when such property is transferred on the instruction of this person or the property-related services are rendered or the ownership rights are accorded to another physical person or legal entity) or prior agreement of such persons with the purpose of exercising unlawful influence on the results of an official sporting competition or profit-making entertainment contest.

**Part 4.** The acts, specified in Part three of this Article committed by a referee or by an organizer of an official sporting competition, as well as by a juryman or organizer of a profit-making entertainment contest.

**Part 5.** Mediation in the commission of the acts, specified in Parts 1-4 of this Article, on a large scale.

**Note.** A person who has committed the crime specified in Part one, two or five of this Article shall be relieved of criminal responsibility if he actively facilitated in solving and (or) investigating the crime or extortion occurred in respect of him or he voluntarily reported the committed crime to a body competent to initiate criminal proceedings.

## **OTHER CORRUPTION CRIMES** **(under the Criminal Code of the Russian Federation)**

**Bribery (Articles 290, 291, 291.1, 291.2 of the Criminal Code)** – giving or receiving by an official of material assets, for example, money, securities, other property, or unlawful provision for him/her property-related services, granting to him/her other property rights for the commission of actions (omission) in favor of a bribe-giver or other persons. Mandatory condition: this action (omission) falls within the official duties of this official.

*For example, the director of the state budget institution for Olympic preparation of athletes and his deputy, were sentenced under subparagraphs "a, c", Part 5, Article 290 of the Criminal Code of the Russian Federation (the receiving of a bribe by a group of persons on a large scale) by the decision of the court, to a fine of 1 million rubles for the receiving of a bribe from a hockey club for providing an ice ground for conducting training activities without signing an appropriate contract for the provision of sports facilities for temporary use.*

**Commercial bribery (Articles 204, 204.1, 204.2 of the Criminal Code)** – unlawful handing over to a manager in a commercial or other organisation of money, securities and other property, and as well as an unlawful rendering to him of property-related services or granting to him other property rights (including cases when the said property is transferred or the property-related services are rendered or the ownership rights are afforded to another physical person or legal entity on the instruction of this person) in return for acts (omissions to act) which serve the interests of the bribe-giver or other persons, if the said actions (omissions) are related to the office held by this person or if he by virtue of his official position may facilitate the said acts (omissions).

**Embezzlement (Articles 159, 160 of the Criminal Code)** – unlawful taking away and (or) misappropriation of property in favor of the perpetrator or other persons, committed for mercenary purposes which caused damage to the owner or other possessor of this property.

**Other crimes:**

abuse of power (Article 201 of the Criminal Code),  
 abuse of official authority (Article 285 of the Criminal Code),  
 exceeding official powers (Article 286 of the Criminal Code), etc.

Please, report the facts of unlawful influence on the result of official sports competition or a spectacular commercial competition, misappropriation of budget funds allocated for development of sports (for example, for the implementation of federal and regional target programs, construction of sports grounds, development sports schools, etc.)  
 to the law enforcement agencies.

**Telephone numbers for reporting of crimes:**

**102** - All-Russia police phone number

**+7 800 100-12-60** – telephone line "Stop Corruption" of the Investigative Committee of the Russian Federation

**+7 495 224-22-22** – helpline of the Federal Security Service of the Russian Federation

**The prosecution bodies** examine the communications on violations of legislation, rights, law-protected freedoms and the interests of the person and the citizen, the interests of society and the state.

The special section "Anti-Corruption" on the official Website of the General Prosecutor's Office of the Russian Federation (<https://genproc.gov.ru/anticor/>) contains the most relevant materials, which may be of interest to a wide range of persons: legislation on combating corruption, guidelines, information on international cooperation in this area, information on organized anti-corruption activities and many other.

In addition, this section is intended for emergency reporting of corruption. All interested persons may report the facts of corruption by sending an e-mail in the "Report on corruption" subsection.

## EVALUATION OF REGULATORY LEGAL ACTS AND DRAFTS OF REGULATORY LEGAL ACTS ON THE RELATIONS IN SPORTS FOR CORRUPTION RISKS

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The procedure of the evaluation is regulated by Federal Law No. 172-FZ of July 17, 2009 "On anti-corruption expert review of regulatory legal acts and draft regulatory legal acts".

The Rules for conducting evaluation of regulatory legal acts and draft of regulatory legal acts and methods of conducting evaluation were approved by Decree of the Government of the Russian Federation No. 96 of February 26, 2010 "On anti-corruption expert review of regulatory legal acts and draft of regulatory legal acts".

The anti-corruption expert review is aimed at identifying and subsequent elimination, through adoption of legal instruments, of the factors that give rise to corruption (corruption factors), which in fact is synonymous to elimination of legal defect or legal formula.

**Corruption factors** are deemed the provisions of legal acts (draft of legal acts) that establish for the law enforcer an unduly broad discretion, or the possibility of abusive use of exceptions to the general rules as well as provisions containing vague, exigent and (or) the burdensome requirements for individuals and organizations, and thereby creating conditions for corruption (Article 1 (2) of Federal Law No.172-FZ).

*For example, following the protest of the Prosecutor's Office of the Republic of Mordovia, the Procedure of granting subsidies from the budget of the Saransk urban district for reimbursement of costs associated with transportation of passengers during the days of the FIFA 2018 World Cup matches, to the organizations engaged in transportation of urban automobile and electric transport was aligned with the requirements of federal legislation. These procedures used to set burdensome requirements for organizations in the form of a prohibition for the recipients of a subsidy to acquire foreign currency by means of allocated budgetary funds, and provided authorized officials of the local government body with an unreasonably wide discretion in taking a decision on granting a subsidy, which was indicative of the presence of corruption factors consisting in wide discretionary powers and overstated requirements for a person in exercising the right he/she was entitled to.*



## If you are asked for a bribe, what will be your actions?

### Do not offer or give a bribe!

Otherwise you will commit a crime (Article 291 of the Criminal Code Russian Federation). Hear the extortionist demands out and go to the police.

When you are left alone, call the police immediately!

### Before you write a statement...

Remember that whoever reports a false fact of extortion of a bribe shall be criminally liable. False reporting shall be punishable by a fine or forced labor, or even deprivation of freedom for up to three years. If it is proved that the evidence was fabricated, the term of imprisonment will increase to six years (Article 306 of the Criminal Code of the Russian Federation).

## How to bring the extortionist to justice?

You will have to go to the nearest police station and write a report of crime.

- You can report a crime in a verbal, electronic or written form. If you have some evidence attach it to your report (a note by the extortionist with the sum written on it, a Dictaphone record). A crime report must be signed. Specify the postal or e-mail address to receive feedback.

- A verbal report of a crime will be entered in a minutes signed by you and the officer who received the communication. The minutes should contain information about you, as well as your identify documents.

You will be warned about criminal liability for knowingly false information in accordance with Article 306 of the Criminal Code of the Russian Federation, of which a mark in the minutes will be made. Sign it.

- When registering a report of crime, you will receive a ticket indicating the number of the report in the register of reports and the date of its receipt.

*This is how a ticket looks like:*

КОРЕШОК ТАЛОНА-УВЕДОМЛЕНИЯ о передаче в иной территориальный орган МВД России по территориальности	ТАЛОН-УВЕДОМЛЕНИЕ о передаче в иной территориальный орган МВД России по территориальности
1. № _____ (номер направляемого заявления (сообщения) по КУСП)	6. № _____ (номер направляемого заявления (сообщения) по КУСП)
2. Орган, получивший заявление (сообщение) _____ (наименование территориального органа МВД России)	7. Орган, направивший заявление (сообщение) _____ (наименование территориального органа МВД России)
3. Кому направлено заявление (сообщение) _____ (наименование территориального органа МВД России, которому направлено заявление (сообщение))	8. Орган, принявший заявление (сообщение) _____ (наименование территориального органа МВД России, в который заявление (сообщение) поступило с учетом территориальности)
4. Руководитель органа, направившего заявление (сообщение) _____ (подпись, инициалы, фамилия)	9. Руководитель органа, принявшего заявление (сообщение), _____ (должность, подпись, инициалы, фамилия) М.П.
5. Исх. № _____ " _____ " _____ 20__ г.	10. № _____ (номер КУСП по новому месту регистрации заявления (сообщения))
	11. Сотрудник, поставивший заявление (сообщение) на учет _____
	12. Исх. № _____ " _____ " _____ 20__ г.
	13. Талон вернуть по адресу _____ (заполняется территориальными органами МВД России, направившими заявление (сообщение))

<b>Coupon of a ticket</b>	<b>Ticket</b>
on transfer to another territorial body of the Ministry of Internal Affairs of Russia in accordance with its territorial jurisdiction	on transfer to another territorial body of the Ministry of Internal Affairs of Russia in accordance with its territorial jurisdiction
1. _____ (number of the transferred application)	6. No. _____ (number of the transferred application)
2. Body receiving the application (report) _____	7. Body sending the application (report) _____
(name of the territorial body of the MIA of Russia)	(name of the territorial body of the MIA of Russia)
3. Addressee of the application (report) _____	8. Body accepting the application (report) _____
(name of the territorial body of the MIA of Russia to whom the application was forwarded)	(name of the territorial body of the MIA of Russia)
4. Head of the body that sent the application _____	9. Head of the body that received the application (report) _____
(signature, initials, surname)	(position of the head of the territorial body of the MIA of Russia that received the)
5. Ref. No. _____ “ ” _____ _____ 20 _____	(signature, initials, surname) Place of seal
	10. No. _____ (number at the place of new registration of the application)
	11. Official who registered application _____
	12. Ref. No. _____ “ ” _____ 20 _____
	13. The counterfoil to be returned at the address: _____ (to be completed by a territorial body of the MIA of Russia that forwarded the application)

*More details about the crime report in sports can be found in Article 141 of the Code of Criminal Procedure of the Russian Federation*

### **What will the extortionist face?**

Crime	Punishment
Small bribery (up to 10 thousand roubles)	up to 1 year in a colony-settlement
Bribery (from 10 thousand to 25 thousand roubles)	up to 3 years in a colony-settlement
Bribery on a considerable scale (from 25 thousand to 150 thousand roubles)	up to 6 years in a general regime colony
Bribery on a large scale (from 150 thousand to 1 million roubles)	up to 12 years in a strict regime colony
Bribery on an especially large scale (from 1 million roubles)	up to 15 years in a special regime colony



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[www.genproc.gov.ru](http://www.genproc.gov.ru)

Section "Combating corruption":  
[www.genproc.gov.ru/anticor/](http://www.genproc.gov.ru/anticor/)

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Website:  
[www.minsport.gov.ru](http://www.minsport.gov.ru)

Section "Combating corruption":  
[www.minsport.gov.ru/activities/anticorruption/](http://www.minsport.gov.ru/activities/anticorruption/)