

**DECISION OF THE WORLD ATHLETICS COUNCIL  
IN RELATION TO RUSAF'S BREACH OF THE ANTI-DOPING RULES**

Whereas:

- A. On 9 November 2015, an Independent Commission appointed by the World Anti-Doping Agency reported that there was a deeply rooted culture and practice of doping by Russian athletes, fostered by complicit administrators (including senior officials of the Russian Athletics Federation - **RusAF**), coaches, and medical personnel, who persuaded Russian athletes to dope and/or facilitated and/or covered up their doping.
- B. On 13 November 2015, Council suspended RusAF's membership of the IAAF for breaching its obligations as a member federation in relation to the fight against doping. As a result, RusAF was no longer able to exercise the rights of a member federation, including the right to enter its athletes in international competitions (although Council has exceptionally allowed Russian athletes to compete in international competitions as 'Authorised Neutral Athletes' provided they meet specified criteria). Council also specified the conditions that had to be satisfied in order for RusAF's membership to be reinstated. In response, RusAF replaced its senior officials and governing council, and reported regularly on its compliance efforts to the Taskforce established by Council for that purpose, but as of November 2019 RusAF had not yet satisfied all of the requirements for reinstatement.
- C. On 21 November 2019, the Athletics Integrity Unit (**AIU**) charged a number of senior RusAF officials (including the President, the Executive Director, and a Board member) with tampering with the doping control process and complicity in high jumper Danil Lysenko's provision of false explanations and fabricated medical records to the AIU in an effort to cover up his whereabouts anti-doping rule violation. Those officials have denied the charges, which will now be resolved by the independent Disciplinary Tribunal.
- D. On the same day, the AIU charged RusAF itself with breaching its obligations under the Anti-Doping Rules (**ADR**), specifically by failing to report anti-doping rule violations and failing to cooperate with the AIU's investigation (in breach of the 2018 ADR and 2019 ADR), and by engaging in improper acts in relation to doping in athletics and obstructing, hindering or delaying the AIU's investigation (in breach of the 2019 IAAF ADR).
- E. At its meeting on 22 November 2019, Council decided to suspend the reinstatement process and the ANA process pending resolution of the charges against RusAF.
- F. On 29 January 2020, the AIU referred the charges to Council pursuant to ADR Rule 15.9.3(b), with a recommendation that, in light of the seriousness of the charges, the ANA process should remain suspended until the charges were finally determined, and (if the charges were upheld) Council should consider imposing the severest possible consequences on RusAF.
- G. Once again, RusAF replaced its senior officials and governing council, and on 3 March 2020, RusAF's new President, Evgeniy Yurchenko, formally admitted on behalf of RusAF that it committed the following violations of the ADR set out in the charge letter:
  - (1) failure to comply with the ADR (breach of Art 1.6 of the 2018 ADR);
  - (2) failure to report ADRVs to the IAAF and cooperate with its investigations (breach of Art 15.3 of the 2018 ADR);

- (3) breach of the general conduct obligations on national federations (Art 15.4.1 of the 2019 ADR), including engaging in conduct relating to doping that is likely to prejudice the interests of the IAAF and/or bring the sport into disrepute, and engaging in dishonest, corrupt, fraudulent or improper acts in relation to doping;
  - (4) breach of the obligation to cooperate with an AIU investigation (Art 15.8.2 of the 2019 ADR); and
  - (5) obstructing or delaying an AIU investigation (breach of Art 15.8.10 of the 2019 ADR).
- H. In the same letter, the new RusAF President offered the new RusAF Board's 'sincere apologies for the consequences this whole situation caused for the Athletics community'.

Now, therefore, in exercise of its sanctioning powers under Article 16 of the 2018 ADR and 2019 ADR, Council decides as follows:

1. Council acknowledges the new RusAF Board's decision to admit the charges and apologise for the effect of RusAF's misconduct on the athletics community. In light of that admission and apology, Council will not call a special Congress meeting of all member federations to consider the expulsion of RusAF from membership of World Athletics at this time.
2. However, Council wishes to underline the seriousness of RusAF's misconduct:
  - 2.1 This was a conscious and wilful conspiracy by senior RusAF officials and an athlete who had been granted Authorised Neutral Athlete status to fabricate evidence to cover up an anti-doping rule violation by the athlete, and then to destroy evidence and provide false testimony in order to obstruct the AIU investigation into that cover up.
  - 2.2 It suggests that despite all of the time and effort that the Taskforce and Council have put into the reinstatement process, to date RusAF has only paid lip-service to satisfaction of the reinstatement conditions. In fact, there has been little or no change in the deep-seated culture of lack of respect for anti-doping norms and lack of integrity in addressing doping in Russian athletics, including active efforts to support and/or cover up anti-doping rule violations by Russian athletes. In short, this is another gross betrayal of trust that compounds the harm done by the previous regime.
  - 2.3 The impact of this misconduct is great. It extends the reputational harm that the sport suffered when the Russian doping scandal first broke in 2015, which has seriously compromised World Athletics' ability to raise commercial revenues. It means much of the time and effort that World Athletics has spent on this matter since 2015 has been wasted, and it means the burden and distraction for World Athletics of dealing with the Russia crisis will now be prolonged, so that more opportunities to devote the time and resources to other priorities will be lost.
3. Council therefore censures RusAF in the strongest possible terms, and warns that if there is any repeat, Council is very likely to propose to member federations that RusAF be permanently expelled from membership of World Athletics.

4. To reflect the seriousness of the misconduct and its detrimental effect on the image and reputation of the sport, to deter RusAF and others from acting in such gross breach of their obligations as members of World Athletics in future, to compensate World Athletics for the losses it has sustained as a result of that misconduct (in terms of wasted management time and effort, lost opportunities, and otherwise), and to maintain the confidence of the public in World Athletics' commitment to protect the integrity of the sport, RusAF is required to pay the sum of US \$10 million to World Athletics. Of that sum, US \$5 million is payable on or before 1 July 2020. Payment of the remaining US \$5 million will be suspended for a period of two years from today. If at any point in that period RusAF commits a further breach of the Anti-Doping Rules (without prejudice to any sanctions that may be imposed for that further breach), or fails to make meaningful progress towards satisfying the reinstatement conditions fixed by Council, that US \$5 million will become immediately payable. If not, the payment obligation will expire at the end of that period.
5. On or before 1 July 2020, RusAF must pay the outstanding costs incurred by the AIU in investigating this matter to date, provided that the AIU sends RusAF an invoice for those costs no later than 1 May 2020.
6. Recognising that the measures originally taken by Council (suspending RusAF's membership but permitting Russian athletes to participate in international competitions on a neutral basis) have apparently been insufficient to prompt the required change in culture and behaviour in Russian athletics, and recognising also that the athlete whose anti-doping rule violation RusAF was trying to cover up was an athlete who had (with RusAF's endorsement) sought and obtained permission to compete in international competitions as an Authorised Neutral Athlete:
  - 6.1 A new Authorised Neutral Athlete process will be put in place, with a revised application process and revised criteria to be determined by the Doping Review Board on behalf of Council.
  - 6.2 For the remainder of 2020, no more than ten athletes (in total, not per competition) will be granted eligibility to compete (as neutral athletes) in the following international competitions: (a) the athletics programme for the Olympic Games; (b) World Athletics Series events;<sup>1</sup> and (c) the European Athletics Championships. RusAF may choose which athletes will make up this ten out of those who have applied for and been granted Authorised Neutral Athlete status, but it must choose athletes in the International Registered Testing Pool in priority to any other athletes. No changes may be made to the ten, for any reason, once they have been nominated by RusAF.
  - 6.3 There is no cap on the number of Russian athletes who may compete (if invited, and if they have been granted Authorised Neutral Athlete status) in international competitions other than those listed in paragraph 6.2.<sup>2</sup>

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<sup>1</sup> The World Athletics Series competitions for the remainder of 2020 are the World Athletics Race Walking Team Championships in Minsk in May, and the World Athletics Half Marathon Championships in Gdynia in October. There is also the World Under-20 Championships, but the cap of 10 Authorised Neutral Athletes shall not apply to that competition.

<sup>2</sup> Russian under-15 athletes may continue to compete in under-15 international competitions as neutral athletes without the need to make individual applications to the DRB.

- 6.4 At its last meeting in 2020, Council will review the above provisions relating to Authorised Neutral Athletes and determine whether they should be renewed or revised for international competitions staged in 2021. If necessary, it will repeat that process for 2022, 2023, and so on.
7. If RusAF fails to pay either the US \$5 million mentioned in paragraph 4 or the costs mentioned in paragraph 5 in full on or before 1 July 2020, Council reserves the right to reconsider this decision and to revoke or amend any part of it and/or supplement it as Council sees fit.

Monaco, 12 March 2020