

Briefing to the Incoming Minister

January 2025



Message from the Chair and Chief Executive

On behalf of the Board and staff of the Sport Integrity Commission Te Kahu Raunui (the Commission), we congratulate you on your appointment as Minister for Sport and Recreation.

The Commission was established on 1 July 2024 to provide a singular, effective and cohesive focus on integrity in sport and recreation. Our role is to work with the sport and recreation sector to collectively strengthen our integrity system so all New Zealanders can have safer and fairer sport and recreation experiences.

We do this by:

- delivering trusted and participant-centred services
- investigating and resolving breaches of integrity standards
- supporting the sport and recreation sector to lift its integrity capability
- advocating for sport integrity and engaging with the international sport integrity community
- working closely with stakeholders and partners, both in New Zealand and overseas.

This briefing provides a high-level overview of our role and responsibilities. We can brief you in more detail on these matters over the coming weeks.

We look forward to meeting you soon to discuss our priorities and work programme, including how this intersects with your other portfolios.



Don Mackinnon
Chair



Rebecca Rolls
Chief Executive

Sport integrity in New Zealand

Everyone wins when there is a strong integrity culture

Integrity in sport and recreation includes the integrity of people, organisations, and competitions. It means ensuring all participants, including children and young people, are safe, organisations have good integrity capability and processes, and that competitions are free from corruption.

A strong integrity and safeguarding culture is key to providing people and communities with safe, fair and positive experiences so all New Zealanders can enjoy the benefits that sport and recreation provide.

A robust integrity culture will help maintain and improve the strong reputation Aotearoa New Zealand already has for fair play, clean sport and as one of the least corrupt countries. It can also support broader goals of social cohesion, inclusion and wellbeing.

However, improving integrity outcomes requires long-term and embedded behaviour change across all levels of sport and recreation. We work with sport and recreation organisations to identify, prevent and respond to the risks and behaviours that undermine integrity.

The threat environment is growing in complexity, both here and overseas

The threats to sport integrity are diverse and evolving. They intersect with broader challenges related to social harm, criminal and sub-criminal behaviour, and rapidly changing technology.

The factors that contribute to growing integrity risks include:

- the pressure on athletes to succeed can lead to doping and normalising harmful behaviour such as abuse, bullying and harassment – this is starting earlier with high-performance youth programmes
- myths, misperceptions, and attitudes that enable or normalise child abuse persist in sport and recreation environments, and in society generally
- poor organisational culture, inadequate policies, and power imbalances can make participants vulnerable to abuse and harm
- doping risk is increasing in community and recreational sport by the easy access to prohibited substances and widespread use of supplements among the general public
- the threat of competition manipulation is not widely understood in New Zealand and there is an opportunity to take a stronger and more coordinated approach across government and sport.

Internationally, there is also growing concern about the infiltration of sport by organised crime, including the use of sports gambling to launder the proceeds of crime. This can involve the corruption of athletes and other participants for match-fixing and illegal sports betting. We believe New Zealand is potentially vulnerable in this area.

A focus of our work in the coming months and years will be to develop a deeper understanding of all aspects of threats to integrity, including the intersection of different integrity threats, and working with the sport and recreation sector, law enforcement and our international partners to identify and mitigate the risks.

Our role is to lead a strengthened integrity system

Our role is to guide and regulate a strengthened integrity system that encompasses all aspects of integrity. This includes the anti-doping functions formerly undertaken by Drug Free Sport New Zealand, which was disestablished and folded into the Commission. This is part of a growing international shift to change anti-doping organisations to organisations with a mandate for all aspects of sport integrity.

We were established following several reviews into significant harm experienced by New Zealand athletes. The needs and wellbeing of participants is central to the design and delivery of our services. It is essential that our services are trusted, independent, and responsive.

Unlike most of our international counterparts, our mandate covers all core areas of sport integrity, and our services are available to all participants, from grassroots through to high performance.

Influencing widespread behaviour change in the sport and recreation sector is limited by our finite resources and the large size and breadth of the sector. Because of this, we will focus on delivering better outcomes for participants by raising the integrity capability of sport and recreation organisations.

By working alongside organisations, we can support them to create the safest and fairest possible environments for their members while ensuring our limited resources are directed to where they are most needed and can have the greatest impact.

The Commission at a glance

- Independent Crown entity established on 1 July 2024 under the Integrity Sport and Recreation Act 2023.
- Crown funding of \$11.283 million for 2025/26 and outyears (Vote Sport and Recreation).
- Responsible for all aspects of integrity (anti-doping, anti-corruption, child safeguarding and participant protection) across sport and recreation.
- Based in Auckland with 38 FTE. We also have over 100 field staff (contractors) to deliver anti-doping testing and athlete education.
- We are New Zealand's national anti-doping organisation and are a signatory to the World Anti-Doping Code.
- We deliver frontline services (eg, handling complaints, anti-doping testing and athlete education) as well as other functions to lift integrity capability and outcomes.

Our structure

The Commission is an independent Crown entity established under the Integrity Sport and Recreation Act 2023 (the Act).

The Act requires the Commission to have a board of seven to nine members with certain knowledge, skills and experience. You appoint the board. Manatū Taonga – Ministry for Culture and Heritage advises you on appointments.

The board currently has nine members (see Appendix 1). We expect that you will soon receive written notice from Keven Mealamu of his resignation from the board due to him being appointed to the New Zealand Rugby board. We do not consider that a replacement is necessary at this stage.

The Commission currently has 38 FTE. Given our recent establishment, we expect our structure to evolve as we embed our new functions and ways of working. The Commission's head office is in Ellerslie, Auckland.

Our funding

Our baseline funding is \$11.283 million from Vote Sport and Recreation.

We have been established in a fiscally restrained environment. Baseline funding reflects a 20 percent reduction from the budget submission. Earlier independent costings for the Commission suggested that we would need around \$15 to \$18 million per annum to deliver our functions.

We expect to be in a growth phase for the next 18 months, building our service offering and capacity. While we are operating within budget now, it is already apparent that we will need to achieve savings in outyears to accommodate inflationary pressures on core operating costs.

Our legislative framework

An overview of our legislative framework is below. More detail about the inaugural integrity code, the Code of Integrity for Sport and Recreation, is included in this briefing. Descriptions of the threats to integrity are included at Appendix 2.



What we do

A brief overview of our core functions and services is provided below. We can brief you in more detail on these in the coming weeks and when we meet with you.

Setting integrity standards

- We set integrity standards through the Sports Anti-Doping Rules and the Integrity Code. We are required to review these at least every three years and undertake consultation on changes.
- We influence and advocate for organisations to adopt and implement integrity standards within their sport or recreation activity.

- We update the Sports Anti-Doping Rules annually to reflect changes to the World Anti-Doping Code, the Prohibited List and International Standards.
- We are contributing to the review of the World Anti-Doping Code and advocating for a consistent and harmonised global anti-doping system.

Learning and capability building

- We provide guidance, support and education to the sport and recreation sector to help them understand and mitigate their integrity risks and to respond to integrity issues when they occur.
- We provide education to athletes on their anti-doping rights and responsibilities. This is delivered in-person and online, and according to education plans agreed with our priority sports.
- We are developing comprehensive guidance and resources to support organisations to understand and adopt the Integrity Code.

Anti-doping functions

- We implement a testing programme to deter and detect doping in New Zealand sport. Our current testing strategy targets athletes competing at a national level and focuses on our priority sports.
- When an athlete breaches the Sports Anti-Doping Rules (eg, returns a positive test for a prohibited substance), we undertake the results management process including proceedings in the Sports Tribunal to sanction the athlete.
- We administer a legal support fund that provides up to \$2,000 towards legal advice for those facing an anti-doping rule violation. This ensures that every athlete has access to legal advice when navigating the rule violation process.
- We administer the therapeutic use exemption process – this is when athletes apply for an exemption to use a prohibited substance or method if it is medically necessary.
- We provide professional sample collection services on a user-pays basis for national sport organisations, international federations, major event organisations and other anti-doping organisations.
- We provide a limited funding pool to subsidise the costs of user-pays testing. This is mostly used to subsidise costs for national sport organisations hosting international competitions in New Zealand where they are required by their international federation to have testing at their event.

Complaints and investigations

- We provide a confidential, impartial and independent complaints service for integrity issues in the sport and recreation sector. We received 140 complaints between 1 July and 31 December 2024. We anticipate these numbers will increase as our role becomes more well known across the sector.
- Our services are responsive to the needs of the parties including being trauma-informed, age-appropriate and culturally responsive.
- We offer to fund counselling for people involved in an integrity complaint or investigation, and athletes involved in an anti-doping rule violation process.

- We undertake public interest investigations of suspected threats to integrity.
Section 9(2)(ba)
- Once the Integrity Code is adopted by organisations, we will also investigate breaches of the Integrity Code.
- We investigate anti-doping rule violations including working with other government and law enforcement agencies (eg, Police, Customs, and Medsafe).
- We gather intelligence on anti-doping rule violations including through our anonymous reporting channel Speak Out.

Ministerial responsibilities

Board appointments

You are responsible for appointing the Commission's board. Manatū Taonga — Ministry for Culture & Heritage is the monitoring agency and provides advice to you on appointments.

WADA Foundation Board and Executive Committee

Sport NZ will brief you on the process to confirm New Zealand's representative on the World Anti-Doping Agency (WADA) Foundation Board.

New Zealand, along with Australia and Samoa, represent the Oceania region across the World Anti-Doping Agency Foundation Board and Executive Committee. The Foundation Board governs the World Anti-Doping Agency and comprises government and sports movement members, as well as independent, athlete and national anti-doping organisation representatives. The Executive Committee provides strategic direction on operational matters.

Engagement with your international counterparts

There is growing international engagement at Ministerial level on integrity, beyond the traditional focus on anti-doping. Alongside Sport NZ, we can support your engagement with your international counterparts.

We suggest meeting with Hon Anika Wells MP, Minister for Sport (Australia) to discuss your shared interests and opportunities to collaborate on sport integrity. Minister Wells had indicated interest in meeting with the previous Minister for Sport and Recreation.

We also recommend continuing to participate in the International Working Group on Integrity in Sport. This is a Ministerial group coordinated by the Canadian Minister of Sport.

Our strategic focus

Our inaugural Statement of Intent and Statement of Performance Expectations were published in November 2024. These set out our priorities for the next four years and the next 12 months respectively.

Our strategic framework is below. It sets out our vision, outcomes and strategic priorities.

We will provide a draft Statement of Performance Expectations 2025/26 to you for feedback in April 2025. We also look forward to receiving an updated Letter of Expectations from you.

Our Statement of Intent is required to be updated by 2027, however we anticipate updating it within the next 18 months. This is because our understanding of our strategic context is growing and we will be better placed to articulate the long-term strategic direction of the Commission.

Opportunities and challenges

Intelligence, data and insights: There are opportunities to increase our use of intelligence, data and insights to inform our strategic and operational decision-making. To date, there has been limited data available on the size and scope of sport integrity issues in New Zealand. Intelligence and risk-based approaches have been used to a limited extent for anti-doping, however, there is significant scope to increase the use and application of intelligence across all the Commission's functions. We would like to partner with law enforcement agencies, key stakeholders and international partners to achieve this.

International cooperation: We are continuing to engage in the international sport integrity community including, for example, the Global Network of National Sport Integrity Agencies working group, and critical friends such as Sport Integrity Australia, the United Nations Office on Drugs and Crime, and Interpol. There are opportunities to leverage these relationships to achieve common goals, share knowledge and resources, and avoid duplication of effort.

Integrity capability and awareness varies but is generally low: Sector organisations differ greatly in their integrity maturity and capability. Some already have positive integrity cultures while other organisations have no or limited understanding of their integrity risks and blind spots. Our support needs to cater for this range of capability.

Te Kahu Raunui

Te Kahu Raunui is the Māori name of the Commission. Te Kahu refers to the kākahu, or cloak, that symbolises the interconnectedness of the sport and recreation community and its shared values. Raunui refers to the broad responsibilities of the Commission and its commitment to fulfilling these with openness and honesty.

The cloak is a symbol of collective unity and integrity. Beyond its literal function to provide warmth and protection, it is also a powerful emblem of the collective strength and shared values of a community. We see this in action when kākahu are bestowed on our elite sports people and flagbearers. We also see it when people, clubs, and communities work together to keep people in sport and recreation safe from harm and to protect sport from cheating and corruption.

Te Kahu Raunui – Our strategic framework

Our Matariki
Doing what's right, together

Mā te tika, mā te pono me te aroha
With truth, honesty and compassion

Outcomes



Our Strategic Priorities



Ngā aho

The aho are the horizontal welts of the kākahu. The aho represent our values.



Ngā whenu

The whenu are the vertical warps of the kākahu. The whenu represent our focus areas:

- Tikanga – the right way of doing things
- Tāngata – people
- Pūkenga – skills and capability
- Mātauranga – knowledge systems, science, research and evidence

Te Tiriti o Waitangi

Limited resources: The sport and recreation sector has limited resources (including funding, time and people) for addressing integrity risks and implementing behaviour and culture change initiatives. Many organisations are largely volunteer-run and time poor. While most organisations accept the need to improve their ability to deal with integrity issues in sport and recreation, many are nervous about their ability to do so given their lack of resources. Our resources, services and interventions need to reflect this.

Complex international anti-doping environment: The global anti-doping system is operationally, strategically and politically complex. The relationship between the World Anti-Doping Agency, some National Anti-Doping Organisations and some governments has been challenging recently in the context of the Chinese swimmers contamination case. The USA recently decided to withhold their financial contribution to WADA. Along with Sport NZ, we can brief you in more detail on the global anti-doping system.

The Integrity Code

Developing New Zealand's first integrity code is an important milestone in our collective effort to improve safety and fairness in sport and recreation. We have developed the Code of Integrity for Sport and Recreation (the Integrity Code) with input from the sport and recreation sector, including participants and organisations.

The Integrity Code responds to ongoing calls from the sector for:

- clear and consistent standards about what is and what is not acceptable behaviour
- accessible, safe, and fair processes for making complaints
- clarity for organisations about what good looks like, and where to focus their time and resources to improve integrity in their sport or activity.

The Integrity Code has six minimum integrity standards designed to respond to those concerns.



The Integrity Code is voluntary for sport and recreation organisations to adopt. We will be encouraging national-level organisations to adopt first, followed by their regional and local organisations.

Organisations that adopt the Integrity Code will be required to have and implement organisational policies that reflect the requirements in the minimum standards within 12 months of adoption.

We have engaged heavily with the sector during the development of the Integrity Code, including targeted engagement with high-performance athletes, Māori and Pacific peoples, and national sport and recreation organisations. We carried out broad public and government agency consultation between September and November 2024.

During agency consultation, we received feedback from Police that the requirement to notify the Commission of serious issues of concern could lead to potentially criminal behaviour not being reported to Police. We have clarified in the Integrity Code that all suspected criminal behaviour be reported to Police or other law enforcement as appropriate.

We engaged with the previous Minister for Sport and Recreation on the Integrity Code by providing a draft version of the Integrity Code and meeting to discuss his feedback and questions.

The overall sentiment of the sector about the introduction of the Integrity Code has been positive. The key feedback throughout development of the Integrity Code has focused on:

- the length and the complexity of the document, noting that some of this is unavoidable as it is secondary legislation
- setting minimum standards appropriately, including ensuring they aren't overly onerous but can also make a meaningful difference to integrity outcomes
- how organisations can most effectively work with the Commission to investigate integrity issues in their sport or activity
- the method and timing for adoption and implementation of the Integrity Code.

Based on the feedback received, we made improvements and are confident we have the settings right.

Given the capacity and capability constraints the sector faces, we are developing a comprehensive suite of guidance, tools and resources to help organisations adopt and implement the Integrity Code. This includes policy templates (eg, child safeguarding policy, dispute resolution policy) and learning modules (eg, child safeguarding).

We expect the board to approve the final Integrity Code when it meets on 5 February 2025. We will then publish the gazette notice and provide the Integrity Code to you to present to the House. It will come into force, and be able to be adopted, 28 days after it is gazetted.

Our key relationships

Sport NZ

Sport NZ administers the Integrity Sport and Recreation Act 2023 and maintains the policy function for sport and recreation, including anti-doping. In July 2024, the Commission and Sport NZ signed a Memorandum of Understanding to help ensure clarity of our organisations' respective roles in the sector.

We work with Sport NZ to support you in your international integrity engagements and to provide a joined-up New Zealand view on integrity matters.

Other government agencies

Our work intersects with other government agencies including the New Zealand Police, Oranga Tamariki, Department of Internal Affairs, the TAB and the Human Rights Commission.

Part of our work programme is to build these relationships across government and identify opportunities for formal partnerships or memorandums of understanding. We will be developing MOUs with organisations such as Police and Oranga Tamariki to set out roles and responsibilities with respect to investigations.

International relationships

We have strong international relationships and participate in several formal and informal groups. This includes:

- NADO Leaders group – an informal group of national anti-doping organisation chief executives that meet regularly to discuss and collaborate on areas of common interest
- membership of the Institute of National Anti-Doping Organisations – a member body to promote anti-doping best practice and collaboration
- providing advice and support to the Oceania Regional Anti-Doping Organisation
- member of WADA's NADO Expert Advisory Group that provides guidance and feedback to WADA on anti-doping matters affecting NADOs
- participation in the Global Network of National Sport Integrity Agencies (GNNSIA) – a working group of sport integrity agencies at varying stages of transitioning from anti-doping to integrity agencies.

Members of the Commission's senior leadership team will attend the 2025 WADA Symposium in March 2025 (Lausanne, Switzerland). At the same time, we will meet with the NADO Leaders group, GNNSIA and hold bilaterals with other national anti-doping organisations.

How we work with you

We support you in your role as Minister for Sport and Recreation including by:

- supporting you, alongside Sport NZ, with your WADA and other international integrity engagements
- consistent with the no surprises principle, informing you of significant sport integrity matters (subject to the privacy of individuals and the confidentiality of dispute resolution, investigation and doping results management processes)
- reporting to you regularly on our performance
- meeting with you quarterly.

Upcoming opportunities

We are planning a stakeholder event in March 2025 to launch the Integrity Code and supporting resources. We will engage with your office to understand your interest and availability to attend the launch.

Appendix 1: Board and Chief Executive

Key contacts



Term ends: 30 June 2028

Don Mackinnon, Chair

Section 9(2)(a)

Don is one of New Zealand's leading sports lawyers and directors. He is currently Chair of Super Rugby club the Blues, and is also Chair of the Integrity Vetting Panel of World Athletics based in Monaco.

Don has previously served as a director of NZ Cricket (and was Chair of its High Performance Advisory Committee), Sport NZ, High Performance Sport NZ, Chair of Netball NZ, and chaired the Sport and Recreation Integrity Working Group. He has also led several major reviews into sport.



Rebecca Rolls, Chief Executive

Section 9(2)(a)

Rebecca (Ngāti Porou) was appointed Chief Executive of the Commission after her role in its establishment as Integrity Transition Programme director.

Rebecca has held senior leadership roles with New Zealand Police, the Serious Fraud Office, the Department of Corrections and Sport NZ. Rebecca represented New Zealand as a Football Fern and White Fern. She also previously served as a director of NZ Cricket (and was Chair of its High Performance Advisory Committee).

Board members



Lyndon Bray

Term ends: 30 June 2027



Tim Castle

Term ends: 30 June 2026



Bobbi-Jo Clark-Heu

Term ends: 31 December 2027



Traci Houpapa, MNZM JP

Term ends: 31 December 2025



Keven Mealamu, MNZM

Term ends: 30 June 2027



Rebecca McDonald PLY

Term ends: 31 December 2027



Dr Lesley Nicol, ONZM

Term ends: 30 June 2027



Adine Wilson, MNZM

Term ends: 31 December 2026

Appendix 2: Threats to integrity

We focus on preventing and responding to threats to integrity. These are behaviours that undermine integrity in sport and recreation. An overview of each threat is provided below. We can brief you in more detail on these.

<p>Doping</p>	<p>Doping refers to the use of prohibited substances or methods in sport. To be prohibited by the World Anti-Doping Agency, a substance or method must meet two of these three factors:</p> <ul style="list-style-type: none"> • it has the potential to enhance, or it does enhance performance in sport • it has the potential or represents an actual risk to the athlete's health • it violates the spirit of sport. <p>Examples of prohibited substances include anabolic steroids, EPO, and growth factors. Prohibited methods include blood transfusions, intravenous treatments and gene therapies.</p>
<p>Competition manipulation</p>	<p>Competition manipulation is when someone deliberately underperforms or misuses inside information to control:</p> <ul style="list-style-type: none"> • the outcome of an event (eg, fixing the final score) • the outcome of something during the event (eg, deliberately causing a yellow card). <p>Competition manipulation has a strong link to gambling as it is often done to achieve a betting outcome. Match-fixing can also be a criminal offence (s240A of the Crimes Act 1961).</p>
<p>Fraud, corruption, deception and breach of trust</p>	<p>This includes criminal offences such as fraud, corruption and bribery as well as other behaviours intended to achieve an improper financial gain or personal or sporting benefit.</p> <p>In sport and recreation, it can look like:</p> <ul style="list-style-type: none"> • administrators embezzling money from their club • receiving kickbacks from influencing the giving of contracts to a friend or family member • officials or administrators taking bribes to ensure an off-field outcome (eg, hosting an event) • bribes to cover up other poor integrity behaviours (eg, paying an official to ignore a positive doping test) • intentionally misrepresenting your ability to compete in a more advantageous para-sport category.
<p>Child abuse and neglect</p>	<p>Child abuse includes physical, emotional, psychological, or sexual abuse of a person under the age of 18. Child neglect means the persistent failure to meet the physical and psychological needs of children.</p> <p>In sport and recreation, it can look like:</p>

	<ul style="list-style-type: none"> grooming of children by coaches or other people in a position of power any form of sexual abuse, violence or intimidation overtraining, training on injuries or excessive discipline taking and sharing images of children without consent withholding medical treatment, food or emotional support.
<p>Abuse, bullying, violence, intimidation and harassment</p>	<p>This includes a range of behaviours that harm participants in sport and recreation. It can include serious one-off incidents or ongoing patterns of behaviour.</p> <p>In sport and recreation, it can look like:</p> <ul style="list-style-type: none"> a coach belittling or humiliating an athlete any sexually harmful behaviour including grooming, unwanted sexual attention or contact, and sexual assault online abuse of athletes by spectators a parent threatening the referee of their child's game.
<p>Discrimination</p>	<p>Discrimination is defined the same as Part 2 of the Human Rights Act 1993. It includes discrimination on the grounds of age, ethnicity, sex or religion. Sometimes there are exceptions such as for safety reasons.</p> <p>In sport and recreation, it can look like:</p> <ul style="list-style-type: none"> racial abuse of an athlete, official or coach excluding a person from joining a club because of their disability restricting female athletes to training at certain times of the day, while male athletes can train any time.