



NORWEGIAN MINISTRY OF CULTURE

Action Plan

# National Action Plan against Match-fixing in Sport 2013–2015





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This action plan has been drawn up by the Norwegian Olympic and Paralympic Committee and Confederation of Sports (NOC), the Football Association of Norway, Norsk Tipping AS (the Norwegian National Lottery), the Norwegian Gaming and Foundation Authority, the Ministry of Justice and Public Security, and the Ministry of Culture, in cooperation. All parties have contributed equally to the plan. The party responsible for implementation is specified under each measure.

Match-fixing must be prevented in order to safeguard the integrity of sport, maintain safety and confidence in the betting market, and combat international organised crime.

**Our goal is therefore:**

To prevent, detect and respond to match-fixing in sport.

**To achieve the goal, we will:**

- Improve knowledge about match-fixing
- Give priority to raising awareness and promoting the right attitudes to match-fixing in sport
- Monitor and regulate the betting market
- Strengthen the rules of the sports sector against match-fixing
- Intensify Norwegian participation in international cooperation against match-fixing

Match-fixing has no place in Norwegian sport. Effective prevention requires efforts from the sporting community, betting companies, the betting authorities and other public authorities. Since experience has shown that match-fixing occurs in both individual and team sports, this action plan is targeted at sport as a whole.

Implementing the action plan will require cross-sectoral action, and exchange of information between the parties will be essential. The Action Plan against Match-fixing in Sport is therefore the result of cooperation between the Norwegian Olympic and Paralympic Committee and Confederation of Sports (NOC), the Football Association of Norway, the Norwegian National Lottery, the Norwegian Gaming and Foundation Authority, the Ministry of Justice and Public Security, and the Ministry of Culture.



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# Definition of match-fixing in the action plan

The term “match-fixing” is used in different ways in different contexts. In its broadest sense it covers all forms of manipulation of a sports competition.

Used in the broadest sense, match-fixing includes manipulation of results based purely on sports-related considerations. For example, a team or an individual athlete chooses to lose a match in order to compete against a weaker rival in the following round. In order to preserve the integrity of sport, the sporting community needs to discuss such issues in detail. However, this type of sports results manipulation is outside the scope of the present action plan.

Manipulation of competitions for financial gain is a growing problem in international sport. The aim is usually to earn money by influencing a particular outcome and then placing a wager on it with a betting company. In some cases teams or individual athletes have paid a rival to manipulate a competition in order to achieve the desired outcome.

**This type of match-fixing can be roughly divided into three categories:**

*Match-fixing:* traditional manipulation of the outcome (a team or individual athlete is paid to lose).

*Spot-fixing:* manipulation of a particular event during a competition (for example the first corner in football) that does not necessarily influence the outcome.

*Point-shaving:* manipulation of the final result but not of the outcome (the players may be paid to ensure that the team does not beat the opposing team by more than for example 10 goals).

The definition used in this action plan covers all three categories:

*Match-fixing is defined as manipulation of a sporting competition where the actors involved (athletes, trainers, managers, referees, etc.) seek to manipulate the outcome of the competition or a single aspect of the competition for financial gain for themselves or others.*

# Match-fixing as an international problem

Match-fixing is not a new problem in international sport, but there has been a rapid increase in frequency in the last few years. Attempts have been made to put a figure on the scale of this practice at the international level, but it is often difficult to know whether or not a particular game has been fixed. There is little information available in such cases, and where information does exist, it is often based on rumour and is difficult to prove. It is therefore not possible to draw any definite conclusions about the extent of match-fixing.

However, legal proceedings in a number of European countries have shown evidence that match-fixing in sport is a significant problem. Most of the cases have concerned football, and several European leagues have been involved. One of the best known cases of match-fixing in Europe is the Bochum match-fixing scandal of 2008, which included 351 suspects from 25 countries in 323 incidents.

Although most of the known incidents of match-fixing involve football, cases have been registered in several other team and individual sports, such as tennis, handball, cricket and ice hockey.

There is general agreement that the link between sport and betting has increased the probability of match-fixing. Online betting in particular has revolutionised the betting market in recent years. Before this, betting on sport was regulated at the national level, but today online betting companies operate across national borders. The market has become more difficult to regulate and problems often arise when investigating suspected cases where several different countries are involved.

Online betting has also resulted in a dramatic increase in the number of betting objects. For every football match, for example, there are an infinite number of objects to bet on (first goal-scorer, number of free kicks, number of yellow cards, etc.). Live betting also allows the client to bet on an object during a match.

Betting is a well-known method of money laundering, and the development of the betting market has made match-fixing more attractive to international organised crime. Furthermore, the sports sector is generally more independent, less regulated and less closely monitored than other social sectors, and this also attracts criminal groups.

The link between sport, betting and international organised crime shows that prevention of match-fixing requires cross-border cooperation between the sporting community, betting operators and the public authorities.

# The importance of combating match-fixing

## **Safeguarding the integrity of sport**

The importance of sport for a society lies largely in the positive values on which it is based. Match-fixing threatens these basic values and may harm the integrity and reputation of sport.

The attraction of sporting events for the public may also be weakened if people begin to believe that the competition outcome has been decided beforehand.

## **Maintaining a safe, trustworthy betting market**

Match-fixing also threatens the betting market. The Norwegian National Lottery fulfils an important duty to society by promoting a betting system that is safe and trustworthy. The company is thus completely dependent on public confidence in its products.

If there is any doubt whether the betting is clean, the public's confidence will be weakened and the company's reputation will suffer.

## **Combating international organised crime**

The investigation of major match-fixing cases in Europe has shown that these activities are often backed by criminal networks, which are attracted by the link between sport and betting.

Thus the efforts to prevent match-fixing should be viewed in relation to the general efforts to combat international organised crime.

# National statutory provisions that can be applied to match-fixing

Certain national legislative provisions are an effective means of combating match-fixing. The following provisions of the Penal Code apply.

## **Fraud**

According to section 270 of the Penal Code of 1902 and section 371 of the Penal Code of 2005, any person who, in order to obtain an unlawful gain by causing, confirming, or exploiting a mistake, unlawfully induces any person to commit an act that causes loss or a risk of loss to him or any person for whom he is acting is guilty of fraud.

## **Corruption**

Under section 276a of the 1902 Penal Code and section 387 of the 2005 Penal Code, any person who for himself or other persons requests or receives an improper advantage or accepts an offer thereof in connection with a position, office or assignment, or gives or offers any person an improper advantage in connection with a position, office or assignment, is liable to a penalty for corruption.

According to section 276 c of the 1902 Penal Code and section 389 of the 2005 Penal Code, if the improper advantage is requested, received, offered or given in return for influencing the conduct of any position, office or assignment, it may be considered as punishable trading in influence.

## **Breach of trust**

Match-fixing by a person in a managerial or supervisory capacity is covered by section 1902 of the 1902 Penal Code and section 390 of the 2005 Penal Code relating to breach of trust. The provision applies to any person who, for the purpose of obtaining for himself or another person an unlawful gain or inflicting damage, neglects another person's affairs which he manages or supervises or acts against the other person's interests.

## **Use of force and threats**

The Penal Code also covers match-fixing if force or threat is used (sections 222 and 227 of the 1902 Penal Code and sections 251, 252, 263 and 264 of the 2005 Penal Code).

All penalties under the above provisions also apply to aiding and abetting match-fixing. In certain cases, match-fixing may also be covered by the provisions relating to gross fraud (section 271 of the 1902 Penal Code and section 372 of the 2005 Penal Code) and gross corruption (section 27b of the 1902 Penal Code and section 388 of the 2005 Penal Code).

The above provisions of the Penal Code adequately cover, or will cover when the Penal Code of 2005 has entered into force, the forms of match-fixing dealt with in the present action plan.

# Intensifying the fight against match-fixing in Norway

Effective action against match-fixing requires concerted efforts by the sporting community, betting companies, the betting authorities and the public authorities in general. The work requires cross-sectoral coordination, and exchange of information between the parties is essential.

Although the police are aware that betting in general is a well-known method of money laundering, their knowledge about the extent of match-fixing in Norway is limited. However, the ongoing investigation of match-fixing in Norwegian second-division football has increased police knowledge of this form of crime and made them more clearly aware of its existence.

## **Improving existing knowledge about match-fixing**

The first step in preventing match-fixing is to recognise the scale and gravity of the problem. This requires information. Until recently little was known about match-fixing in Norway, and the sporting community, the betting sector and the public authorities need to improve their knowledge of this type of crime.

Knowledge about match-fixing is steadily growing in response to the rapid increase in the problem in international sport. Information also needs to be regularly updated so that appropriate measures can be devised.

It is equally important to ensure that acquired knowledge reaches the key actors. Information must be shared across sectors and down to the local level. It is especially important that athletes, trainers, managers and referees are aware of and informed about match-fixing. The police and the prosecuting authorities will seek to obtain more knowledge in this field.

## **Measures**

- The Norwegian Gaming Authority will publish a knowledge base on match-fixing on its website containing up-to-date information and links to organisations that work against match-fixing.
- The Norwegian Gaming Authority will establish a cooperation forum under its leadership for sports associations, the Norwegian National Lottery, the police and other public authorities for the exchange of information and expertise.
- The NOC will conduct a survey, in cooperation with the relevant national sports federations, among players and trainers in selected sports to find out how much they know about the rules governing their sport and whether they know of and/or have experience of cases of match-fixing.
- The Ministry of Culture will take the initiative in 2013 to arrange an international cross-disciplinary seminar on match-fixing to which sports associations, the betting sector and various public authorities, including the justice and police authorities, will be invited.

# Promoting the right attitudes to match-fixing in sport

Every person involved in Norwegian sport must be clearly aware of the integrity of sport, and this awareness should be an integral part of the normal practice of sport down to the local level. Preventive and opinion-shaping measures targeted at athletes, trainers, managers and referees are crucial in this work.

In many cases the perpetrators of match-fixing are betting syndicates and organised criminal groups. However, all match-fixing requires collaboration by elements of the sporting community itself. This means that athletes, trainers, club managers and referees are those most likely to be approached by criminal groups or individuals. A clearer awareness, more knowledge and an honest attitude among all those involved in sport are essential to enable them to resist attempts at match-fixing.

International efforts to combat match-fixing stress the importance of a prevention strategy. For example, Interpol has cooperated with FIFA on developing a training, education and prevention programme for football. One of the goals of the programme is to educate and train key actors in football on how to recognise, resist and report attempts to corrupt or fix matches. SportAccord, an umbrella organisation for international sports federations, has also developed an e-learning programme on match-fixing. Both these programmes could serve as models for an education and training programme adapted to Norwegian conditions.

## Measures

- The NOC will develop, in cooperation with individual national sports federations, an education and training programme on match-fixing for athletes, trainers, managers and referees, based on an e-learning programme.
- The NOC will draw up ethical guidelines for use in combating match-fixing.
- The NOC and national sports federations will include match-fixing issues in the training of trainers, managers and support staff.
- The NOC will disseminate information to athletes, trainers, managers and referees concerning the rules that apply to betting and match-fixing.
- The NOC will establish procedures for what athletes approached about match-fixing should do and for how this intelligence should be handled.

# Monitoring and regulation of betting

Effective prevention of match-fixing requires a good monitoring system and mechanisms for regulating betting. It also requires close cooperation between the sporting community, the Norwegian National Lottery and the Norwegian Gaming Authority in its capacity as supervising authority.

## **The Norwegian National Lottery's role as betting operator**

The main motive for match-fixing is financial, and the profit comes mainly from clients betting on odds. As a betting operator, the Norwegian National Lottery has an important role in preventing match-fixing.

Market monitoring is one of the most important tools used by the Norwegian National Lottery to combat match-fixing. By monitoring the betting, it can adjust the odds or close the betting in order to minimise the profits of any match-fixing.

The Norwegian National Lottery can also regulate betting objects. The new IT infrastructure for sports betting gives the company a better tool for regulating the maximum size of the bet according to the type of sport, type of league, type of betting object and type of outcome. The aim is to control the size of the pot and assess the risk of irregularities occurring for each betting object. The higher the risk of irregularities, the smaller the pot.

The third tool at the Norwegian National Lottery's disposal is the company's internal control procedures, which include following up the commissioner level. The Norwegian National Lottery is currently conducting a procurement process in connection with the identification cards for individual bettors. The aim is to achieve a closer link between betting and the individual bettor's identification card to reduce the misuse of these cards.

## **The supervisory role of the Norwegian Gaming Authority**

Under section 14 of the Act relating to money betting, the Norwegian Gaming Authority is responsible for seeing that the activities of the Norwegian National Lottery are in accordance with legislation and rules. The Authority plans its activity according to a risk and materiality assessment based on the information on betting activities available at any one time from the Norwegian National Lottery. This risk manage-

ment-based supervision means that the Authority is able to make a valuable contribution to the efforts to prevent match-fixing by closely following up the Norwegian National Lottery's procedures and control measures.

## **Monitoring by the sporting community of betting activities related to Norwegian football matches**

UEFA cooperates with the company Sportradar on monitoring the betting on European football matches. Sportradar monitors the two highest divisions and the national cup in all European countries. This means that through its association with UEFA, the Football Association of Norway is able to monitor matches in Norwegian Premier Division, Norwegian First Division and the Norwegian Football Championship.

### **Measures**

- The Norwegian National Lottery will introduce a betting system that limits the size of the pot and of the maximum bet at different levels of odds. The permitted size of the pot will vary for different sports and different leagues.
- The Norwegian National Lottery will establish a maximum size for pots, a warning system and a monitoring system for the sales of each commissioner. The restrictions will be the same for all commissioners, but they may change from day to day and may differ between sports, leagues, etc. The Norwegian National Lottery may also put a ceiling on the pot of each commissioner for a particular betting combination.
- The Norwegian National Lottery will establish a maximum size for pots, a warning system and a monitoring system for sales and net payments for each betting outcome of a betting object. The company will also establish a maximum size for pots, a warning system and a monitoring system for sales and net payments for each betting combination, and this may differ between sports, leagues, etc.
- The Football Association of Norway will extend the current match monitoring system to cover matches at a lower level as well.
- The Norwegian Gaming Authority will monitor the risk management systems established by the Norwegian National Lottery in connection with match-fixing and irregularities committed by commissioners.
- The Norwegian Gaming Authority will, in cooperation with the betting sector and sports associations, establish procedures for the rapid sharing of information on match-fixing between the relevant parties for the purpose of preventing, detecting and responding to match-fixing.

# Strengthening the rules and legislation governing sport

Match-fixing is not compatible with the integrity of sport. It is crucial that the rules and legislation applying to sport should cover the activities defined as match-fixing, and that they should also have a preventive effect.

The provisions of the Act relating to the Norwegian Olympic and Paralympic Committee and Confederation of Sports (the NOC Act) are binding at every level of the organisation. The Act has two provisions that apply to illegal betting and are intended to lessen the risk of match-fixing.

## **Section 2-5 (4) of the NOC Act**

*A person may not hold an honorary position in in the same sport in more than one team that is participating in the same competition.*

The provision is intended to ensure that the competition is fair and that the result is unpredictable.

## **Section 11-4 c of the NOC Act**

Any person or organisational unit who participates in an improper manner in betting on a competition and who is associated with the competition as a athlete, referee, trainer, manager, support staff member or other position is liable to a penalty.

The provision was included in the NOC Act by a decision of the Executive Board on 21 June 2005. The reason was that match-fixing was suspected in several sports.

## **Section 11-4 of the NOC Act states that:**

A person or organisational unit who

- b) commits unlawful violence or behaves in a dishonest or improper manner,*
- d) commits financial irregularities, pays, is paid, receives or agrees to receive remuneration that is in conflict with the rules that apply to sport,*
- e) gives incorrect or misleading information,*
- i) in any other manner behaves in such a way as to clearly harm sporting activities or the reputation of sport, is liable to a penalty.*

Section 11-4 c covers cases where a person or an organisational unit in the sport itself participates in an improper manner in money betting on a competition with which they are associated. It does not apply to persons outside the sport who bet on the competition.

The NOC Act contains no specific sanctions against match-fixing, but there are a number of general penalties that apply in such cases. Section 11-4 sets out the actions that are subject to a penalty.

Under section 11-2 of the NOC Act, national sports federations may establish competition rules that carry sanctions according to a system decided by the association itself. The Football Association of Norway has taken advantage of this to introduce rules aimed at preventing match-fixing.

## **Section 1-5 of the match rules of the Football Association of Norway**

### **Fair Play**

- 1) The players, managers, trainers, support staff and employees of a club shall comply with the principles of loyalty, integrity and fair play in connection with matches played by their own and other clubs.*
- 2) None of the actors mentioned in (1) may, directly or indirectly, take part in a wager on the outcome of a match in which he himself is participating, contribute or attempt to contribute to bribery in any way, or attempt to influence the outcome of a match through unsporting behaviour.*

## **Measures**

- In 2013 the NOC will review its rules and consider including specific amendments to combat match-fixing. Any amendments made will apply to all sports affiliated with the NOC.
- The Football Association of Norway recognises the need to amend section 1-5 (2) of its match rules to include betting objects other than the outcome of a match.
- The Football Association of Norway will consider introducing a general obligation for parties involved in football to report attempts to prevail on them to contribute to match-fixing.

# Active participation in international cooperation against match-fixing

Match-fixing is an international problem. Online betting companies operate across national borders, and over 120 international betting companies regularly offer betting on Norwegian football matches. The market has become difficult to regulate, and investigating suspected cases raises problems when several different countries are involved.

Developments in the betting market are making match-fixing increasingly attractive to international organised criminal groups such as the Asian betting syndicates operating in the European market.

These factors mean that cooperation across borders is essential if match-fixing in sport is to be effectively prevented. This includes cooperation in the sporting community, and within the various groups of betting companies, supervisory authorities and public authorities. The Norwegian police and prosecuting authorities will participate in the cooperation against match-fixing within the framework of their international organisations.

In the last few years many international sports organisations have stepped up their efforts to prevent match-fixing. The IOC, SportAccord, FIFA and UEFA, for example, have implemented more effective measures for combating the problem.

The authorities in various countries are also becoming aware of the need for cooperation. The Enlarged Partial Agreement on Sport (EPAS) under the Council of Europe has launched negotiations on a possible international convention on match-fixing. The Nordic supervisory authorities in the field of money betting have decided to establish a working group on match-fixing under the leadership of the Norwegian Gaming Authority.

In the justice sector, Interpol has cooperated with the police in China, Malaysia, Singapore and Thailand on coordinating a number of successful operations against illegal Asian betting networks in the last few years. Interpol has also, in cooperation with FIFA, established an Integrity in Sport unit for developing and implementing training for actors involved in sport to combat match-fixing.

## Measures

- Norwegian sports associations will take an active part in the cooperation against match-fixing within the framework of their respective international federations.
- The Norwegian National Lottery will take an active part in the cooperation against match-fixing in the international forums in which it participates.
- The Norwegian Gaming Authority will take an active part in the cooperation against match-fixing in the international forums in which it participates.
- The Norwegian authorities will take an active part in the work of the Council of Europe on a possible international convention on match-fixing.
- The Norwegian police and prosecuting authorities will take part in the cooperation against match-fixing within the framework of their respective international organisations.

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