

Council Agenda Item 5a
For Approval

Russian and Belarussian Sailors and Neutrality Policy

1. Introduction

- 1.1 Council will recall that following the outbreak of war in Ukraine in February 2022 and following the IOC Executive Board's recommendations World Sailing implemented measures to suspend the participation of Russian or Belarusian athletes and officials in events and competitions.
- 1.2 World Sailing also recommended that this be also extended to the participation of any boat owned or effectively controlled or managed by a Russian or Belarusian individual or entity and that no international sailing events be planned in Russia or Belarus.
- 1.3 In May 2022 the World Sailing members voted to extend this suspension to World Sailing members of Council, Committees, Commissions, working parties and other relevant bodies.
- 1.4 For the Paris 2024 Olympics World Sailing introduced a Neutrality Policy which was specific for the Olympic Classes and ended at the conclusion of the Paris 2024 Olympics.

2. Current Position

- 2.1 Upon the introduction of the new Constitution in November 2024 the temporary sanctions on Council members were not carried over and the Council member for Group H has since been present at Council meetings.
 - 2.2 The Board agreed at their February Board meeting that the temporary sanctions for athletes, officials and boat owners and committee and commission members would continue for three months until 6 May 2025.
 - 2.3 Some Russian and Belarussian sailors left Russia. Some have claimed Dual Nationality, and their three-year time limit has now expired so they can sail for their new countries.
 - 2.4 Some other Russians and Belarussians have received a Residence Certificate as they have been resident in a new country for over three years.
 - 2.5 World Sailing has always stated that it would follow the IOC guidance on this matter. Some press reports indicate that the new IOC President will review the temporary sanctions on athletes and the suspension of the Russian NOC.
 - 2.6 The IOC current guidance is as follows:
 - (a) Athletes with a Russian or a Belarusian passport must compete only as Individual Neutral Athletes.
 - (b) Teams of athletes with a Russian or Belarusian passport cannot be considered.
 - (c) Athletes who actively support the war cannot compete. Support personnel who actively support the war cannot be entered.
 - (d) Athletes who are contracted to the Russian or Belarusian military or national security agencies cannot compete. Support personnel who are contracted to the Russian or Belarusian military or national security agencies cannot be entered.
 - (e) Any such Individual Neutral Athlete, like all the other participating athletes, must meet all anti-doping requirements applicable to them and particularly those set out in the anti-doping rules of the IFs.
 - (f) The sanctions against those responsible for the war, the Russian and Belarusian states and governments, must remain in place:
 - (i) No international sports events organised or supported by an IF or NOC in Russia or Belarus.
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- (ii) No flag, anthem, colours or any other identifications whatsoever of these countries displayed at any sports event or meeting, including the entire venue.
- (iii) No Russian and Belarusian government or state official can be invited to or accredited for any international sports event or meeting

<https://stillmed.olympics.com/media/Documents/News/2023/03/Participation-for-Individual-Neutral-Athletes-Personnel-with-a-Russian-or-Belarusian-Passport.pdf>

- 2.7 For the avoidance of doubt, Sailing is not considered a Team sport in the same way as say hockey, basketball, football etc.
- 2.8 For the avoidance of doubt the recommendation is that the temporary sanctions remain against the participation of any boat owned or effectively controlled or managed by a Russian or Belarusian individual or entity and that no international sailing events be planned in Russia or Belarus.
- 2.9 At their April Board Meeting the Board agreed that World Sailing should be permitting Neutral sailors, support persons and race officials at World Sailing Events as this follows the current IOC guidance.
- 2.10 The Executive Office will closely monitor the position of the IOC and advise the Board, Council and Stakeholders accordingly.

3. Recommendations

- 3.1 The Council is requested to note the report.
- 3.2 The Council is requested to approve the IOC current guidance for World Sailing Events as above which has been incorporated into the Neutrality Policy attached for sailors, support persons and race officials.

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Director of Legal and Governance



World Sailing Policy for participation of Individual Neutral Athletes, Support Persons and Race Officials with a Russian or Belarusian Passport (the Neutrality Policy).

1. Preamble

Pursuant to the recommendations issued by the International Olympic Committee (the "IOC") on 28 March 2023 this is the World Sailing Policy for participation of Individual Neutral Athletes ("AIN(s)") Support Persons and Race Officials with a Russian or Belarusian Passport (the "Neutrality Policy") in World Sailing Events.

2. Summary of IOC Guidance:

- 2.1 Athletes with a Russian or a Belarusian passport must compete only as Individual Neutral Athletes.
- 2.2 Teams of athletes with a Russian or Belarusian passport cannot be considered.
- 2.3 Athletes, Support personnel and Race Officials who actively support the war cannot be entered as neutral.
- 2.4 Athletes who are contracted to the Russian or Belarusian military or national security agencies cannot compete. Support personnel and Race Officials who are contracted to the Russian or Belarusian military or national security agencies cannot be entered.
- 2.5 Any such Individual Neutral Athlete and Support Persons like all the other participating athletes and support persons, must meet all anti-doping requirements applicable to them and particularly those set out in the anti-doping rules of the IFs.
- 2.6 The sanctions against those responsible for the war, the Russian and Belarusian states and governments, must remain in place therefore:
 - No international sports events organised or supported by an IF or NOC in Russia or Belarus.
 - No flag, anthem, colours or any other identifications whatsoever of these countries displayed at any sports event or meeting, including the entire venue.
 - No Russian and Belarusian government or state official can be invited to or accredited for any international sports event or meeting

3. Participation

- 3.1 World Sailing Events is defined as per Policy E1, as "any event for which World Sailing selects the venue".
- 3.2 Individual sailors of Russian and Belarusian sporting nationality, their support persons, as defined in the Racing Rules of Sailing ("Support Persons") and Race

Officials shall only participate in World Sailing Events in a neutral capacity, and in no case as representatives of the Russian Federation or the Republic of Belarus, their Member National Associations ("MNA(s)") or National Olympic Committees ("NOC(s)").

- 3.3 Subject to the entry conditions stipulated in the Notice of Race, any sailor who satisfies the requirements of this Neutrality Policy shall be designated an "Individual Neutral Athlete", "Athlètes Individuels Neutres" in French, ("AIN") and be entitled to participation.

4. Neutrality

- 4.1 Any participation of an AIN, their Support Persons or a Neutral race official must fully comply with the Neutrality Policy, World Sailing Regulations, including the Anti-Doping rules, the Olympic Charter and any other regulations and rules applicable World Sailing Events.

- 4.2 In addition, the strictest neutrality towards the Russian Federation and the Republic of Belarus at any time since 24 February 2022, when the Russian Federation commenced the war in Ukraine, will be required for any participation by a sailor, Support Person or Race Official in any World Sailing Event. Neutrality requirements are:

- 4.2.1 No link with the Russian or Belarusian military or with any other national security agency

Sailors, Support Person or Race Officials who are or have been contracted to the Russian or Belarusian military since 24 February 2022, including any affiliated entities, or with national security agencies, cannot participate in World Sailing Events .

- 4.2.2 No communications promoting Russia or Belarus from 24 February 2022 onwards.

Sailors, Support Persons and Race Officials must have refrained from any activity or communication, either verbal, non-verbal or written, associated with the national flag, anthem, emblem or any other symbol of the Russian Federation, the Republic of Belarus, their MNAs or NOCs, or from any support for the war in Ukraine in any media (including but not limited to interviews in any media, social media, tweets, retweets, and posted messages on X (formerly Twitter), posted images on Instagram, Meta (formerly Facebook) forwarded messages, comments on other posts, videos on YouTube posts and or comments etc.) at any time since the beginning of the military aggression in Ukraine by the Russian Federation and the Republic of Belarus.

Sailors, Support Persons and Race Officials must not make any public statements or comments or take any action or behave in any way that may prejudice the interests of the competition, its integrity, or the participant's neutrality as required as a condition for participation.

- 4.2.3 No active support for the war in Ukraine since 24 February 2022

Only sailors, Support Persons and Race Officials who support the peace mission of the Olympic Movement and have not actively supported the war in Ukraine may participate as an AIN.

Sailors, Support Persons and Race Officials contracted at any time since 24 February

2022 to the Russian and Belarusian military or national security agencies are considered as actively supporting the war in Ukraine.

Any other form of verbal, non-verbal or written expression, explicit or implicit, at any time since the beginning of the war in Ukraine, in particular public statements, including those made in social media, participation in pro-war demonstrations or events, and the wearing of any symbol in support of the war in Ukraine, for example the "Z" symbol, are considered to be acts of actively supporting the war in Ukraine.

5 Anti-Doping Requirements

- 5.1 All AIN sailors, Support Persons and Race Officials must comply with all anti-doping requirements applicable to them, in particular those set out in the World Sailing Anti-Doping Rules.
- 5.2 World Sailing may, in accordance with the World Sailing Anti-Doping Rules, stipulate any specific doping control requirements for AINs, Support Persons and race officials noting that they have not been participating in international sailing competitions for over three years.

6. Application Process For Individual Neutral Athlete ("AIN(s)") Support Persons and Officials.

- 6.1 Individual Sailors, Support Persons and Race Officials of Russian and Belarusian sporting nationality shall apply to World Sailing to be granted the status of Individual Neutral Athlete ("AIN") by submitting the relevant application form to legal@sailing.org before any stipulated deadline within the Notice of Race for the relevant World Sailing Event.
- 6.2 Sailors, Support Persons and Race Officials of Russian and Belarusian sporting nationality shall only be entitled to participate in World Sailing Events once they have received confirmation of their eligibility from World Sailing.
- 6.3 Upon receipt of the application form, World Sailing Legal shall carry out verifications to ensure compliance with the applicable requirements for such status of Individual Neutral Athlete/Support Person/Race Official, as set out in Clause 4 of this Neutrality Policy.
- 6.4 After the verification process World Sailing Legal will present the applications to the World Sailing Board for approval.
- 6.5 Subject to Clause 6.6, World Sailing shall advise the outcome of any application for status as an Individual Neutral Athlete/Support Person to the relevant sailor/Support Person/Race Official within fourteen (14) days of receiving the application form.
- 6.6 World Sailing Board may extend the 14-day deadline specified in Clause 6.5 for such further period or periods it considers appropriate, if additional verification or time is required in order to ensure compliance with the applicable neutrality requirements stipulated in Clause 4 of this Neutrality Policy.
- 6.7 World Sailing may apply a fee for the processing of an application where additional measures for the verification of the applicable neutrality rules are required, in accordance with Clause 6.6. In such a case where a processing fee is applied in accordance with this Clause 6.7, the processing of the AIN application shall be suspended until payment of any additional processing fee is received.

7. Entry

- 7.1 All AIN sailors, Support Persons and Race Officials entries will be taken as representing themselves and will have no MNA.
- 7.2 World Sailing will issue each AIN sailor with a temporary AIN Sailor ID. Russian passport holders will be designated AIN X and Belarussian passport holders will be designated AIN Y. AIN X and AIN Y will each be treated as a separate country for the purposes of entries.
- 7.3 Where the number of eligible AIN X or AIN Y sailors exceeds the stipulated quota places permitted for the relevant event, the AIN with the highest rankings between Jan 2020 – Jan 2022 will be selected to be entered. If there are no rankings available, then results from Class World Championships may be used. As a final resort, if there are no rankings or results, then a simple draw will take place to select the sailor who will be selected to be entered.
- 7.4 World Sailing will verify the entry to the Organising Authority.

8. Flags

- 8.1 Flags of the Russian Federation or the Republic of Belarus (current or historical) shall not be raised or displayed at any competition venue, nor in any area where ancillary events are held, or any other area controlled by the Organising Authority ("OA") of an event, including hotel and village accommodation and transportation.
- 8.2 Where the use of a flag is necessary to identify Individual Neutral Athletes (e.g., at ceremonies, protocol events, on-site, TV/media displays), either an all-white flag shall be used or no flag shall be used.
- 8.3 The OA shall be responsible for ensuring that no flag of the Russian Federation or the Republic of Belarus, or any other object referring to these countries, is displayed within the scope of, or in relation to, an event, including by spectators.

9. Anthems

- 9.1 The national anthems of Russia and Belarus (or any other anthem associated with the Russian Federation or the Republic of Belarus) shall not be played or sung at any time during or in connection with World Sailing Events in any competition venue, nor in any area where ancillary events are held, or any other area controlled by the OA of an event, including accommodation and transportation.

10. Uniforms and Clothing

- 10.1 The uniform worn by Individual Neutral Athletes (AINs and their Support Persons) shall be white in colour.
- 10.2 The uniforms (whether competition, warm-up, formal, ceremonial, casual, etc.), clothing, equipment, accessories and personal items belonging to Individual Neutral Athletes and their support persons that are worn, used and/or displayed at competition venues, or any area where ancillary events are held, or any other area controlled by the OA, shall not contain:
 - any recognition of, or reference to, the Russian Federation, the Republic of Belarus, or their MNAs or NOCs, or any national identification of Russia or Belarus

(such as flag, coat of arms, colours or any other national symbol or emblem, whether official or unofficial) in any language or format; or

- any emblem or identification, commercial or otherwise, of any Russian or Belarusian organisation or entity; or
- any expression (message, graphic element, symbol, etc) with a direct or indirect political connotation.

10.3 Designs for any clothing to be used by an Individual Neutral Athlete (“AIN”) or their Support Persons must be submitted to World Sailing for approval. Any application must be submitted at least one (1) month prior to the event in question. Any use of clothing other than that approved by World Sailing may result in the disqualification of the sailor and/or disciplinary action.

11. Equipment

11.1 The boat and all the sports equipment used in sailing and all personal equipment must not contain:

- any recognition of, or reference to, the Russian Federation, the Republic of Belarus, or their National Federations or NOCs, or any national identification of Russia or Belarus (such as flag, coat of arms, colours or any other national symbol or emblem, whether official or unofficial) in any language or format; or
- any emblem or identification, commercial or otherwise, of any Russian or Belarusian organisation or entity; or
- any expression (message, graphic element, symbol, etc) with a direct or indirect political connotation.

11.2 The only designations which will be permitted on the boat and all the sports and personal equipment will be the World Sailing Event branding, AIN designations and World Sailing branding. An illustration of the AIN designation is shown in Appendix 1 of this Neutrality Policy.

11.3 The colour of the equipment shall be as per the colours offered by the manufacturer and shall not be one or more of the colours shown in the flags of the Russian Federation or the Republic of Belarus. An all white hull or board and white sails and kites are acceptable for events where equipment is not supplied.

12. Medals

12.1 Individual Neutral Athletes (“AIN”) may receive medals for their performances and participate in the relevant award ceremonies. Due to their participation as AIN individuals, these medals shall not count towards any medal table drawn up according to nations.

13 Media and Publications

OAs of World Sailing Events must withdraw references to Russia and/or Belarus in all documents and publications in both printed and electronic format, including, but not limited to, start lists, result lists, rankings, news articles, photos, social media posts, website posts and TV graphics. The acronym to be used instead shall be AIN.

14 Enforcement

- 14.1 World Sailing will monitor the implementation of the neutrality requirements as stipulated in this Neutrality Policy and reserves its right, at its sole discretion, to revoke its decision to allow the participation of Russian and Belarusian sailors and Support Persons or Race Officials as AIN, if the circumstances so warrant.
- 14.2 Violation of the neutrality requirements as stipulated in this Neutrality Policy, including but not limited to providing false information, by any person or entity bound by World Sailing Rules and Regulations, may result in the World Sailing Board withdrawing the AIN status of any AIN sailors and Support Persons or Race Officials and may involve the imposition of additional sanctions, including but not limited to fines and or disqualification of results.
- 14.3 Any person whose application was not approved pursuant to Clause 6.4 or whose status of AIN is withdrawn pursuant to Clause 14.1 above may re-apply to World Sailing by submitting a new application to be determined by the World Sailing Board in its sole discretion. Any re-application will require an application fee (to be determined upon re-application) to cover the costs of additional independent verification of compliance with the neutrality requirements as stipulated in this Neutrality Policy.
- 14.4 World Sailing shall take all reasonable measures to enforce the neutrality requirements as stipulated in this Neutrality Policy.
- 14.5 The World Sailing Board may direct that any violations which are not dealt with pursuant Clause 14.2 are dealt with pursuant to the disciplinary procedures in the RRS and/or the World Sailing Regulations and this may result in the imposition of sanctions, including but not limited to, a warning, reprimand, fine and or disqualification of results. For these purposes World Sailing will act as the AIN's MNA.
- 14.6 Any conduct unbecoming the values of sailing towards any sailors, their Support Persons (including those designated as AIN) or neutral Race Officials shall be subject to disciplinary proceedings pursuant to World Sailing Rules and Regulations and/or the Racing Rules of Sailing (the "RRS").

15 Appeals

- 15.1 For the avoidance of doubt, save for appeals afforded under Clause 14.5 or Clause 14.6, under the RRS or World Sailing's Rules and Regulations there is no appeal against any decision taken pursuant to this Neutrality Policy:
- not to grant an AIN status application pursuant to Clause 6.4
 - the withdrawal of AIN status pursuant to Clause 14.2
 - Not to grant a re-application for AIN pursuant to Clause 14.3
 - To revoke the decision to allow the participation of Russian and Belarussian as AIN pursuant to Clause 14.1

Appendix 1

