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## Action plan

for strengthening measures against  
the manipulation of sport competitions 2022-2025

**AUTHOR**

Alma Papić, Single Point of Contact for Integrity in Sport, Croatian Olympic Committee

**CO-AUTHORS**

Miroslav Marković, Commissioner for Security and Integrity, Croatian Football Federation

Darko Kolesarić, Integrity Officer, Croatian Football Federation

Željka Pongračić, Expert Associate, Croatian Tennis Association

Marko Stipanović, Associate, Croatian Basketball Federation

Domagoj Šimunović, Coordinator of the Office for National Teams, Croatian Basketball Federation

**ADVISOR**

Evangelos Alexandrakis, Olympic Movement Unit on the Prevention of the Manipulation of Competitions, International Olympic Committee

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## Introduction

The Croatian Olympic Committee (the NOC of Croatia) has the obligation to respect the provisions of the Olympic Charter and to abide by the decisions of the International Olympic Committee (the IOC) as the supreme authority of the Olympic Movement. Manipulation of sport competitions undermines the core values of the Olympic movement and jeopardises the integrity of the Olympic movement. The NOC of Croatia has the role of promoting the Olympic values in Croatia, i.e. working actively against the manipulation of sport competitions.

The NOC of Croatia cooperates closely with the IOC Olympic Movement Unit on the Prevention of the Manipulation of Competitions (the IOC OM Unit PMC). It has introduced a role of the Single Point of Contact for Integrity in Sport (the NOC SPOC) The author of this document and the NOC SPOC is Alma Papić, an employee of the NOC of Croatia. The role of the NOC SPOC is an informal working position at the NOC of Croatia, a side job performed on a voluntary basis. The IOC OM Unit PMC asks all NOCs to appoint a SPOC, an individual who is responsible for the activation of the NOC on the topic, namely the adoption of rules, the development of awareness-raising and intelligence activities/case management. Responsibilities include participation in capacity-building activities of the IOC, awareness-raising activities, monitoring during the Olympic Games, and any other matter related to the manipulation of sport competitions in Croatia.

National Federations are a part of the Olympic movement and members of the NOC of Croatia. That places them under the obligation to respect the provisions of the Olympic Charter. National Federations are also members of the International Federations (IFs) which are also members of the IOC, therefore obliged to respect the Olympic Charter. The NFs are, therefore, double-bounded by the Olympic Charter and its rules and values (rules 25-29 – obligation to abide by the IOC OM Code PMC).

This action plan was developed as a pilot for selected National Federations (football, basketball, tennis). It is, however, available to all National Federations willing to join the effort in protecting the integrity of sport.

The document presents the main priorities that need to be addressed by participating National Federations. It describes the objectives, clarifies the stakeholders that need to be involved and their roles and responsibilities. It also identifies the essential resources needed for the implementation of the action plan (human) and sets out the timescale for the implementation of measures. The research carried out within the EPOSM project was used to identify risks and manage them better.

## Objectives and priorities

Competitions are the core element of sport. Manipulation of sport competitions needs to be integrated into a wider set of actions aimed at safeguarding the integrity of sport to contribute to a more efficient and coherent management of integrity in sport.

The aim is to protect the integrity of sport by preserving the credibility and uncertainty of sport competitions. The objective is to contribute to the development of a more coherent integrity management plan within the participating organisations and sports.

The effectiveness of the integrity management relies both on the rules-based approach, which emphasises control and penalisation and consists of formal rules and procedures, and on the values-based approach, which focuses on guidance, support, training and education. This action plan addresses the application of both approaches.

This document serves to support the sport stakeholders through a coordinated action against manipulation of sport competitions on a national level. It will assist the National Federations in the implementation of a more coherent and effective action against manipulation of sport competitions in their sport. The synergy between the key actors in the national sport system and cooperation among the stakeholders in the Olympic movement are expected to produce a more effective approach to preventing crime, corruption and unethical conduct in sport. Although sport cannot tackle manipulation of competitions alone, it is important that sport organisations safeguard sport from crime and corruption, with the aim to protect the autonomy of sport.

This action plan provides the recommendations for a set of short-, medium- and long-term measures to be applied within National Federations.

## Stakeholders

The action plan has been drawn up by the NOC of Croatia, the Croatian Football Federation, the Croatian Basketball Federation, and the Croatian Tennis Association. The leading role was taken by the NOC of Croatia and supported by the aforementioned National Federations. All parties involved had the option to accept or reject the set of objectives, priorities and measures proposed by the NOC of Croatia and to influence the final version of the action plan. National Federations are responsible for the implementation of the action plan in their organisations and sports.

Parties involved in the process of development of this action plan acted as members of the NOC task force for integrity in sport, which was coordinated by the NOC SPOC. Members of the task force have expressed their readiness to cooperate with the governmental bodies on integrity issues in sport, too. They will continue to work together on the expansion of the network of sport organisations included in the sport-led activities against the manipulation of sport competitions.

The final draft of the action plan was reviewed by the IOC OM Unit PCM expert.

## Regulations and legislation

National Federations operate within a legal framework determined by the national and international actors from within and outside of the sport sector.

The key sport stakeholders for National Federations are their International Federations (IFs) and the NOC of Croatia. Both operate under the rules of the IOC and are obliged to respect the Olympic Charter and all other rules and regulations of the IOC.

National legislation in the field of the manipulation of sport competitions is limited to the Criminal Law. According to the Criminal Law, where there is no specific mention of the manipulation of sport competitions, this is considered a fraud and sanctioned under the Criminal Law as such. Full text of the applicable legal provisions is presented in Annex 1.

In Croatia, the international legislation, i.e. the Macolin Convention, has not been ratified yet. Regardless, the Olympic movement is taking action against the manipulation of sport competitions to protect the integrity of sport.

## Research results and indicators

The action plan was based on the results and indicators of the research (Annex 4). In collaboration with National Federations, the NOC of Croatia was able to collect the information that was used as indicators of specific areas that are more at risk of manipulation and therefore need to be addressed by specific measures in the action plan.

National research was coordinated by the NOC SPOC. Collection of data was supported by participating National Federations. Desk research included cooperation with the Court of Arbitration, and exchange of information with the State Office for the Suppression of Corruption and Organised Crime.

Indicators of research were used to create a comprehensive and more effective approach to the prevention of manipulation of competitions in Croatia.

Research included fact-finding, which was followed by the awareness-raising and capacity building activities.

### 1. Fact-finding

- Desk research
  - o Regulatory framework
  - o Status quo in the NF
  - o Case analysis
- Survey
  - o Collection of data
  - o Analysis and report

### 2. Awareness-raising and capacity building

- 2.1. Creating a collaborative partnership through a multi-stakeholder approach
- 2.2. Sharing information, knowledge and expertise among national experts
- 2.3. Promoting a comprehensive approach to promote synergy

Research results and indicators were framed by the three pillar model of the IOC:

- regulation
- awareness-raising and capacity building
- monitoring/intelligence/investigations

The IOC's model was combined with the integrity management framework proposed by the Panathlon International: instruments, processes and structures.

## Action plan

National Federations should develop an action plan in order to enforce its integrity initiative at national level. The first step is to set up a Point of Contact for Integrity (NF POC) in the National Federation who is going to be the primary contact of the NOC SPOC. The NF POC will lead the processes needed to carry out the integrity-related measures by the National Federation.

### Measure 1. Set up the integrity structures

Minimum requirement for a National Federation is to set up a NF POC. Where needed, set up an Integrity Unit with a team of people working on integrity.

1. Define the role and responsibilities of the NF POC in your organisation.
2. Draw up a job description.
3. Find the best job-person fit among the existing employees in your sport organisation.
4. Determine a list of priorities to be dealt with by the NF POC.
5. Establish procedures to ensure the NF POC's independence, control and accountability.
6. Ensure the visibility of the NF POC and of the NOC SPOC in and outside of the organisation, toward members and other stakeholders.

### Measure 2. Raise awareness and build capacity for integrity

Campaigns about the integrity in sport are already being organised by the IOC, the NOC, the IF and the EF. National Federation should be actively involved in those campaigns in the short-term, but in the long-term, it may consider developing a tailored campaign for their audiences.

National Federation should work to establish its network of contacts in sport clubs. Those contacts may contribute to the more efficient awareness-raising campaigns and to the capacity building for integrity at all levels.

National Federation should organise workshops on integrity for athletes, athletes' entourage, competition officials, managers and leaders in governing bodies (the list of target groups is non-exhaustive). Those workshops need to present both the rules-based approach and the values-based approach to integrity in sport, and more specifically, workshops should not be focused only on the betting-related match-fixing but they need to address the sport-related match-fixing, too.

1. In cooperation with the NOC SPOC, develop awareness-raising activities by making use of the Believe in Sport tools of the IOC OM Unit PMC.
2. In cooperation with the NOC SPOC, make use of the ambassador of the NOC of Croatia who was appointed and has been trained by the IOC OM Unit PMC.
3. Consider proposing additional ambassadors from your sport to the NOC SPOC.
4. Awareness-raising and capacity building activities need to present both the rules-based approach and the values-based approach to integrity in sport.
5. Ensure close coordination with the NOC SPOC and the national platform (when set up).

### Measure 3. Adopt the rules on the prevention of the manipulation of competitions

National Federation should adapt its regulatory framework to address the manipulation of sport competitions.

1. Adopt the rules on the prevention of the manipulation of competitions based on the IOC Model Rules for International Federations and their members (Annex 3).
2. Ensure the visibility of the regulations in and outside of the organisation, toward members and other stakeholders.

### Measure 4. Inform your stakeholders about the IOC Hotline

National Federation should promote the IOC Integrity and Compliance Hotline (the IOC Hotline) for submitting reports:

<https://ioc.integrityline.org/>

The role and responsibility of the National Federation is to communicate to its members and athletes that this is the mechanism for submission of reports.

The link to the IOC Hotline should be made available on the website of the National Federation, Alternatively, National Federation can publish a link that leads to the website of the NOC where there is a link to the IOC Hotline.

Athletes are the main target group that needs to be informed about the IOC Hotline.

1. Make sure that your members, especially athletes but also every other stakeholder in your sport knows about the IOC Hotline as the reporting mechanism that can be used for anonymous submission of reports in case of suspicions on the manipulation of sport competitions.
2. Make the link of the IOC Hotline available on the website of your sport organisation.

3. Inform your members, athletes and other stakeholders that the failure to report is a breach per se.

#### Measure 5. Cooperate with relevant stakeholders at national and international level

National Federation should seize every opportunity to cooperate with the NOC of Croatia and its IF and EF on integrity matters. Taking part in the capacity building activities organised by the relevant national and international actors increases the ability of the National Federation to protect the integrity of sport. It also provides the tools that can be replicated by the National Federation to make its job easier in the fight against manipulation of sport competitions. It is also the easiest way to stay relevant and up-to-date on all the issues that the Olympic movement and the sport community are confronted with in a given time, which enables the entire sport system to have a better and more efficient reaction to potential problems related to integrity.

1. Become a part of the NOC's network of POCs to receive relevant information and participate in their activities.
2. Engage into activities organised on an international level by the IF and the EF.
3. Initiate cooperation between your organisation and your member organisations by establishing your own network of contacts in sport clubs.
4. Be open to cooperation with governmental bodies and other relevant stakeholders outside of the sport system.
5. Be open to sharing information via the NOC's SPOC, law enforcement and governmental bodies, notably the national platform, in monitoring, intelligence and investigations.
6. Be ready to handle a case. National Federation has jurisdiction for the disciplinary follow-up on a potential case. Should this be the case, be ready to coordinate with the NOC SPOC and the IF SPOC, as well as with any other relevant stakeholder (e.g. police) on a potential case.



Action plan for strengthening measures against the manipulation of sport competitions 2022-2025

MEASURES	ACTIVITIES	2022				2023				2024				2025				
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
	2.1.	In cooperation with the NOC SPOC, develop awareness-raising activities by making use of the Believe in Sport tools of the IOC OM Unit PMC.							x									
	2	In cooperation with the NOC SPOC, make use of the ambassador of the NOC of Croatia who was appointed and has been trained by the IOC OM Unit PMC.							x									
	2.1	Consider proposing additional ambassadors from your sport to the NOC SPOC.							x									
	2.2	Awareness-raising and capacity building activities need to present both the rules-based approach and the values-based approach to integrity in sport.							x									
	2.3	Ensure close coordination with the NOC SPOC and the national platform (when set up).							x									
3	<b>Adopt the rules on the prevention of the manipulation of competitions</b>																	

MEASURES	ACTIVITIES	2022				2023				2024				2025				
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
	3.1	Adopt the rules on the prevention of the manipulation of competitions based on the IOC Model Rules for International Federations and their members (Annex 3).				x												
	3.2	Ensure the visibility of the regulations in and outside of the organisation, toward members and other stakeholders.																x
4	<b>Inform your stakeholders about the IOC Hotline</b>																	
	4.1	Make sure that your members, especially athletes but also every other stakeholder in your sport knows about the IOC Hotline as the reporting mechanism that can be used for anonymous submission of reports in case of suspicions on the manipulation of sport competitions.																x
	4.2	Make the link of the IOC Hotline available on the website of your sport organisation.								x								
	4.3	Inform your members, athletes and other stakeholders that the failure to report is a breach per se.									x							

	MEASURES	ACTIVITIES	2022				2023				2024				2025			
			Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
5	<b>Cooperate with relevant stakeholders at national and international level</b>																	
		5.1	Become a part of the NOC's network of POCs to receive relevant information and participate in their activities.								x							
		5.2	Engage into activities organised on an international level by the IF and the EF.								x							
		5.3	Initiate cooperation between your organisation and your member organisations by establishing your own network of contacts in sport clubs.															x
		5.4	Be open to cooperation with governmental bodies and other relevant stakeholders outside of the sport system.															x
		5.5	Be open to sharing information via the NOC's SPOC, law enforcement and governmental bodies, notably the national platform, in monitoring, intelligence and investigations.								x							

Action plan for strengthening measures against the manipulation of sport competitions 2022-2025

MEASURES	ACTIVITIES	2022				2023				2024				2025			
		Q1	Q2	Q3	Q4												
5.6	Be ready to handle a case. National Federation has jurisdiction for the disciplinary follow-up on a potential case. Should this be the case, be ready to coordinate with the NOC SPOC and the IF SPOC, as well as with any other relevant stakeholder (e.g. police) on a potential case.								x								

## Definitions

For the purposes of this document:

“Sport competition” means any sport event organised in accordance with the rules set by a sport organisation recognised by an international sport organisation, or, where appropriate, another competent sport organisation.

“Sport organisation” means any organisation which governs sport or one particular sport, as well as its continental and national affiliated organisations.

“Competitions organiser” means any sport organisation or any other person, irrespective of their legal form, which organises sport competitions.

“Manipulation of sport competitions” means an intentional arrangement, act or omission aimed at an improper alteration of the result or the course of a sport competition in order to remove all or part of the unpredictable nature of the aforementioned sport competition with a view to obtaining an undue advantage for oneself or for others.

“Single Point of Contact for Integrity in Sport” is an individual with an official position in the NOC, who is the primary intermediary for integrity issues between the organisation, its members and external stakeholders, and deals with all integrity matters including manipulation of sport competitions.

“Point of Contact for Integrity in Sport” is an individual with an official position in the National Federation or a member of the integrity unit in the organisation, who is the primary intermediary for integrity issues between the organisation, its members and external stakeholders, and deals with all integrity matters including manipulation of sport competitions.

## Annex 1

### National legislation

#### Criminal Code

##### Fraud

###### Article 224

(1) Whoever, with an aim to procure unlawful pecuniary gain for himself or a third party, by false representation or concealment of facts, deceives another or keeps such a person in deception, inducing him thereby to do or to omit to do something to the detriment of his property or the property of another, shall be punished by imprisonment for three months to five years.

(2) If by the perpetration of the criminal offense referred to in paragraph 1 of this Article, considerable pecuniary gain is acquired or if the criminal offense is committed while the perpetrator is a member of a group or a criminal organization, the perpetrator shall be punished by imprisonment for one to ten years.

(3) If, by the perpetration of the criminal offense referred to in paragraph 1 of this Article a small pecuniary gain is acquired and the perpetrator acted with the aim of acquiring such gain, the perpetrator shall be punished by a fine of up to one hundred and fifty daily incomes or by imprisonment not exceeding six months.

(4) Whoever commits the criminal offense referred to in paragraph 1 of this Article only with the aim of causing damage to another shall be punished by a fine or by imprisonment not exceeding three years.

(5) Criminal proceedings for the criminal offense referred to in paragraphs 3 and 4 of this Article shall be instituted by a private charge.

#### Criminal Procedure Act

##### Article 1

(1) This Act establishes the rules which guarantee that an innocent person shall not be convicted, and that a punishment or other criminal sanction shall be imposed on the person who commits a criminal offence, subject to the provisions of the criminal law and in lawful proceedings before the competent court.

(2) Before the judgement becomes final, the freedom and other rights of the defendant may be restricted only subject to the provisions of this Act.

##### Article 2

(1) Criminal proceedings shall be instituted and conducted only upon the request of the authorized prosecutor. For certain criminal offences, when prescribed by criminal law, the State Attorney shall institute criminal proceedings only upon the motion of the injured person.

(2) In cases involving offences subject to public prosecution, the authorized prosecutor shall be the State Attorney, and in cases involving offences subject to private charge, the authorized prosecutor shall be a private prosecutor.

(3) Except where otherwise prescribed by law, the State Attorney shall be bound to institute the prosecution when there is reasonable suspicion that a certain person committed an offence which is subject to public prosecution and when there are no legal obstacles to the prosecution of that person

## Legal framework for online gambling

Tax Administration (gamin regulatory body - the administrative organization within the Ministry of Finance):

### **UNAUTHORIZED ONLINE GAMBLING**

#### **NOTICE**

The development of the digital economy requires that the national regulations are at the same time adjusted to the characteristics of business operations in the digital world and that normative mechanisms are developed that will enable the control of performing of economic activity online.

The legislation in force in the Republic of Croatia did not provide for the possibility for the competent authorities to apply the same measures in the digital world as the ones applied in the real environment, which asked for a normative solution that would harmonize the actions of the competent authorities in the real and digital environments when finding unlawful business operations.

Amendments to the General Tax Act that came into force on 1 January 2019 govern the prevention of performing of unauthorized economic activity online.

In relation to Article 44, paragraph 3 of the General Tax Act, it is stipulated that, if a specific economic activity is provided via the internet while avoiding meeting the requirements regulated by the provisions of a special regulation governing such an activity, thereby achieving unjustified tax advantages or causing damage for the community that is difficult to recover, the competent tax authority may issue an order to ban further business operations.

The Ordinance on the Implementation of the General Tax Act which came into force on 4 May 2019 stipulates in detail in Articles 18 through 21 the procedure of preventing the performing of unauthorized economic activity online referred to in Article 44, paragraph 3 of the General Tax Act.

Under the said provisions of the General Tax Act and the Ordinance on the Implementation of the General Tax Act, the Ministry of Finance, Tax Administration will also prevent unauthorized operation of online gambling which is provided without the authorisation issued in accordance with the Act on Games of Chance.

Market analysis showed more frequent occurrences of operation of online gambling by foreign companies which have not acquired the right to operate such games in the Republic of Croatia in accordance with the Act on Games of Chance (Official Gazette no. 87/09, 35/13, 158/13, 41/14, 143/14 - hereinafter: the Act). In a specific case, foreign online gambling operators, allow Croatian citizens to participate in gambling abroad by avoiding to meet the requirements for acquiring the right to operate gambling in accordance with the Act on Games of Chance.

Performing online activities without an acquired operating right provides unjustified tax advantages to the foreign gambling operators because receipts gained on the Croatian market in this manner are not taxed nor do the foreign operators pay the legally proscribed fees into the state budget.

At the same time, operators who have acquired the right in the Republic of Croatia to operate gambling are obliged to pay high amount of annual and monthly remunerations which, pursuant to Article 8 of the Act, are allocated for funding the development of sports and institutions dealing with culture, extra-institutional education of children and youth, as well as organisations which contribute to the fight against drug abuse and other forms of addictions and aiding the disabled. In other words, unlike operating gambling outside Croatian legislative framework, legal operation of gambling provides a series of benefits to the wider social and economic community.

Furthermore, foreign gambling operators performing this activity without meeting the statutory requirements governing the operation of gambling in the Republic of Croatia are not subject to audit and control by the competent national authorities, and by circumventing the legal requirements they may cause damage for the community that is difficult to recover.

## Annex 2

### References

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## Annex 3

### **Model rules for National Federations**

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## Annex 4

### **Research report**