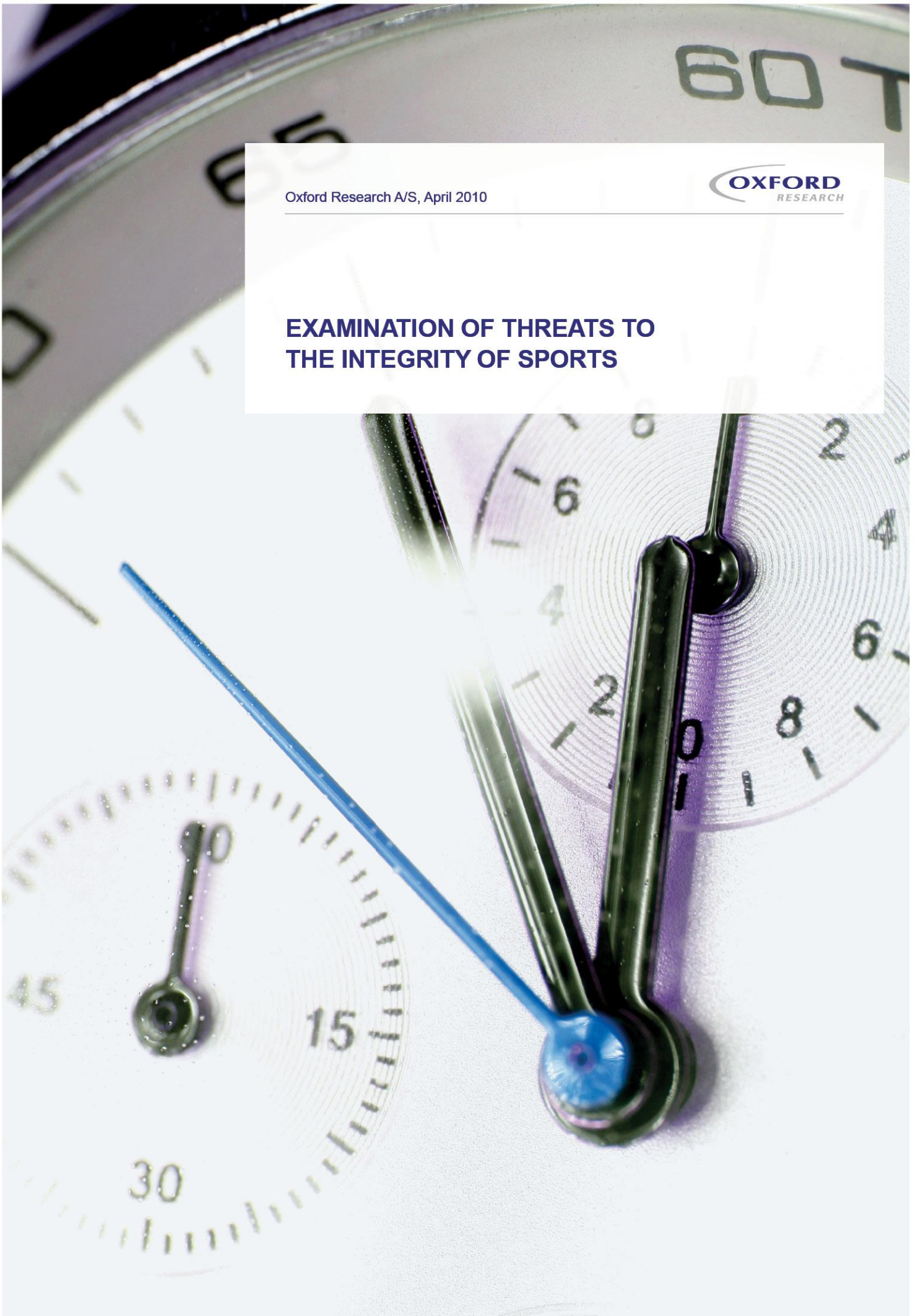


Oxford Research A/S, April 2010



EXAMINATION OF THREATS TO THE INTEGRITY OF SPORTS



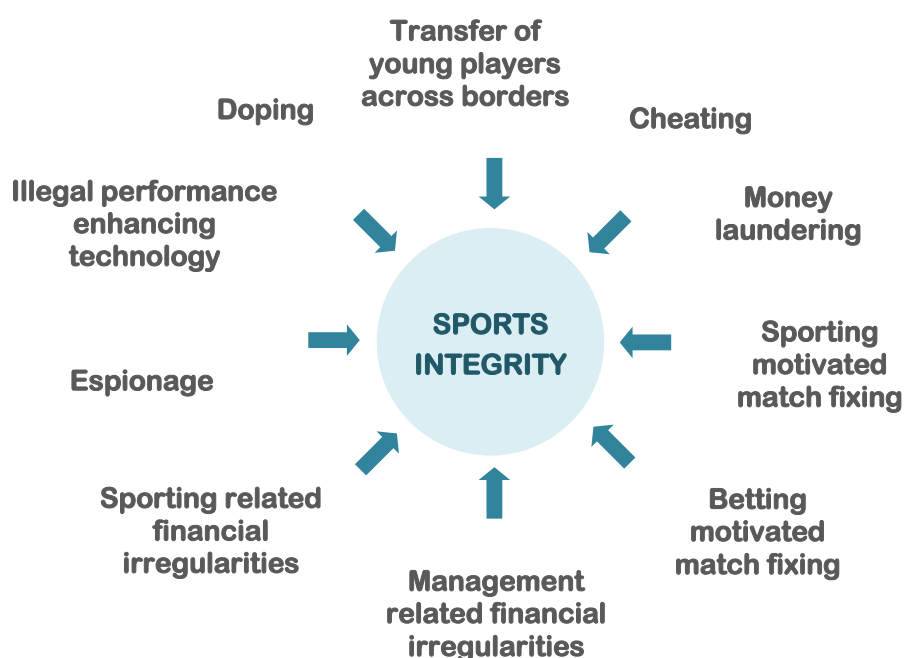
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1 Executive summary

This report examines threats to the integrity of sport and how to combat them. **10 main threats to the integrity of sport have been identified.** Seven are direct threats to the integrity of sport and three are more indirect threats. They are highly different but they have in common that they are in opposition to the fundamental values of sport. The 10 threats illustrate that the **issue is more complex than often portrayed by public and media discussion** where focus tends to be on only one or two threats. This focus is too narrow and only touches upon part of a bigger picture.

Figure 1 – overview of the threats to the integrity of sport



It is evident that **there is a lack of reliable information and data on threats to the integrity of sport.** One of the principle challenges of this study has been a shortage of up-to-date data from reliable sources which could be used to examine how widespread the threats are and in which sports the threats are most commonly found. An effective strategy for combating threats to sport must build on a thorough understanding of the nature and the scale of the threats. Thus, there is **a need for better data to build effective evidence-based policies around.** Future policy-making ought to be built on facts and not only on isolated events, feelings or political passions.

Further, an efficient strategy to combat threats to the integrity of sport seems to combine three elements: **clear procedures, surveillance and testing as well as education.** The focus in combating threats to sport, especially in the area of doping, has often been on surveillance, tests and punishment. Detection and punishment are very important measures but **too little attention, in comparison, seems to have been paid to prevention in the form of education** of athletes and officials. Despite the development of advanced testing systems, doping in sport has not disappeared and experience

indicates that technological solutions alone cannot curb what are often essentially behavioural problems.

The report also illustrates that the **threats must be regarded as part of wider societal problems** and cannot be understood by focusing on sport alone. The societal context that sport is part of must be understood too in order to understand how to tackle the threats. This is important for understanding the nature of the problem. This is evidenced by the following description of the fight against doping "the focus was always on the athlete. When an athlete tested positive he or she received the assigned penalty and that was the end of the matter. No effort was made to ascertain if others were involved".¹ The doping networks around the athletes and the wider context were ignored.

Understanding the **context is also important for understanding the cause of the threats**. Sports, pharmaceutical companies, licensed bookmakers, etc. are legal but they can be targeted by criminals as a stage for their criminal activities. Though sporting authorities and the actors supplying the products being targeted, i.e. pharmaceutical or betting products, can and should help solve the problem, they are not the cause of the problem. In a crime free society there wouldn't be crimes in sport either but crime from society will spill over into sport. Parallels can be drawn to spectator violence in sport, where trouble makers have used sport as a stage for fighting. However, the problem has its origin in society and is not caused by the sports clubs.

Finally, it is also clear from the literature and the description and analysis of threats to the integrity of sport that **good practice in combating threats must involve all relevant parties working together**. The challenges can only be tackled efficiently if all stakeholders in the chain uphold their responsibilities, share information and coordinate their efforts. This includes sports authorities, and their guidance of players, club staff and management as well as government bodies and actors inside or outside of the sports world who are closely related to the threats.

Implications for policymakers emerging from this study rest on the key principle that future policy making can be substantially improved by understanding the causes of the threats in relation to wider society and not just sports, by collecting better data and more information on the threats, and by guiding future common efforts and initiatives on a combination of clear guidelines, surveillance and testing, and education.

¹ Waddington, 2002

2 Introduction

Sport plays an important social, economic and entertainment role in society. And the role of sport is expanding. Through sport related employment, match day and tournament revenues, television rights, sponsorships, merchandise etc. sport has become an important economic sector in society. Though sport as a sector is difficult to define and internationally comparable data on sport is limited the large and rising importance is clear:

- **Participation.** About 125 million people in the EU take part in sport, more than a quarter of all EU citizens²
- **Employment.** According to a European study from 2004, the sports sector accounted for some 800,000 jobs and the total number of jobs classified under sporting activities has tripled since 1980. However, this estimate only includes the core business of sport. In 2000, it was estimated that approximately 400,000 people were employed in sport-related activities in England alone, equalling approximately 2% of all employment³
- **GDP.** It is difficult to ascertain the overall economic value of sports. According to estimates the sporting industry accounts for between 0.5 and 3.7 percent of overall EU-GDP, depending on the definition of the sporting industry. This is despite the fact that the vast majority of sporting activities still take place within non-profit structures⁴
- **Turnover.** Total revenue in the five biggest European football leagues more than tripled from EUR 2.5 billion in 1996-1997 to EUR 7.9 billion in 2007-2008.⁵

Furthermore, sport contributes to keeping us healthy and is often said to have an important educational function teaching us about team spirit and honesty as well as building bridges between different races and cultures. Sport is also an important form of entertainment. Not only for those participating but also for those watching live at stadiums or via television.

Lately it has been argued that the integrity of sport is under increased threat and that this might lead people to lose interest in sport. Given that sport plays such a large role in the life of many people such a development would have a significant impact on our lives and societies in Europe. Still the issue has received little interest from academics. Because of this, and because of the great interest in sport, the debate is often dominated by opinions based on isolated events, feelings or political passion rather than data and facts. Therefore, Oxford Research has taken a closer look at this emerging issue in this report which gives an overview of the different threats to sport and selected examples of what has been done to combat them.

² www.ekospor.com

³ Sport England, 2000

⁴ FATF, 2009

⁵ www.deloitte.com

1.1.1 Integrity and values of sport

The term integrity stems from the Latin adjective integer (whole, complete). In this context, integrity may comprise the personal inner sense of "wholeness" deriving from (say) honesty and consistency of character. As such, one may judge that others "have integrity" to the extent that one judges whether they behave according to the values, beliefs and principles they claim to hold. Thus, threats to the integrity of sport occur if the people involved in or related to sports do not behave in accordance with the values of sport. But what are the values related to sport?

Sport is often seen as a distinct sphere of society based on "pure" values. Some of the values most often mentioned in relation to sport are:

- **Fair play** implies that you follow the rules, that everyone competes under the same conditions and has an equal opportunity to win.
- **Comradeship, team effort and hard work** are other values often associated with sport. Through sport one can learn the value of being committed to something and experience success and failure in a safe environment as well as how to achieve common goals if you work together as a team.
- **Promoting health.** Sport is the primary form of exercise for many. Especially today, where obesity is an increasing concern and more people have sedentary work, sport is an important factor in keeping us active and healthy.

Threats to the integrity of sport are therefore incidents or actions in or related to sport that conflict with these values. If sport is no longer conducted according to its fundamental values it loses its integrity. And if sport loses its integrity it might also lose its appeal. Or as the British sports minister Gerry Sutcliffe said "sport inspires people, it enthuses people. But it doesn't do that if they think it's bent, if they think it's fixed".⁶

2.1 Structure of report

The section below will examine different threats to the integrity of sport as defined above. Each threat is illustrated by concrete examples. This is followed by an in depth examination of the two threats most often mentioned, doping and betting⁷ related match fixing. This section includes an assessment of how widespread the threats are and where the threats are most commonly found. Finally the report looks at what constitutes good practice in combating the threats.

⁶ <http://news.bbc.co.uk>

⁷ The term betting covers a broad range of activities, including poker and roulette, but the focus here is on sports betting.

3 Threats to the integrity of sport – an overview

There is no commonly accepted definition of what constitutes a threat to sport or which issues pose a threat to sport. Is it for example acceptable to field your second team if a match cannot change your own placing in a competition but could affect the placing of other teams in the same league?

These questions are complicated even further if we look at differences between continents, countries or sports. What is acceptable also changes over time. In cycling it is acceptable and widespread that riders work for a captain of the team and that the captain will be allowed to win if several riders from the same team reach the goal together. However, in other sports this behaviour is not accepted. An example is formula 1 where Rubens Barrichello in the 2002 Australian Grand Prix allowed his team-mate Michael Schumacher to overtake him just before the finishing line. This was seen as highly controversial, was booed by the spectators and led to team orders being banned in 2003.

One way of categorizing threats to the integrity to sport is to distinguish between competition and non-competition focused threats:⁸

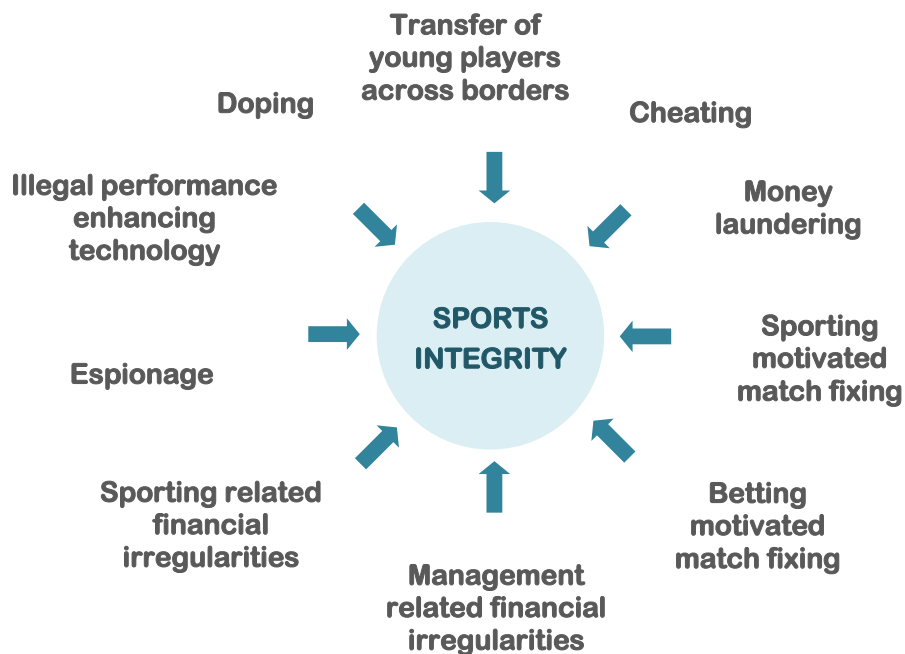
- **Competition focused**, where the threat is related to a match or competition. The people involved are athletes and sporting officials, e.g. referees and doctors, and the purpose is typically to influence the outcome of a match, a race or a competition.
- **Non-competition focused**, where the threat is related to a management decision. The people involved are typically administrative staff and the purpose is typically to influence decisions over who gets to host events, who gets media or marketing right to events or who gets nominated or elected for important management positions in sport.

However, this is a very broad distinction and there are many different competition focused threats. Other potential ways to distinguish different threats to sport could be to look at whether the primary purpose is to gain sporting or economic advantages, whether the threats are "only" in conflict with the rules of sport (can only be punished by sporting bodies) or also with rules of society (can also be punished by legal authorities) or whether the threat is mainly related to amateur or professional sport. Here a distinction is also made between whether the issues are direct threats to the values and integrity of sport or whether the threat is more indirect.

However, no commonly accepted definition or distinction between different threats to sport seems to exist. Some articles, depending on the level of detail and/or the purpose, list one or two threats, often doping or match fixing, but fail to mention that the threats mentioned are only a selection of a broader range of threats. Therefore we start out by giving an overview of the different threats which have been encountered as part of the research for this report. Altogether 10 threats have been identified.

⁸ Maennig, 2005

Figure 2 - Overview of threats to the integrity of sport



Doping, illegal performance enhancing technology, espionage, sporting related financial irregularities, betting match fixing, sporting related match fixing and cheating are obvious threats to the integrity of sport because they compromise the notion that everyone competes on equal terms and can succeed through hard work. Management related financial irregularities, money laundering and transfer of young players across borders does not affect the performance of an athlete or a team but can still lead to some teams or athletes gaining advantages through improper or illegal activities. Many would not regard this as fair play.

3.1 Doping

Doping is seen as posing a threat to sport worldwide, including in Europe, because it undermines the principle of open and fair competition. It also seriously affects the image of sport and poses a serious threat to individual health. Doping can be either the use of performance enhancing illegal drugs or blood doping to improve athletic performance. Recently, gene doping has also emerged as a potential means to improve athletic performance.

Following the fall of Communism in the late 1980s and early 1990s, evidence emerged of the widespread government sponsored doping of athletes supervised by sports physicians in the former Soviet Union, and East Germany in particular.

Later Ben Johnson lost his Olympic gold medal at the Seoul Olympics in the Men's 100m sprint event after having tested positive. The positive test was a watershed in the history

of doping in sport. The event generated huge media coverage and it raised public awareness of doping in sport to a level which was unprecedented.⁹

Many of the most recent high profile examples have been linked to cycling or the Bay Area Laboratory CoOperative (BALCO). The systematic use of doping in cycling was exposed with the so called Festina affair, which relates to events before and after the 1998 Tour de France. The affair began when a large haul of doping products was found in a car of the Festina cycling team just before the start of the race. The findings led to an investigation and a subsequent searching of many teams during the race. The affair highlighted that doping offences were not only riders operating on their own but were systematically organized by the team and involving numerous people in and around the team.

Since then cycling and the Tour de France has regularly been haunted by doping scandals. The so called Operacion Puerto involving doctor Eufemiano Fuentes and many of the top riders is the latest case to indicate systematic use of doping among riders. In a police raid of a residence belonging to Fuentes, Spanish police found a thousand doses of anabolic steroids, 100 packets of blood products, and machines to manipulate and transfuse them. The case was said to involve more than 200 athletes, amongst which 34 cyclists were named. However, 15 of these were later acquitted of any wrongdoing, and three admitted their ties to Fuentes. The case was closed when a Spanish court ruled that blood bags found by the Spanish police could not be released to international institutions.

The American company BALCO, founded in 1984, was a service business for blood and urine analysis and food supplements. In 1988, it offered free blood and urine tests to a group of athletes known as the BALCO Olympians. BALCO marketed tetrahydrogestrinone ('the Clear'), a then undetected, performance enhancing steroid, which was then supplied to a number of high profile sports stars from the US and Europe. In September 2003, following an anonymous tip off, agents of the US Internal Revenue Service, Food and Drug Administration, Narcotics Task Force, and USADA conducted a search of BALCO facilities. They found steroids, names of athletes and dosage plans. Olympic and world athletics champion Marion Jones was one of the most famous athletes to be involved with BALCO.

It should be noted that the problem of doping does not only exist in the professional sports field. Studies led by the European Commission have revealed that amateur athletes are also making increasing use of performance-enhancing drugs. Doping has thus increasingly become an issue that affects the whole of society.¹⁰

Doping is normally taken by humans but doping of animals, for example horses or dogs, has also been discovered.

3.2 Illegal performance enhancing technology

Illegal performance enhancing technology, also sometimes branded technological doping, refers to use of technology in sport not approved by the relevant sports federations' to improve performance. In general it is not as widespread as illegal performance enhancing drugs and not as high profile but within certain sports, like Formula One, it is high on the agenda.

⁹ Waddington, 2002

¹⁰ <http://ec.europa.eu/sport>

Use of illegal performance enhancing technology occurs in sports where the use of technology is restricted and equipment has to follow certain standards. In these sports technology is typically important for the results of matches or competitions. Performance enhancing technologies can both be used outside of competition, in practice and preparation, and directly in competitions.

Standards for the use of technology in sport are typically introduced to level out the playing field and increase the importance of athletic skills. Critics argue that innovations "technologize" and de-skill sport. Further, if the new technologies are only available to some and not all, they compromise the notion of fairness. These viewpoints stem from the basic conviction held by many in and around sport that the goal of sport competitions should be to measure, compare, and rank participants according to athletic performance.¹¹

Use of illegal performance enhancing equipment in competition has been exposed a number of times in formula one, where the cars have to live up to technical regulations defined by the FIA (The Fédération Internationale de l'Automobile). Most of the regulations limit the engine capacity and performance of the car and the regulations are therefore a very important factor for the competitiveness of the teams and cars. Teams have *inter alia* been caught using unauthorized software (mainly traction control) and illegal fuel valves that pumped fuel into the car faster than the legal fuel valve.

In cycling, debate has often centred on the bicycles used for time trials. In March 2010 the International Cycling Union (UCI) said that Italian rider Fabian Cancellara in the 2009 Tour de France used an illegal bike when he won the first stage time trial. President for Union Cycliste Internationale (UCI) Pat McQuaid at the same time declared that UCI would crack down harder on use of illegal equipment in the future. The purpose, McQuaid said, is to make sure that it is the rider and not the equipment that decides who wins.

The issue can also take on a more ethical dimension because it is difficult to draw the line between valuable, acceptable, and un-acceptable technologies in sport (Loland, 2009). Whether it is acceptable to use the so called high-altitude houses for training and sleeping in outside competitions is for example widely debated. The high altitude houses give the same effect as high altitude training and have amongst others been used by cross country skiers. However, many see it as unethical and many sporting authorities do not accept the use of high altitude houses.

The use of full-body swimsuits worn by a number of swimmers breaking world records recently, and leading to a significant increase in the number of world records being broken, has also stirred a great deal of controversy. The reason being that the ideal in swimming is that athletes compete on their swimming abilities and not their swim suit. Full body suits were banned by swimming's international governing body FINA in 2009.¹²

3.3 Espionage

Espionage refers to the illegal attainment of sensitive information. In a sporting context, clubs or teams have used espionage to obtain information about opponents thereby gaining a competitive advantage. This has amongst others been exposed in Formula One, American football and soccer.

¹¹ Loland, 2009

¹² www.usatoday.com

The case that has attracted most attention recently was the 2007 Formula One espionage controversy, also known as "Spygate". The case involved allegations that the McLaren Formula One team was passed confidential technical information from the Ferrari team, and that the Renault F1 team was passed confidential technical information from the McLaren team. The FIA hearing into the matter resulted in several penalties for McLaren. The most important of these were the team's exclusion from the 2007 Constructors' Championship and a record-breaking fine of USD 100 million.

In American football the New England Patriots were disciplined by the National Football League (NFL) for videotaping New York Jets' defensive coaches' signals during a game in September 2007 from a sideline location. Patriots head coach Bill Belichick later admitted to taping signals dating back to 2000. After an investigation, the NFL fined Bill Belichick USD 500,000 for his role in the incident, fined the Patriots USD 250,000, and docked the team their original first-round selection in the 2008 NFL Draft.

In football, the Danish female team at the 2008 World Cup in China discovered video equipment and two people hidden behind a glass mirror wall taping their final preparations before playing China in the tournament.

3.4 Sporting related financial irregularities

The large revenue streams that sport is attracting also appear to cause instances of irregular financial practices leading to personal gains for people within and around sport and having indirect impact on matches and tournaments. This type of suspicious financial activity often seems to be related to football.

One of the most well known examples is from 1995 where Arsenal manager George Graham was found guilty by a Football Association inquiry of receiving money as part of a transfer deal. It was discovered that Graham had taken over GBP 400,000 in illegal payments from Norwegian agent Rune Hauge to sign players Pal Lydersen and John Jensen. Although rumours were plenty during the FA's investigation, only Graham was found guilty.

In 2006 Luton Town manager Mike Newell criticised the role of agents and suggested that offers of illegal payments were not uncommon in football. This led to another inquiry by the FA. The inquiry examined 362 transfers which took place between January 1, 2004 and January 31, 2006. Concerns over transfers involving Chelsea, Newcastle, Bolton, Middlesbrough and Portsmouth were highlighted. While no clubs or officials were found to have taken illegal payments and the report concluded that the level of corruption within English football was not as high as had been anticipated, there were several causes for concern. The investigations continued and prominent people working in English football were later arrested but without any resulting convictions. In 2010 Hull City accused former chairman and chief executive Paul Duffen of accepting payments from agents for work carried out at the club. Hull City and Paul Duffen have resolved their legal differences and agreed settlements.

As the cases above illustrate players agents have played central roles in cases involving suspicious transfers and payments. To combat the lack of transparency of the football agent sector, FIFA has set strict guidelines for players agents. According to these regulations, players' agents should respect and adhere to the regulations, directives and decisions of the competent bodies of FIFA, the federations and the associations, as well as the laws governing job placement applicable in the territory of the association. However, many agents still operate without a license.¹³

¹³ FATF, 2009

3.5 Betting motivated match fixing

Betting motivated match fixing relates to fixing of matches primarily to achieve an economic gain indirectly from sport through betting. This type of match fixing has caused concern but in reality the number of proven cases in Europe remains relatively low.

A number of high profile match fixing incidents related to gambling have been disclosed and this has led to concern over the extent of match fixing in a number of European countries. However, criminals, players and officials engaging in match fixing for financial gain is not a new phenomenon.

The 1919 Chicago White Sox baseball scandal is often quoted as the first high profile incident of match fixing. Following the final of the World Series, which the White Sox' lost to Cincinnati Reds, eight Chicago White Sox players were banned for life for conspiring to throw the 1919 finals. The people behind the bribes were gamblers.

Among the incidents which have received large scale attention lately is the so called Hoyzer-affair in 2005, where the former German football referee Robert Hoyzer was convicted of fraud and sentenced to 29 months in prison after admitting he had manipulated games mostly in German lower divisions on behalf of a Croatian betting syndicate, who made large sums of money betting on the games at the national German betting monopoly. Another recent high profile case is the case against South African Cricket Captain Hanse Cronje, who on several occasions received bribes from illegal bookmakers in order to underperform, provide insider information and to induce other players to adjust their performance according to directions from bookmakers.

The latest major incident is from November 2009 when Police in Germany and Switzerland made 17 arrests in connection with suspected match fixing of around 200 matches in nine countries.¹⁴ The case involves bets placed with illegal German and Asian bookmakers, mainly Chinese, on matches in Europe. In March 2010 Turkish police arrested 46 people believed to be connected to the match fixing. The arrests were made in 26 towns and cities across the country. Among those detained are a number of well-known players and coaches.¹⁵

3.6 Sporting motivated match fixing

Sporting motivated match fixing relates to fixing of matches primarily to achieve a sporting advantage directly from the result of a match or tournament. In the debate over match fixing which has emerged in the media, most recently in the UK, match fixing is often discussed in relation to betting but it can also be tied to winning a match, a championship, escaping relegation or qualifying for international competitions. As these examples illustrate economic advantages will often also be achieved as a consequence of the match fixing and can be a considerable motivation too.

The first documented case is believed to be the athlete Eupolos who, at the Olympic Games of 388 BC, bribed three of his competitors.¹⁶

One of the best known examples of this type of match fixing is the 2006 "calciopoli" scandal in Serie A football where Italian police uncovered match fixing, implicating league

¹⁴ www.uefa.com

¹⁵ www.bbc.co.uk

¹⁶ Maennig, 2005

champions Juventus, AC Milan, Fiorentina, and Lazio. Teams were suspected of rigging games by selecting favourable referees. Initially, Juventus were stripped of their titles in 2004-05 and 2005-06, all four clubs were barred from European club competition in 2006-07, and all except Milan were relegated to Serie B. After all four clubs appealed, only Juventus remained relegated, and Milan was allowed to enter the third qualifying round of the Champions League.¹⁷

In 2005, Italian Serie B champions Genoa was placed last in the division, and therefore condemned to relegation to Serie C1, after it was revealed that they bribed their opponents in the final match of the season, Venezia to throw the match. Genoa won the match 3-2 and had apparently secured promotion to Serie A. Currently, the Czech Football Association suspects players from SK Sigma Olomouc of paying players from Bohemians 300.000CZK (€12.000) to lose the final round match of the Czech Premier League. A win would secure Olomouc qualification to the pre-round of the UEFA European League. The case is being investigated by Czech police and will be the subject to a disciplinary commission.

Between 1989 and 1992, Olympique de Marseille won 4 League titles in a row and the French Cup. The highlight of the club's history is winning the Champions League in 1993. In 1994 however, due to financial irregularities and a match fixing scandal involving then president Bernard Tapie, they suffered forced relegation to the second division. Moreover, they lost their 1992-93 Division 1 title and the right to play in the UEFA Champions League 1993-94, the 1993 European Super Cup and the 1993 Intercontinental Cup. This scandal, called l'affaire VA-OM (VA for Union Sportive Valenciennes-Anzin and OM for Olympique de Marseille), was denounced by Valenciennes, who had four players contacted by a Marseille player in order to let Marseille win and not injure any players ahead of the UEFA Champions League final.

A slightly different but highly spectacular example of match fixing, or race fixing, is found in Formula One. The issue surrounded Nelson Piquet, Jr.'s crash during the 2008 Singapore Grand Prix which Renault team mate Fernando Alonso went on to win. After Piquet, Jr. left the Renault team in August 2009, allegations surfaced that this crash had been deliberate, to give an advantage to Alonso. Following a Fédération Internationale de l'Automobile (FIA) investigation in which Piquet, Jr. stated he had been asked by Renault team principal Flavio Briatore and engineer Pat Symonds to stage the crash, on 4 September 2009 Renault were charged with conspiracy and race fixing. The crash posed a risk to both spectators and other drivers.

3.7 Cheating

Cheating, which here refers to deliberately breaking the rules of sport or pretending that others break the rules of sport, is also discussed widely in modern day sport, where athletes are under increased pressure from fans and media, and huge commercial revenue streams are at stake in matches and tournaments.

The most recent high profile example involves Thierry Henry's handball in the 2010 World Cup qualifying match between France and Ireland that saw the French go through thanks to Henry's hand control and then pass to William Galas to score the winning goal. Henry admitted he handled the ball, but FIFA have determined that there will be no replay of the game.

The most famous example, however, remains Diego Maradona's "hand of god" goal in Argentina's 1986 World Cup quarterfinal win over England. A looped back pass forced

¹⁷ <http://english.gazzetta.it>

goalkeeper Peter Shilton to rush out to punch the ball away from the oncoming Maradona, but Maradona pushed the ball over Shilton with his hand and into the goal.

Other examples include diving in football or faking injuries to kill time or achieve tactical advantages. During the quarter final of rugby's Heineken Cup 2009 against Leinster, Harlequins wing Tom Williams came off the field with what turned out to be a faked blood injury in order to facilitate a tactical substitution. An investigation revealed that blood injuries had also been faked by Harlequins to enable tactical substitutions on four previous occasions. The findings led to a twelve month ban for Williams reduced to 4 months on appeal, a three year ban for former director of rugby Dean Richards and a two year ban for physiotherapist Steph Brennan as well as a £260,000 fine for the club.¹⁸

As illustrated in the introduction to this chapter with the comparison of cycling and motor racing, what is regarded as cheating and unacceptable behaviour can vary from sport to sport. What constitutes a threat to the integrity of sport can be interpreted differently from continent to continent, from country to country and from sport to sport.

3.8 Management related financial irregularities

The large revenue streams also appear to cause instances of highly irregular financial practices and personal gains related to the management of sport, but not directly related to player transfers or the conduct of matches and tournaments. The best known instances are the ones involving IOC (the International Olympic Committee), FIFA (Fédération Internationale de Football Association) and the marketing company International Sport and Leisure (ISL).

From 1989 to 2001, the world's biggest marketing company ISL paid personal commissions – or bribes – worth euros 87.5 million to sports officials and other persons involved in the dealing of sports TV and marketing rights to secure valuable marketing and television rights contracts. ISL was FIFA's former marketing agency and also held contracts with numerous other sporting bodies, including the International Olympic Committee. ISL collapsed in 2001 with debts of £153million and FIFA sparked criminal investigations after they discovered ISL had withheld GBP 50m of their money. FIFA later dropped the charges but the Swiss authorities decided to continue the investigations.¹⁹

In Mexico a businessman linked to local government officials acquired a profitable team in the professional football league and used this as a means to attract politicians and officials at various levels of government. Thanks to his team and these football matches, he had access to local officials with decision-making power over the state's public works, and he used these contacts to ensure that major public works were assigned to him.²⁰

Allegations of corruption have also surrounded decisions to host events. For example the decision to host the 2002 Olympic Winter Games in Salt Lake City, Utah, involved allegations of bribery to obtain the Olympic Winter Games. In 1995, Salt Lake City was announced as the host city, but in 1998 the members of the International Olympic Committee (IOC) were accused of taking bribes from the Salt Lake Organizing Committee (SLOC). Further, Nagano hosted the 1998 winter Olympics and in 2006, a report ordered by the Nagano region's governor said the Japanese city provided millions of dollars in an

¹⁸ www.bloomberg.com

¹⁹ www.playthegame.org

²⁰ FATF, 2009

"illegitimate and excessive level of hospitality" to IOC members, including \$4.4 million spent on entertainment alone.²¹

Financial irregularities in the management of sport have also been reported in other sports, for example cricket and boxing.²²

3.9 Money laundering

Money laundering is the process of changing money obtained from crimes into money originating from a legitimate source. The sporting industry is one of many sectors that could be attractive for criminals for money laundering purposes, especially as the monetary transactions increases in numbers and amount. Areas that could be exploited by those who want to invest illegal money into sport include ownership of clubs or players, the transfer market, betting activities, image rights and sponsoring and advertising arrangements.²³

In 2009 the Financial Action Task Force (FATF), independent inter-governmental body that develops and promotes policies to protect the global financial system against money laundering and terrorist financing, published a report on money laundering through the football sector and presented over twenty cases of money laundering through the football sectors.

In Italy the purchase of a famous football team has been exposed as an attempt to launder money. The investigations started in 2006 when The Procura della Repubblica suspected that financial crimes were occurring, such as, money laundering, insider trading and misuse of market information. Investigations uncovered evidence that the money used to buy shares in the club was supplied by a criminal association operating in Central Italy. Proceedings for money laundering, insider trading, extortion, unfair competition and other offences are ongoing.²⁴

In earlier research FATF has pointed out that betting on horse races provides opportunities for money laundering. Circuits have been set up to organise systematic buy-back of winning tickets from their legitimate holders.²⁵

Recently speculations has emerged that the use of the Internet for betting further increases the risk of money laundering.²⁶ However, a report by professor of criminology Michael Levy, found that the licensed and regulated online gaming industry is a highly unattractive environment for money laundering due to the high traceability of transactions and customer identification controls. As a consequence the risks and amounts associated with online gaming are also modest in comparison to other sectors.²⁷

Betting related match fixing is sometimes considered to be money laundering. However betting-related match fixing is the making of a dishonest profit by exploiting corruption

²¹ www.playthegame.org

²² www.playthegame.org

²³ FATF, 2009

²⁴ FATF, 2009

²⁵ www.nytimes.com

²⁶ FATF, 2009

²⁷ Levy, 2009

within sports, which is different from hiding and transforming the proceeds of crimes that have been committed in the community.²⁸

3.10 Cross border transfer of young players

Many people within sports are also becoming concerned about the transfer of very young players between clubs and across borders. This phenomenon has especially been linked to football, where the clubs' search for talent has led them to approach players, mainly from Africa, at a very young age and persuade them to come to Europe. The circumstances surrounding the players' recruitment and accommodation have sometimes been unclear. According to FIFA-rules clubs are not allowed to sell and buy players under the age of 18. However, European clubs can buy and sell players between 16 and 18 to each other if they fulfil certain criteria, including providing schooling for the players.

The movement of young football players is described in "the Lost Diamond".²⁹ The authors estimate that around 20.000 Africans have been brought to Europe to play football but now live illegally because they were unable to secure a career as a footballer. The book describes how the big European clubs have built football academies to attract very young African players. The youngest is Edgard Assouo who was eight years old when he started at Arsenal JMG Football Academy in Thailand.³⁰

Danish club FC Midtjylland has been running a Football Academy for Danish and Nigerian players between the age of 16 and 18. The Academy made it possible for FC Midtjylland to attract 16 year old African players because they attended school at the same time and were brought to Denmark to study. When the players turned 18, FC Midtjylland could sign contracts with them. However, both FIFA and CAS found the arrangements to be illegal and FC Midtjylland are now only allowed to attract the players when they turn 18.³¹

In Belgium it has been revealed that an African citizen acted as agent for the international transfer of football players despite not being mentioned on any official list as a registered manager or agent. Police sources showed that the African citizen was known to be involved in illicit trafficking of football players. The transactions believed to be linked to commissions received for this trafficking amounted to EUR 160 000.³²

Chelsea initially received a ban from signing new players for the next two transfer windows after accusations of improper conduct in relation to signing Gael Kakuta. Chelsea had allegedly induced the 15 year old to break his contract with French club Lens. However, the ban has been lifted by the Court of arbitration for Sport (CAS) who ruled that Kakuta did not have a valid contract with Lens, and therefore could not breach it.³³ Chelsea FC was also involved in the controversial transfer of Nigerian player John Obi Mikel to Norwegian club Lyn and later to Chelsea.³⁴

²⁸ Levy, 2009

²⁹ Madsen and Johansson, 2007

³⁰ www.playthegame.org, www.politiken.dk

³¹ www.tipsbladet.dk, www.fcm.dk

³² FATF, 2009

³³ www.chelseafc.com

³⁴ www.playthegame.org

3.11 Summary

As outlined above there are several threats to the integrity of sport. More than might appear at first glance and more than is apparent from media attention where often only one or two threats are discussed. The threats are very different in nature but they all have in common that they conflict either directly or indirectly with the fundamental values of sport.

For each chapter we have provided concrete examples to illustrate the threat but the chapter does not contain a systematic assessment of which threats are the most serious. There is no easy way to measure this given that an unknown number of violations go undetected. Still, the following chapter addresses the two threats where most data is available (doping; and betting-related match-fixing) to assess two questions - how widespread are the threats; and in which sports are the threats most commonly found.

4 A closer look at selected threats

Doping has often been highlighted as the most serious threat to the integrity of sport³⁵ and recently betting-related match fixing has also received an increasing amount of attention.³⁶ Perhaps due to this media attention these threats are among the few where some data are available to shed light on the scale and nature of the problem. The following chapter will therefore take a closer look at doping and betting-related match fixing and analyze how widespread the threats are and in which sports they are most common. For the remaining eight threats such an assessment has not been possible due to lack of valid data available.

Chapter 5 provides examples of good practice in combating threats to the integrity of sport and provides insight into how to combat the threats in the future.

4.1 How widespread is doping?

Doping is probably the threat to sport that has received regular attention from the mass media and the public in general for the longest. It is probably also the threat where we have the most examples of systematically organised violations involving players, officials, doctors and other actors around sport. As a consequence doping is probably also the threat where the most work has been done to eliminate the threat.

Accurate data on the prevalence of doping is difficult to accrue as it is not financially feasible to screen all athletes. Testing for doping is usually random e.g. medal winners, team captains, goal scorers, the number on a shirt, or athletes who show a sudden or unexpected improvement. Even if it was possible to test all athletes every time they competed, far from everyone would be caught, given that athletes have attempted to disguise the use of illegal drugs, or to use drugs that cannot yet be detected.

Whether the problem of doping is increasing or decreasing is hard to say even though doping is one of the areas where at least some statistics are collected. Anti-Doping Organizations must, at least once a year, publish statistical reports of their Doping Control activities with a copy provided to the World Anti-doping Agency (WADA). Further, WADA publishes statistical reports summarizing such information.

In accordance with these Code requirements and beginning in 2005, WADA has requested that all International Federations (IF) and National Anti-Doping Organizations (NADO) submit their testing data. In 2008 WADA reported that they had received reports from International Federations and National Anti-Doping Organizations of 591 anti-doping rule violations.³⁷

Further they reported that accredited laboratories had reported 2956 "adverse analytical findings" in 2008.³⁸ An Adverse Analytical Finding is the result of a sample that shows the

³⁵ Transparency International, 2009

³⁶ www.independent.co.uk

³⁷ This is not a complete list as some International Federations and National Anti-Doping Organizations have not reported their results. Out of the 2956 Adverse Analytical Findings reported by laboratories (all accredited laboratories reported so this is the complete list) the International Federations and National Anti-Doping Organizations only reported 866 cases. The missing 2090 cases, equaling roughly 70 percent of all cases, are from International Federations and National Anti-Doping Organizations who did submit statistics to WADA.

³⁸ www.wada-ama.org

presence of a prohibited substance or method. However, it is not the same as an anti-doping rule violation since the laboratories cannot check if an athlete has an exemption which allows him or her to use the prohibited substance. In addition, some Adverse Analytical Findings may correspond to multiple measurements performed on the same athlete. The 2965 cases represent just over 1 percent of the roughly 275,000 samples analysed yearly.

The average number of cases for the period 2003 to 2008 was 3418 so the number of cases in 2008 is below average. However, the annual variations are quite significant, in 2003 the laboratories for example reported 2447 cases and in 2007 they reported 4402 cases, so the data does not give a clear picture of whether doping is increasing or decreasing. And even if the number of cases were either clearly increasing or decreasing, interpretation would be difficult since this could be due to change in testing frequency, improved testing techniques or use of performance enhancing drugs which are harder to detect.

4.2 Where is doping most widespread

The most significant effect of doping is achieved in sports that require extreme explosivity or stamina. It would therefore be natural that doping was most widespread in sports where these skills are important. However other factors including the availability of doping, how doping is regarded in a sport and career earnings for top athletes can also affect whether athletes use doping or not.

The most comprehensive list of doping cases in professional sport we have been able to find contains close to a thousand cases. The list contains 406 cases from athletics and 120 cases from cycling. The remaining cases are spread over 54 sports. This matches the previous examples of high profile examples which also primarily involved athletes and cyclists.

WADA's list of the anti-doping rule violations is divided between cases from national anti-doping agencies and international sport federations. The majority of cases are reported by anti-doping agencies and they are not divided between different sports. This is only the case for the cases from the international sport federations, which is therefore far from a complete. However, most cases are from cycling, powerlifting, swimming, wrestling, rugby and athletics. Like the results above these results should also be interpreted with care since they don't take the number of athletes and the testing frequency into consideration. Such detailed data, which would allow a more detailed comparison between sports, does not exist.

4.3 How widespread is betting motivated match fixing

Based on the press reports on betting related match fixing it would be easy to conclude that this form of match fixing is increasing and more widespread than has hitherto been thought. Both Maennig³⁹ and Forest et al⁴⁰ provide lists of suspected or attempted cases of match fixing in sports related to betting going back to the beginning of the century. They list 22 and 26 cases respectively. Although the authors by no means claim that the lists are complete it illustrates that the exposed number of match fixing incidents constitutes a tiny fraction of the large number of sporting events that it is possible to bet on

³⁹ Maennig, 2005

⁴⁰ Forest et al, 2008

every day. However, for both lists around 50 percent of the cases are from the year 2000 or more recent.

Gun and Rees⁴¹ in their review of tennis conclude that although over a five year period they found suspicious betting patterns related to 73 matches professional tennis is neither systematically nor institutionally infiltrated by match fixers.

The European Sports Security Association (ESSA), which operates an early-warning system to alert sport federations about suspicious betting patterns, found 45 incidents of irregular betting across a range of sporting disciplines in 2009 but only one event proved to be suspicious and was referred to the respective sport's governing body.⁴² In 2008, where ESSA had fewer members, 38 incidents were detected and four were passed on to sports federations.

The UK Gambling Commission Industry Statistics 2008/09 states that 48 cases of suspicious betting activity were reported to the Commission between 1 September 2007 and 31 March 2009. The UK gambling Commission is a regulatory body in the UK and has responsibility for granting licenses to operators. Of the 48 cases, 31 were reported by betting operators and 17 came from other sources, for example sports governing bodies, the media or the public.

In 22 of the 48 cases the grounds for suspicion have not been substantiated following an initial consideration. Of the remainder, 15 cases have been passed to the relevant sports governing body for investigation and there are 11 active investigations in which the Commission is further involved. Of the 22 cases seven were related to football, five to horseracing and two were not related to sports. The remaining eight cases were spread over Snooker (two)), greyhound racing (two), bowls, darts, golf and tennis.⁴³ Thus, the number of suspected or exposed match fixing cases related to betting does not support the claim that the threat is rapidly increasing.

Since successful corruption is never exposed one should be careful about speculating about the size and trend of a problem based on a few high profile cases or number of exposed cases. However, it seems fairly safe to conclude that even though there are some indications that betting related match fixing might have increased slightly over the past ten years European sport is not systematically corrupt. Further, the exposed incidents only account for a tiny fraction of the more than 500.000 matches that bets can be placed on with European licensed bookmakers every year. At the same time there is widespread concern over the risk that match fixing poses to the integrity of sport and the perception of a problem can be as serious a threat as the actual problem itself. Both the problem and the perception are therefore important to tackle.

4.4 Where is betting motivated match fixing most widespread

Given the very sparse data and few number of exposed cases it is difficult to say where betting related match fixing is most widespread. In the UK cricket, football, horse racing and tennis have been pointed out as sports which have experienced betting related match fixing but no thorough analysis has documented whether the threat is more serious than in other sports.⁴⁴

⁴¹ Gun and Rees, 2008

⁴² www.eu-essa.org

⁴³ www.gamblingcommission.gov.uk

⁴⁴ Report of the Sports Betting Integrity Panel, 2010

Forrest et al⁴⁵ have created a model for predicting where betting related match fixing is most likely to take place. The basic assumption behind the model is that the person being offered a bribe will consider cost and benefits related to taking the bribe and will only take the bribe if the benefits outweigh the risks of getting caught. Costs include both monetary and non-monetary costs. The model includes the following factors.

Benefits

- The probability that match fixing will be successful
- The size of the bribe

Costs

- Probability that the fix will not be successful
- The penalty if the bribe is detected. Both direct penalty and loss of present and future earnings.
- Negative aspects of winning a match or championship or getting blamed for under performance by team-mates
- Feeling of guilt

Based on the above model Forrest et al. concludes that betting related match fixing is most likely to occur where:

Betting volume is high. This lowers the possibility of detecting irregular betting patterns because bets will constitute a smaller share of the aggregate volume. Also there will be more potential cases to investigate if suspicions are aroused.

Athletes or officials are paid low salaries. The lower the expected future income and the lower the fine is, the higher is the probability that a bribe will be accepted.

Athletes or officials can be effective on their own and few actors therefore have to be involved. This is often the case in individual sports, where individual athletes have a high degree of influence over the game. Also if referees have a high influence over the outcome of a contest they are more likely targets of bribes. In team sports risk is highest where bets can be offered on individual performance as opposed to complex interactive outcomes.

Scrutiny of competition is less intense which makes the risk of detection lower. This is often the case for lower level competitions.

Match does not affect the final placing in a tournament or outcome which reduces both loss of earnings and blame from club or team-mates of underperforming.

Match fixing does not involve losing but "only" securing that certain actions take place, for example losing a set or getting sent off. If the game is still won there will be no effect on earnings related to the match and blame and feeling of guilt will be reduced.

Salary level is regarded as unjust, which reduces the feeling of guilt. This can for example be the case if referees are paid significantly less than players or some players are paid significantly less than others.

Though it is difficult to predict whether the likelihood of betting related match fixing has increased or decreased lately based on the model, it can still be used by sporting authorities to analyze how vulnerable to match fixing their sport is and find inspiration on how

⁴⁵ Forrest et al, 2008

to combat it effectively. For example, American college sports and tennis have been pointed out as a high risk sports based on the model (Forrest et al, 2008). Michael Franzese, who has previously been involved in match fixing but now advises sporting bodies on how to combat match fixing, has also pointed to tennis as a potential target because one person has a very high degree of influence over the course of the match.⁴⁶

Another important factor to take into consideration when assessing if match fixing is likely to occur and which is not directly mentioned by Forrest et al is the **general level of corruption in a society or community**. It is difficult to imagine that betting related match fixing would be widespread in a country where corruption in general is very limited. This seems to be in accordance with most the above mentioned recent cases of betting corruption which all had ties to non western European countries. The Hoyzer affair had relations to Croatian match fixers. The latest affair potentially involving 200 matches involved money placed with Chinese bookmakers and also has ties to Croatian match fixers and players and coaches in Turkey.

Further, in his book *The Fix*, Declan Hill, PhD from Oxford and a former Canadian investigative journalist, examines betting related match fixing in football and exposes widespread match fixing staged by Asian gambling syndicates.⁴⁷ In the book Hill also argues that "No sophisticated fixer ever works directly in the European gambling market. The amounts they can place with those bookmakers are too small and regulated to make it worth their while. In the multi-billion pound sports betting market, only 30–40 per cent is in the legal market, the rest is in the, mostly illegal, Asian gambling markets".

4.5 Summary

This chapter looked at doping and betting-related match fixing because these threats are the ones with most data available. Still, the examination of the two threats has shown that only limited data is available.

The available information and data shows that no sport in Europe seems to be systematically infiltrated by match fixers. Isolated events do occur however and can involve several matches. For doping, evidence of sports being systematically infiltrated has been disclosed and the number of yearly instances is substantially higher. However, for doping too the violations of the anti-doping rules only constitute a small percentage of the total number of tests.

An effective strategy for combating threats to sport must build on a thorough understanding of the nature and the scale of the threats. The research for this report and the data presented highlights the need for better data to build effective policies around. This is especially relevant for sport where single events often attract much attention and can be surrounded by strong feelings.

The lack of data and importance of obtaining better data is supported by a study commissioned by the European Parliament on online gambling which concluded that "reliable quantitative information, presented in a consistent manner across Member States, about online gambling in the EU has proved difficult to find... improving the availability and comprehensiveness of data about all gambling in the EU ought to be a high priority for EU policy-makers... The nature of the project was not heavily quantitative. But future policy-making may well need to be so, and indeed ought to be so".⁴⁸ It is important to

⁴⁶ www.eb.dk

⁴⁷ www.playthegame.org

⁴⁸ European Parliament, 2008

remember that the two threats selected are the ones where most data could be found.
For the other key threats identified even less data is available.

5 Good practice in combating threats to the integrity of sport

This chapter takes a closer look at how threats to the integrity of sport have been tackled and provides concrete examples of what has been done in different areas. This can hopefully serve as inspiration to government and sports authorities as well as others who wish to take action against threats to sport.

As mentioned the focus on doping increased markedly when Ben Johnson was tested positive at the 1988 Seoul Olympics. Following the revelations a Commission of Inquiry was established and it led to more information about the systematic networks behind doping.⁴⁹ This revealed a new dimension to the problem and led to calls for action. The intense fight against doping therefore has a history that goes back further than most other threats and lessons have been learned which can be of inspiration for the fight against other threats. Therefore there will be a special focus on some of the initiatives taken to combat doping. But actions have been taken to combat other threats too and lessons have been learned here too. Especially in the UK several actions have been launched recently to combat betting related match fixing and some of these actions are included too.

The search for interesting examples of efforts to combat threats to the integrity of sport has showed that efforts in general have focused on three areas:

- **Clear guidelines.** The adoption of rules, a code of conduct, memorandum of understanding or a code of practice which defines what is wrong and what is right behaviour by athletes, officials, etc. and what the punishment for breaking the rules is.
- **Testing and surveillance.** Once the guidelines have been created someone has to observe if they are being obeyed. Often this has led to the creation of units which have the capability to test or gather and analyse intelligence.
- **Education.** The implementation of comprehensive education programmes for participants and other central actors in sport to prevent them from engaging in unacceptable behaviour and informing them of the surveillance they are under and the consequences of breaking the rules.

The following description of efforts to combat threats will therefore be structured around these three elements. With a focus on **prevention, detection and punishment** of crimes the measures are similar to what is known in many other areas of society.

5.1 Clear guidelines

Clear guidelines must be established so that actors in and around sports know what is allowed and what is not allowed.

⁴⁹ Waddington, 2002

However, an effective strategy and clear guidelines for combating threats to sports must be built on a thorough understanding of the nature and the scale of the threats. A first step, before drawing up guidelines, could therefore often be a thorough review of the problem. The threat assessment could also include the first recommendations for the way forward and will help indicate the sort of structure, governance and operational controls required. Government authorities or sporting authorities could initiate such a review. International tennis and cricket in the UK have for example undertaken such reviews.

The next step is often to establish clear guidelines within a sport. If the guidelines vary from sport to sport and from country to country it can be difficult for athletes as well as the general public to work out what is expected. Therefore the adoption of guidelines by sports associations should if possible be complemented by national and even international guidelines so that it is clear to all participants and other actors, no matter where in the world they are, what is expected of them. The international rules can serve as a "lowest common denominator" – the minimum standards everyone must adhere to - and sports associations can establish more strict rules in certain areas and if necessary take specific challenges in their sport into account when drawing up their procedures.

In the UK the Sports Betting Integrity Panel set up by the UK Minister for Sport, recommended such an approach when they presented their recommendations for government, for sport and for the betting industry.

Box 1 - general and specialised codes of conduct for sports betting

In 2006 the UK Government introduced a code of practice in form of a 10-point plan drawn up by the Department for Culture, Media and Sport (DCMS) in partnership with the Horseracing Regulatory Authority and the Football Association. Though the 10 point plan has been signed by most of the major sporting bodies in the UK the extent to which it has been included in the rules and regulations on betting varies greatly between sports. Therefore the Sports Betting Integrity Panel has suggested a new code of conduct.

They recommend building an "integrity infrastructure" for sports betting through a two step approach. First, a **general "code of conduct"** should be established which can guide behaviour in relation to sports betting across all sports. Given that the code of conduct will cover all sports it should represent the minimum standards all sports must observe. Since the threats to sport are dynamic and change over time they must be reviewed regularly.

The general code of conduct should be supplemented by amendments to the rules and regulations by the Sports' Governing Body within each sport, to make sure that their rules and regulations at least satisfy the minimum requirements set out in the general code of conduct. The specific rules of each sport should also take into consideration specific challenges that might be of special relevance in their specific sport. Further, often various International Regulatory Bodies within the same sport have their own regulations and harmonisation within each sport is needed.⁵⁰ It is intended that the new Code will:

- ensure that all Sports Governing Bodies address key areas concerning integrity in sports in relation to betting
- encourage each Sports Governing Body to adopt the principles of the Code within its rules, whilst at the same time reflecting the particular characteristics, attributes and specificity of its sport
- facilitate consistency in the manner in which integrity in sport is preserved by the

⁵⁰ Report by the Sports Betting Integrity Panel, 2010

Sports Governing Bodies in their respective regulatory framework and practices

- bring about meaningful cooperation between Sports Governing Bodies, Statutory Authorities and Betting Operators with the aim of protecting integrity in sports in relation to betting.⁵¹

The work to harmonise the various regulations and codes of conduct for professional tennis internationally could also serve as inspiration for other sporting authorities. Experience from tennis also shows that a Regulatory Review of the various regulations and codes of conduct within the sport is often a both valuable and necessary starting point for harmonising regulations and codes.⁵²

The largest single initiative to combat a threat to sport is probably the establishment of the World Anti-Doping Agency (WADA) which was established in 1999 as an international independent agency funded equally by the sport movement and governments of the world. WADA's mission is to promote, coordinate and monitor the fight against doping in sport in all its forms. Its key activities include scientific research, education, development of anti-doping capacities, and monitoring of the World Anti Doping Code.

For a threat such as doping where the boundaries between doping and dietary and nutritional supplements are sometimes blurred and where the list of prohibited substances changes regularly it is of particular importance to have clear guidelines. WADA has therefore established The World Anti Doping Code which is a code harmonizing anti-doping policies in all sports and all countries.

Box 2 - The World Anti Doping Code

WADA's first order of business was to set about working with sports and Governments to draft a consensus document for all sports and governments to use in the fight against doping. This process led to the unanimous acceptance by all stakeholders of the World Anti-Doping Code prior to the 2004 Athens Olympics as the core document that provides the framework for harmonized anti-doping policies, rules, and regulations within sports organizations and authorities. The code was accepted by all major sports federations and nearly 80 governments.

The goal of harmonization is for all athletes and members of the athletes' entourage to benefit from the same anti-doping procedures and protections, no matter the sport, the nationality, or the testing location, so that athletes worldwide may participate in competition that is safe and fair. It is intended to be specific enough to achieve complete harmonization on issues where uniformity is required, yet general enough in other areas to permit flexibility on how agreed-upon anti-doping principles are implemented.

The Code works in conjunction with five International Standards aimed at bringing harmonization among anti-doping organizations in various areas: testing, laboratories, Therapeutic Use Exemptions (TUEs), the List of Prohibited Substances and Methods, and for the protection of privacy and personal information.⁵³

Another approach which has been discussed is to prohibit elements which are being used in connection with the threat to sport but are not the cause of the threat. Concretely it has been suggested to ban gambling to combat match fixing but it could in theory also be banning the production of sophisticated bikes to avoid use of illegal equipment.

⁵¹ Report of the Sports Betting Integrity Panel, 2010

⁵² Gun and Rees, 2008

⁵³ www-wada-ama.org

As the range of betting options has increased it might be easier to persuade athletes and officials to engage in match fixing if it does not involve throwing the match. This has on the one hand led to appeals for governments to restrict the range of bets available. On the other hand the effect of such restrictions has been questioned. One reason for questioning the effect is that the new types of betting have become very popular among gamblers and created a significant market. If the bets are not offered by licensed operators it is likely that they will be offered by unlicensed operators, for example illegal betting operators in Asia. Law abiding gamblers will comply with the restrictions but evidence suggest that determined gamblers will find ways round the prohibitions. Since the match fixers are already carrying out illegal activities the effect on them is even more questionable.

In the UK the Gambling Commission has considered restricting the types of bets offered but have so far concluded that they "do not consider, based on available evidence, that such intrusive or resource intensive methods are warranted or would be effective in Great Britain".⁵⁴ Evidence also suggest that even a complete ban of betting would most likely not eliminate the threat.⁵⁵

5.2 Surveillance and testing

Through surveillance of behaviour and/or testing of athletes it must be ascertained whether the rules or code of conduct have been breached. Each sports governing body should therefore make sure that they have effective mechanisms in place to ensure compliance with their rules. A code of conduct cannot be expected to be effective on its own.

As a starting point the sports authorities should focus on cases where the code of conduct has been breached. Criminal offences should be handled by the police. However, often the distinction is blurred and the police and sporting bodies require more clarification regarding who does what, when and why in such cases.⁵⁶

The testing system introduced by WADA to combat doping is the most thorough example of a mechanism put in place to combat a threat through testing.

Box 3 - WADA's International Standard for Testing

As mentioned the World Anti Doping Code works in conjunction with five International Standards, one of which is international standards for testing. The main purpose of the International Standard for Testing is to plan for effective testing, both in-competition and out-of-competition, and to maintain the integrity and identity of the samples collected, from the point the Athlete is notified of the test to the point the samples are transported to the laboratory for analysis.

The International Standard for Testing sets out mandatory standards to be implemented by International Federations and National Anti-Doping organisations. A central element is the Test Distribution Plans that are specific to the relevant sport (in the case of an International federation) or the relevant nation (in the case of a National Anti-Doping Organisation). Roughly 275.000 samples were analysed in 2008.

The testing standard also contains rules for "whereabouts". Whereabouts are information provided by a limited number of top elite athletes about their location to the International Sport Federation (IF) or National Anti-Doping Organization (NADO) that included them in

⁵⁴ Gambling Commission, 2009

⁵⁵ European Parliament, 2008

⁵⁶ Report by the Sports Betting Integrity Panel, 2010

their respective registered testing pool as part of these top elite athletes' anti-doping responsibilities.⁵⁷

In fact, the regulations are so strict, and the testing so intense that it has been questioned whether it interferes with the civil rights of athletes.⁵⁸

International tennis has decided to create a special unit, the tennis integrity unit, to handle threats to integrity in tennis. The establishment of the unit followed a perception within tennis that the integrity of professional tennis was under threat.

Box 4 - Tennis Integrity Unit in professional tennis

In tennis the four Grand Slam tournaments, the International Tennis Federation (ITF), ATP and Sony Ericsson WTA Tour commissioned a review of integrity in professional tennis in 2008. One of the proposals to emerge from the review was the establishment of an integrity unit. Following the report the proposal was adopted by tennis authorities who established the Tennis Integrity Unit in order to "protect the future of the sport".

The objective of the unit is to "co-ordinate and process the intelligence product from around the world, assess and analyse it, formulate patterns of suspicious activity, target potential offenders and, ultimately provide evidence to bring disciplinary charges". Despite the name of the unit the focus is mainly on threats related to betting.

Another outcome of the review was the establishment of an anti-corruption code to ensure the same set of rules dealing with compliance, enforcement and penalties are in place.⁵⁹

In the UK horseracing, cricket and football have also created their own integrity units to process and deal with such matters. Experience from cricket and horseracing has demonstrated that the gathering, analysis and dissemination of intelligence are all crucial to successfully combating threats to integrity.⁶⁰

Having said this it is also important to keep in mind, that such units are costly to set up and that the measure should be proportionate with the scale of the challenge. Each sports authority should therefore assess what constitutes a proportionate measure for them.

Within betting related match fixing the bookmakers are in a unique position to gather intelligence on suspicious betting patterns given that the bets on matches are placed with bookmakers. Therefore, the betting industry can play an important role in combating match fixing by implementing surveillance systems that can detect suspicious patterns. Such systems are also called early warning systems. If betting patterns indicate that a match might be fixed they can close down betting on the event, close down the accounts of customers involved in betting on suspicious matches and pass on the information to relevant sporting bodies and/or the police.

Research suggest that operators see it as in their own interest to combat match fixing.⁶¹ Operators are the first to lose out if matches are fixed because in the short term they are likely to lose directly on the bets and long term lose indirectly if the market decreases

⁵⁷ www.wada-ama.org

⁵⁸ Houlihan, 2004

⁵⁹ Gun and Rees, 2008

⁶⁰ Gun and Rees, 2008

⁶¹ European Parliament, 2008

because people lose faith in sport. The establishment of the European Sports Security Association (ESSA) is an example of a significant contribution by European operators to fight match fixing. UEFA, FIFA and the IOC have also created early warning systems in collaboration with betting operators, intelligence sources and private companies.

Box 5 - Early Warning Systems

FIFA has created "Early Warning System GmbH" (EWS) to monitor sports betting on all FIFA tournaments. EWS has partnerships with national and international bookmakers and betting providers, who have contractually agreed to report any irregular betting activities in sports betting. EWS has cooperation agreements in place with more than 400 sports betting providers.

UEFA is using "Sportradar" which is also an intelligence system to detect and prevent manipulation. The system is based on their own intelligence, input from bookmakers, and criminal databases as well as information from players, teams, referees and officials. For the 2010 Olympics in Vancouver the IOC had set up "International Sports Monitoring" in cooperation with Interpol and various betting companies to detect irregular betting patterns.

In 2005 a group of online operators in the EU formed the European Sports Security Association (ESSA) with a mandate to keep sport clean and free from manipulation. To achieve this goal, ESSA has implemented an early warning system between its members that highlights irregular betting patterns or possible insider betting from within each sport. The systems can detect if above average similar bets are made from the same region or account, if new accounts are opened in a region and used for betting on a particular event, if bets continue despite falling odds, etc. Through these measures it is possible to detect irregular betting patterns even in large betting markets.

Through the Early Warning System ESSA works together with the Sports Regulators and their disciplinary and legal department in sports where a Memorandum of Understanding (MoU) has been signed. The aim is to ensure that when an alert is given the regulator is informed immediately which may prevent the possibility of any game manipulation on a given event. So far ESSA has signed a Memorandum of Understanding with FIFA, UEFA, EPFL, The FA, DFB, ATP, ITF and WTA. They have also established close relations with the IOC and other sports regulators.

The betting industry does not have the power to impose sanctions on athletes or officials who breach the codes of conduct they are supposed to follow or who commit criminal offences. This is the responsibility of sporting authorities and the police. The surveillance is therefore most effective if coordinated closely with sporting bodies and the police. However, since people are innocent until proven otherwise the information should be kept confidential in order to protect players and officials as investigation goes on. Further, data protection requirements must be respected. This is best secured if the betting industry, sporting authorities and police have procedures for how the information is handled and what information can be made public.

Having said this it is also important to remember that evidence suggests, that a significant part of match fixing of European games and events are related to bets placed on the illegal Asian gambling market. Licensed European bookmakers will for obvious reasons not be able to detect or combat such activities.

To be effective a code of conduct and surveillance must be supplemented by **sanctions** and the sanctions must be communicated to all involved actors. The sanctions which sporting authorities can impose are mainly to ban actors from taking part in or being involved in sports, in addition to fines. Sanctions should be coordinated between countries in order to ensure that players or officials banned in one country cannot take part in

sport in other countries. However, it can be difficult to apply the same sanctions across all sports, given the career span and expected income for athletes varies greatly from sport to sport and therefore also the consequences of, for example, a two year ban.

5.3 Education

Treatment and punishment is not efficient on its own. It must be combined with prevention. In their review of the fight against doping Sheehan and Quinn conclude that doping is essentially a behavioural problem and as such cannot be eradicated through testing, surveillance and punishment. However, they claim that some success has been achieved with team centred education and health education.⁶²

Education can focus on informing athletes and officials about the threats to sport; why it is wrong for athletes to engage in behaviour which is contrary to the values of sport; the code of conduct athletes are supposed to follow; how to behave if contacted in relation to actions which constitute a threat to sport; what the sanctions and consequences are if the rules of sport or wider society is breached, etc.

The need for clear guidelines and education has increased with the development of modern communication technology, increased range of betting options and the introduction of real time betting. In tennis it stirred controversy when Caroline Wozniacki, a 19-year-old Dane, retired from the first-round match at the Luxembourg Open with a hamstring injury in October 2009 while leading Anne Kremer of Luxembourg 7-5, 5-0. Wozniacki was told by her coach, with the score at 3-0 in the second set, to retire before winning because her injury would prevent her from playing in the next round. Apparently this was picked up by microphones and heard by viewers watching the match on the Internet and led to online bets for Kremer to win. What was meant as a sporting gesture towards Kremer instead led to an investigation from the Tennis Integrity Unit (TIU).⁶³ Wozniacki was later cleared of all charges, but the case clearly illustrates the need for informing and educating players about possible unintended consequences of their actions.

Since little is known about how to combat threats to sport through preventive measures it is relevant to look at what has proven efficient in other fields. In social science in general, universal school-based interventions are the ones which have been studied and evaluated most frequently. They offer the most systematic and efficient way of reaching the greatest number of young people each year. Although these interventions demonstrate immediate impact, their long-term effects are sometimes questioned. When school based programmes are integrated into multi-level strategies involving school, family and community approaches, effectiveness is enhanced. However, community-based prevention alone appears to be ineffective in changing the unwanted behaviour.⁶⁴

In 2007, after having focused mainly on testing since its establishment eight years earlier, WADA intensified its education efforts by introducing education seminars and workshops, and toolkits for specific audiences. Youth programs were also initiated including a Social Science Research Grant Program. The grant programme supports and encourages research in social science in order to obtain information that will enable more efficient doping prevention strategies.

⁶² Sheehan and Quinn, 2002

⁶³ www.independent.co.uk

⁶⁴ Backhouse et al, 2009

With the revision of the Anti-doping Code that took effect from January 1 2009 it also became mandatory for all signatories to plan, implement, evaluate and monitor information and education programs for doping-free sport (article 18).

On a European level The Council of Europe has developed a Code of Sports Ethics as a foundation for educational measures aimed at strengthening sport ethics. In addition European Ministers responsible for Sport have committed to promoting the Code.

Box 6 - Education of young people founded on a Code of Sports Ethics

The Council of Europe has developed a Code of Sports Ethics which promotes fair play among children and young people via educational and preventive measures to strengthen sports ethics. It encourages diversity in sport and combating of all forms of discrimination. Parents, teachers, trainers, referees, managers, administrators, journalists, doctors and pharmacists, and top level sportsmen and women should set a positive example to children and young people by refusing to reward, close their eyes to, or themselves adopt, unfair behaviour and by imposing appropriate sanctions when it occurs.

European Ministers responsible for Sport have committed to co-operating in promoting the Code of Sports Ethics and monitoring its application. Further, they have agreed to disseminate the Code amongst sports organisations and to promote its dissemination amongst all the appropriate target groups, especially those working with young people. Further, ministers have committed to encourage regional, national and international sports organisations to develop their own campaigns to strengthen sports ethics.⁶⁵

5.4 Summary

An effective strategy to combat these threats to sports integrity must involve three principles: clear procedures; surveillance and testing; and education.

The focus within doping has been on surveillance and testing. Likewise the UK Sports Betting Integrity Panel states that "good practice currently available indicates that efficient handling of intelligence, followed by an effective investigative process leading to disciplinary action under sports' rules or, where appropriate, a prosecution under the criminal law, provides a model for the deterrence and detection of corrupt activities by those involved in a sport and others".⁶⁶

Surveillance and testing are very important measures in the fight against threats to the integrity of sport. However, in comparison little attention seems to have been paid to education of athletes, officials, etc. and the most immediate room for improvement seems to be here. It is apparent from the fight against doping that technological solutions alone will not curb what are often essentially behavioural problems. Despite the development of advanced testing systems, doping in sport has not disappeared.⁶⁷

Further, it is also clear from the literature, recommendations from experts and the description and analysis of threats to the integrity of sport that good practice in combating threats must involve all relevant parties working together. **The challenges can only be tackled efficiently if all stakeholders in the chain uphold their responsibilities, share information and coordinate their efforts. This includes sports authorities, and their guidance of players, club staff and management, as well as government bodies and other actors of central relevance to the threats.**

⁶⁵ www.coe.int

⁶⁶ Report of the Sports Betting Integrity Panel, 2010

⁶⁷ Sheehan and Quinn, 2002

Finally, the description and assessment of the threats in chapter three, four and five illustrate that the threats cannot be understood by focusing on sport alone. They have connections to the surrounding society and must be regarded as part of wider societal problems. The societal context that sport is part of must be understood in order to understand the threats properly. This is important for understanding the nature and the root causes of the problem.

Sports federations, pharmaceutical companies, licensed bookmakers, etc. are legal entities and do not cause the threats. The threats are caused by criminals who target the activities as a stage for their criminal actions. Though sporting authorities and the actors supplying the means being targeted can play an important role in solving the problem, they are not the cause of the problem. Parallels can be drawn to football hooliganism, where trouble makers use football as a stage for actions which are prohibited. However, the problem has its origin in society and it is a misunderstanding to think that the problem is caused by the football clubs.

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