

Measures for the Protection of Sporting Events from Competition Manipulation

A Practical Guide

International Olympic Committee

UEFA



International Olympic Committee

CONTENTS

Introduction & Purpose 3

1. POLICY & REGULATORY FRAMEWORK 4

1.1 Comprehensive Rules 4

1.2 Sources of Information & Investigation 6

1.3 Reporting Mechanisms 6

1.4 Disciplinary Standards & Proceedings 7

2. EDUCATION & AWARENESS OF PARTICIPANTS 9

2.1 General Principles 9

2.2 Planning 10

2.3 Key Messaging 11

3. MONITORING & INTELLIGENCE 12

3.1 Legal Context & Risk Assessment 12

3.2 Betting Intelligence 14

3.3 Coordination & Information Sharing 16

Final Considerations Towards Continuous Improvement 17

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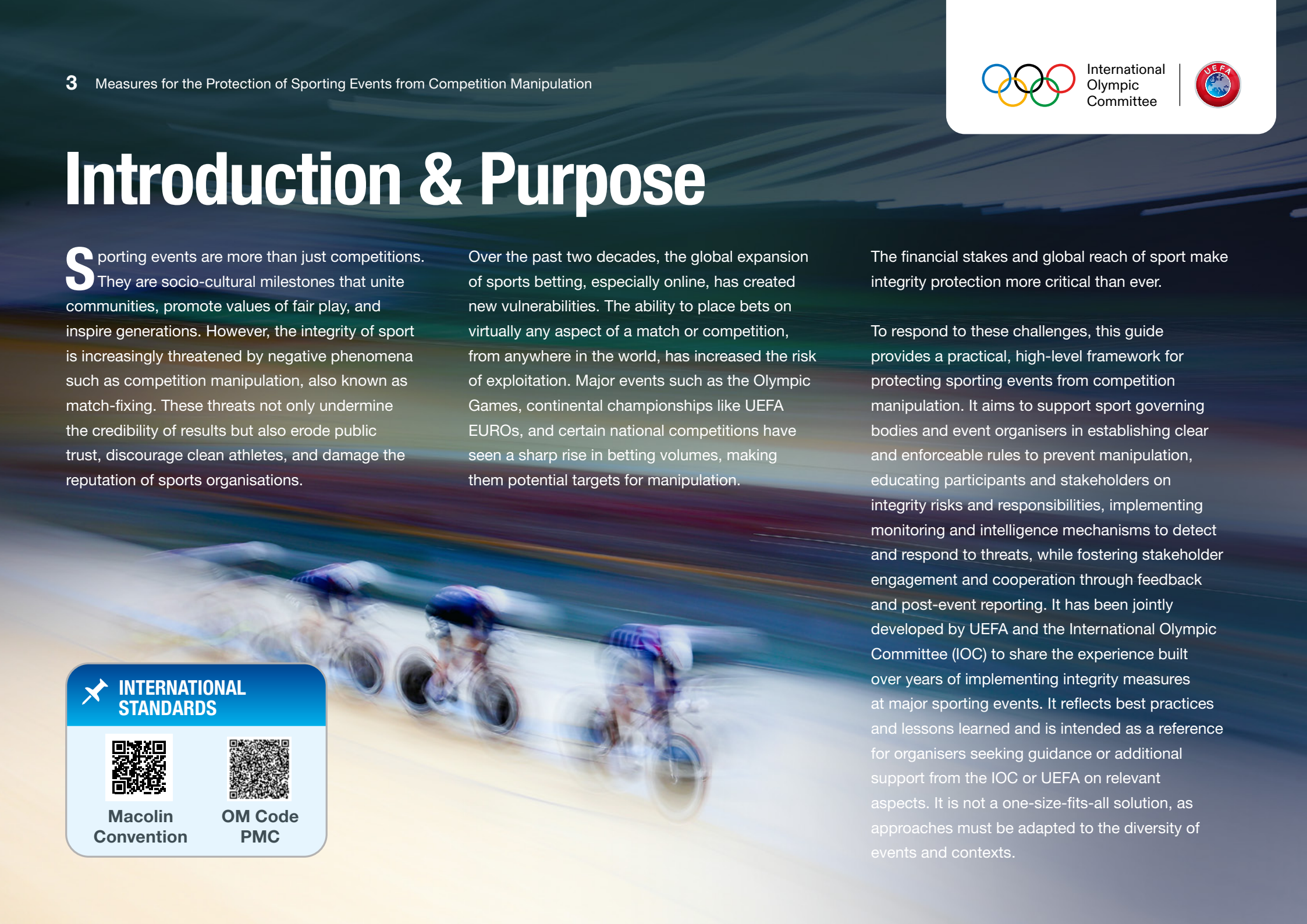
Introduction & Purpose

Sporting events are more than just competitions. They are socio-cultural milestones that unite communities, promote values of fair play, and inspire generations. However, the integrity of sport is increasingly threatened by negative phenomena such as competition manipulation, also known as match-fixing. These threats not only undermine the credibility of results but also erode public trust, discourage clean athletes, and damage the reputation of sports organisations.

Over the past two decades, the global expansion of sports betting, especially online, has created new vulnerabilities. The ability to place bets on virtually any aspect of a match or competition, from anywhere in the world, has increased the risk of exploitation. Major events such as the Olympic Games, continental championships like UEFA EUROs, and certain national competitions have seen a sharp rise in betting volumes, making them potential targets for manipulation.

The financial stakes and global reach of sport make integrity protection more critical than ever.

To respond to these challenges, this guide provides a practical, high-level framework for protecting sporting events from competition manipulation. It aims to support sport governing bodies and event organisers in establishing clear and enforceable rules to prevent manipulation, educating participants and stakeholders on integrity risks and responsibilities, implementing monitoring and intelligence mechanisms to detect and respond to threats, while fostering stakeholder engagement and cooperation through feedback and post-event reporting. It has been jointly developed by UEFA and the International Olympic Committee (IOC) to share the experience built over years of implementing integrity measures at major sporting events. It reflects best practices and lessons learned and is intended as a reference for organisers seeking guidance or additional support from the IOC or UEFA on relevant aspects. It is not a one-size-fits-all solution, as approaches must be adapted to the diversity of events and contexts.



INTERNATIONAL STANDARDS

Macolin Convention

OM Code PMC



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1 Policy & Regulatory Framework

A robust regulatory framework is essential to safeguard the integrity of sporting events and protect competitions from any form of manipulation. This framework should include clear, comprehensive, and enforceable regulations. These regulations should not only deter competition manipulation and betting on one's own competition or sport, but also promote fairness, transparency, and integrity in sport.

1.1 Comprehensive Rules

Organisers must adopt clear and accessible rules that define prohibited conduct. These rules apply to all accredited individuals and legal entities under the jurisdiction of the organiser who are formally recognised for exercising a role or function in the context of the sporting event, whether on or off the field of play. This includes athletes, athlete support personnel, referees, officials, administrators, member associations and their staff, and any other individuals involved in the organisation or delivery of the event whose actions may impact the integrity of the competition, hereinafter referred to as participants. These rules should align with international standards while also complying with national laws, covering the following violations:

Competition manipulation - Participants must not manipulate or attempt to manipulate any aspect of a match or competition which could affect not only the final result but also specific elements such as the score at a given moment, the sequence of actions, or the deliberate commission of errors or fouls.

Betting - UEFA Disciplinary Regulations prohibit direct or indirect participation in betting or similar activities relating to competition matches, as well as any direct or indirect financial interest in such activities. Under the OM Code PMC, sportspersons are prohibited from betting on any competition within their sport, irrespective of whether they are participating in the relevant competition or of where that competition takes place. In the context of a multi-sport event, this prohibition applies to all sports and disciplines that form part of the event at large.

Misuse of inside information - The use or sharing of inside information must be strictly prohibited as it can be used for betting purposes or any form of unfair advantage. Inside information refers to non-public knowledge obtained through one's role that could influence the course of a competition or be used to gain an undue benefit.

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Failure to report and failure to cooperate - Participants must report any approaches or solicitations to engage in misconduct and cooperate fully with any inquiries into suspected violations. Sports organisations must provide accessible reporting mechanisms so that participants can safely and confidently report concerns.

MODEL RULES FOR EVENT ORGANISERS

Olympic Movement's constituents' rules must be in compliance with the OM Code PMC and aligned with existing "Model Rules for Event Organisers".

Similar model rules documents are available for IFs, NFs and NOCs and can be found here.

Examples of Violations:

Category	Scenario	Violation
Competition manipulation	A defender agrees to concede two early corners in the first 10 minutes of a football match and deliberately kicks the ball out twice.	Intentionally altering a specific element of the match.
Betting	A volleyball athlete taking part in the Olympic Games uses a friend's account to bet on archery.	Indirect betting on events within a multi sport competition.
Misuse of inside information	A physiotherapist tells a friend the star striker of a football team will start despite a hamstring injury.	Sharing non public info for betting advantage.
Failure to report	A football player is offered money to commit fouls but says nothing.	Obligation to report any approach immediately.
Failure to cooperate	A tennis coach ignores interview requests and withholds emails during an inquiry.	Not cooperating with an official investigation.

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1.2 Sources of Information & Investigation

Effective enforcement of the regulatory framework requires robust internal coordination. Sports organisations should establish internal protocols that clearly define how integrity-related concerns are escalated and addressed. These protocols must ensure timely and secure communication and designate the competent authority responsible for conducting investigations, composed of trained professionals, either in-house or supported externally. Regardless of the model, those involved must be adequately resourced, and possess expertise in sport integrity and legal proceedings. Their mandate should encompass evidence collection, interviews with relevant parties, and the preparation of documentation for disciplinary casework, all while maintaining objectivity and compliance with procedural safeguards. Investigations may be initiated based on a range of sources:

- **Information received via reporting mechanisms,** such as hotlines, mobile apps, secure online platforms, or emails, enabling participants and stakeholders to report concerns confidentially.
- **Betting-related data,** such as irregularities in betting patterns or other anomalies detected through monitoring systems, including participants placing bets in noncompliance with the rules.
- **Accounts from competition officials**, technical delegates, or event staff who observe irregularities or suspicious behaviour.
- **Media coverage, social media activity,** or circulating rumours that may raise concerns and prompt organisers to initiate further review.
- **Intelligence from public authorities,** such as law enforcement or regulatory bodies, particularly in cases involving criminal elements or cross-border dimensions.

1.3 Reporting Mechanisms

To support accountability and the enforcement of the duty-to-report obligation, while ensuring that participants can safely raise integrity-related concerns, sports organisations must establish an appropriate, safe and well-publicised reporting mechanism. This mechanism should be fully operational well ahead of the event and remain active throughout its duration. It must ensure the protection of sensitive information through secure systems and uphold confidentiality to safeguard the identity of those submitting reports. Clear and impartial procedures must be in place for receiving, evaluating, and responding to reports in a timely and consistent manner.

REPORTING MECHANISMS REFERENCES

Olympic Movement and European football stakeholders should favour publicising the reporting mechanisms made available respectively by the IOC and by UEFA, i.e. the IOC hotline & the UEFA Integrity Line, which are available online and easy to navigate through on mobile devices.

IOC hotline

UEFA Integrity Line

1.4 Disciplinary Standards & Proceedings

If disciplinary proceedings will be opened based on the investigation results and the discovered evidence at hand, the following standards should be taken into account.

Competent disciplinary bodies

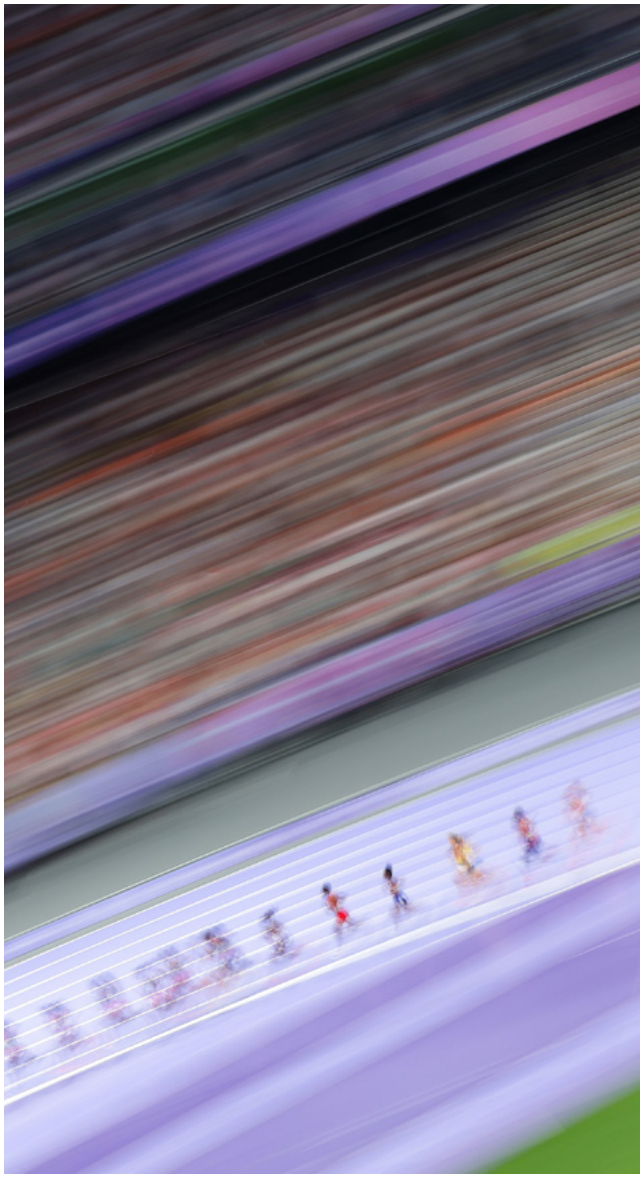
Disciplinary bodies must be impartial and composed of qualified experts in law, sport governance, and ethics, typically forming panels of at least three members including a chairperson. They are convened according to organisational rules to assess alleged violations, evaluate evidence, conduct hearings, and issue decisions with proportionate sanctions. Regulations must clearly define both the initial disciplinary body and the separate appeals body, which may uphold, amend, or overturn decisions. In international contexts and for multi-sports events particularly, the Court of Arbitration for Sport (CAS) often serves as the final appeals authority.

Fair process

Participants subject to disciplinary proceedings must be guaranteed a fair process. This includes being informed of the allegations and applicable regulations along with the potential consequences - unless the case remains in the investigatory phase and notification is not deemed appropriate. They must also be given a reasonable opportunity to respond and present evidence, with confidentiality maintained throughout the proceedings.

Standards of Proof in Cases of Competition Manipulation

Standard	Description & Application
Balance of Probabilities	A fact is considered proven if it is more likely than not (>50%). Applied by the IOC for competition manipulation disciplinary cases under the OM Code PMC (sports organisations who adopted the OM Code PMC can still opt for higher standard of proof).
Comfortable Satisfaction	Requires the adjudicating body to be comfortably satisfied based on the seriousness of the allegation and quality of evidence. Applied by UEFA in competition manipulation disciplinary proceedings.
Beyond Reasonable Doubt	The highest standard, requiring near certainty of guilt. Typical in criminal law systems (common law) but not used in sports disciplinary proceedings.



Standard of proof

Disciplinary decisions must be grounded in a clearly defined and consistently applied standard of proof, which reflects the seriousness of the alleged breach and the potential consequences. This standard determines the level of certainty required to establish that a violation has occurred.

Sanctions

Sanctions for breaches of integrity may be applied to individuals or teams and can vary in severity, being proportionate to the seriousness of the violation. Possible sanctions include issuing warnings or reprimands, imposing monetary fines, suspending individuals from competitions or official roles, withdrawing previously awarded titles, and, in the most serious cases, lifetime bans or disqualification from future events. When determining sanctions, disciplinary bodies should consider factors such as intent, impact, recurrence, and the broader implications for sport integrity. Sanctions must be designed to deter future violations while maintaining consistency across cases and transparency in disciplinary outcomes.

RANGE OF SANCTIONS

Who	Possible Sanctions
Individuals	Disqualification • Loss of medals/points • Suspension (temporary or permanent) • Fines • Withdrawal of accreditation
Teams	Disqualification • Loss of titles/points • Exclusion from future events
Officials / Staff	Suspension or removal • Ban from events • Fines
Organisations	Fines • Points deduction • Exclusion from competitions • Loss of hosting rights
Additional Measures	Public disclosure • Mandatory education • Referral to authorities



Education & Awareness of Participants

Raising awareness and educating participants are cornerstones of competition protection. Sport governing bodies organising events have a responsibility to train and educate their stakeholders on competition manipulation and the applicable regulations. Awareness-raising and education should not only be integrated into ongoing activities but also specifically planned in the lead-up to sporting events.

2.1 General Principles

Education and awareness raising is not a one-off activity but a continuous process. Content must be reviewed and updated regularly, integrate lessons learned, and adapt to evolving risks and participant feedback. Moreover, special attention must be given to the occasion of events.

Prior to any sporting event, all participants - including athletes, entourage, officials, staff, delegations, etc. - must be aware of the relevant regulations they are subject to. They must understand the rules, the risks, and their responsibilities, notably the procedures to follow if they witness an attempt to manipulate a competition. Education should be proactive, practical, and adapted to the realities of each event.

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KEY PRINCIPLES & TARGET AUDIENCES

Clear rules
Understand risks
Know responsibilities

Continuous process
Regular updates

Tailored content
Contextualisation

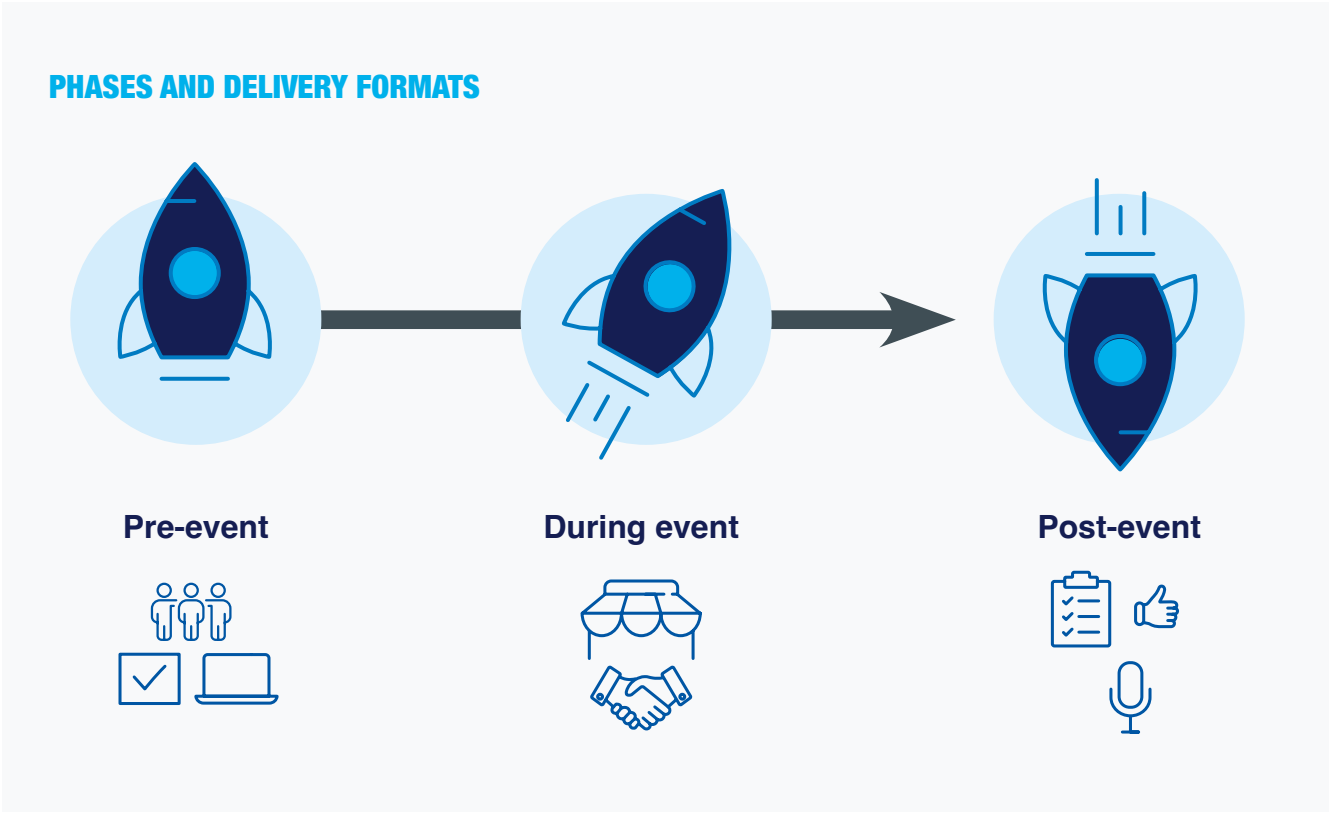


The content must be relevant to the roles and responsibilities of different participant groups. Delivery should take into consideration accommodating sports peculiarities, languages and cultural contexts. Consistency is essential, with harmonised core messages across all materials and sessions.

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2.2 Planning

Education planning should start well before the competitions. The approach regarding the timing and delivery methods of prevention activities varies from one event organiser to another, according to the specificity of the event (e.g., duration, format, disciplines) differing for a tournament played in a limited period of a couple of weeks versus a championship spread over several months. International and multi-sports competitions should benefit from pre-arrival briefings and on-site reinforcement, while season-long events require an introductory session and periodic refreshers. To maximise efficiency and resource use, awareness raising sessions may be embedded into existing frameworks and planned activities, such as athletes' forums, preparation camps, commission meetings, officials' trainings, delegation briefings, etc.



Pre-event

Pre-event education is more impactful when combining short, targeted virtual or in-person briefings (around 30 minutes) with possible access to modular e-learning. Diversifying delivery formats and channels ensures broad access and allows participants to learn at their own pace and in their own language.

During event

During events, education should be visible and interactive. On-site activations - such as awareness booths, team-area briefings, and short learning sessions in technical meetings - reinforce key messages.

Post-event

Post-event, measuring and evaluating the impact of the awareness-raising activities carried out is of key importance to improve future planning. Questionnaires, surveys, and qualitative interviews with both participants and educators contribute to this objective.

2.3 Key Messaging

Integrity messaging should be simple, memorable and relatable so that participants can recall them under pressure. Using slogans and storytelling helps reinforce values and encourage responsible behaviour. A practical framework is to emphasise obligations, such as the IOC four rules: “Don’t fix, Don’t bet, Don’t share inside information, and Speak up”, and highlight expected prompted reactions – such as UEFA 3Rs learning shortcut “Recognise warning signs, Reject any approach, and Report immediately”. Education should normalise reporting as both a responsibility and a protected pathway.

Peer-led involvement and storytelling bring integrity messages to life. Hearing testimonials from individuals who have violated rules and faced the consequences highlights the seriousness of misconduct and the importance of early reporting. Meanwhile, stories from respected role models, i.e. active or retired athlete “ambassadors”, who consistently act with integrity inspire trust and demonstrate the value of doing the right thing.

Short scenario-based exercises such as role-plays, case cards or quick “what would you do?” polls, help build practical and conditioned response to real-world pressure. Such case-based illustrations can relate to social-media contact from unknown accounts, offers presented as sponsorship or merit incentives, requests for early line-up and tactical information or injury details, etc.

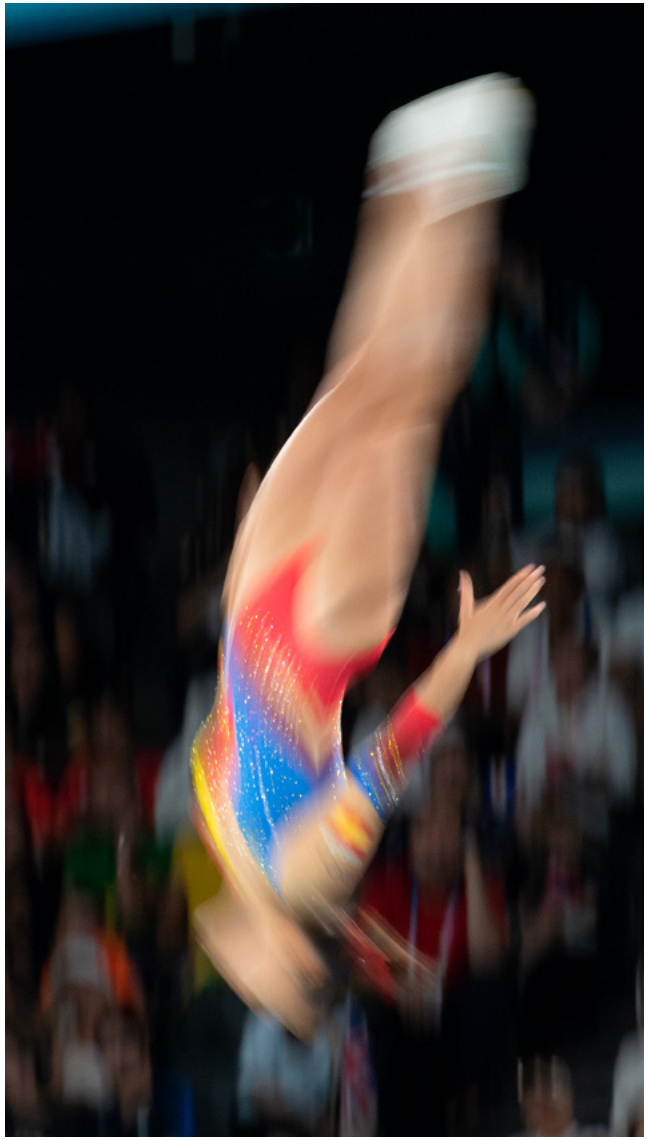
Messaging is most effective when tailored to different target audiences, from athletes to event staff, helping participants better retain key messages and reflect on the specific pressures, responsibilities, and contextual situations each group may encounter.

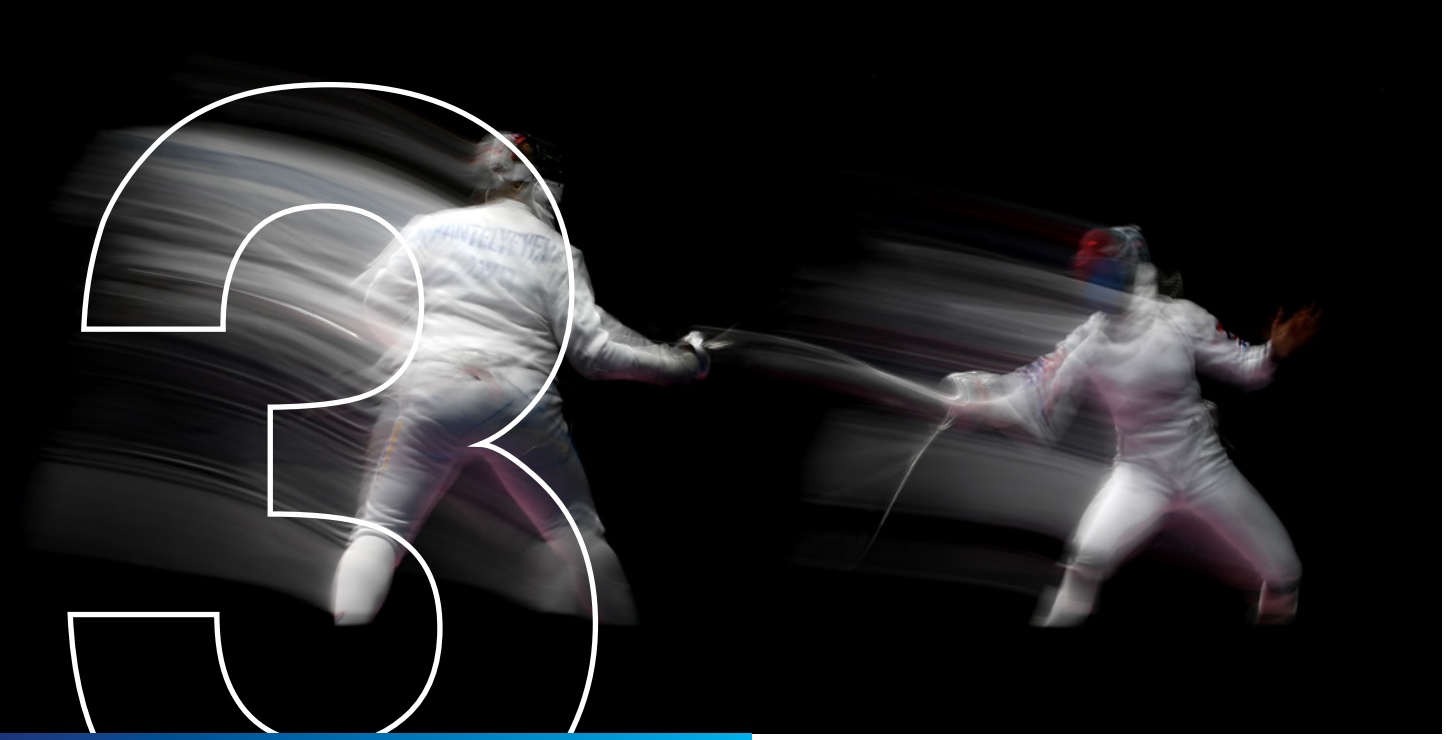
BUILD ON EXISTING RESOURCES

Check & Use the IOC Believe in Sport Educational Toolbox

RELY ON AMBASSADORS







3. Monitoring & Intelligence

Protecting sporting events requires more than rules and education; organisers must establish a monitoring and intelligence framework that ensures real-time vigilance and swift action against credible threats. This framework should be tailored to the event's type, size, format, and risk profile.

For Olympic Movement stakeholders, the International Olympic Committee (IOC) and specifically the OM Unit PMC leads the monitoring process and acts as the central coordination point. International Federations, major event organisers and National Olympic Committees are expected to channel their efforts through the IOC rather than engaging directly with external partners, ensuring a unified and consistent approach to risk assessment, monitoring, and response.

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3.1 Legal Context & Risk Assessment

Effective monitoring begins with a comprehensive understanding of both the legal framework of the host country and the specific risks tied to the sporting event itself. This ensures that integrity efforts are locally grounded and appropriately calibrated.

Organisers must first identify the domestic legal and institutional landscape, including applicable laws related to sports fraud on the one hand, and betting regulation on the other hand. Competition manipulation can lead to criminal proceedings, meaning that law enforcement investigations may run running in parallel to disciplinary procedures. In multiple jurisdictions, there is a specific criminal offence on competition manipulation, while in others, traditional criminal laws such as "fraud, participation in organised criminal group, corruption, etc." can be also applied for relevant actions.

A key step is determining whether the host country has established a National Platform. This coordination framework, promoted under the Macolin Convention, brings together domestic public and private stakeholders to combat competition manipulation. Cooperation with

such platforms, or with relevant authorities where no formal platform exists, is essential.

Organisers are encouraged to conduct a thorough assessment of competition-specific risks. The process may combine internal analysis with external expertise and address the following elements:

Sport-specific risks - certain sports or competition formats (e.g., individual versus team events, knockout tournaments versus league formats) involve different risk factors, such as fixtures with limited sporting significance when qualification is already secured or where specific outcomes could influence future matchups.

Participant-related risks - The assessment should consider the profile of participating teams and athletes, including any previous betting alerts in domestic competitions, past integrity disciplinary incidents, financial circumstances, and overall performance background.

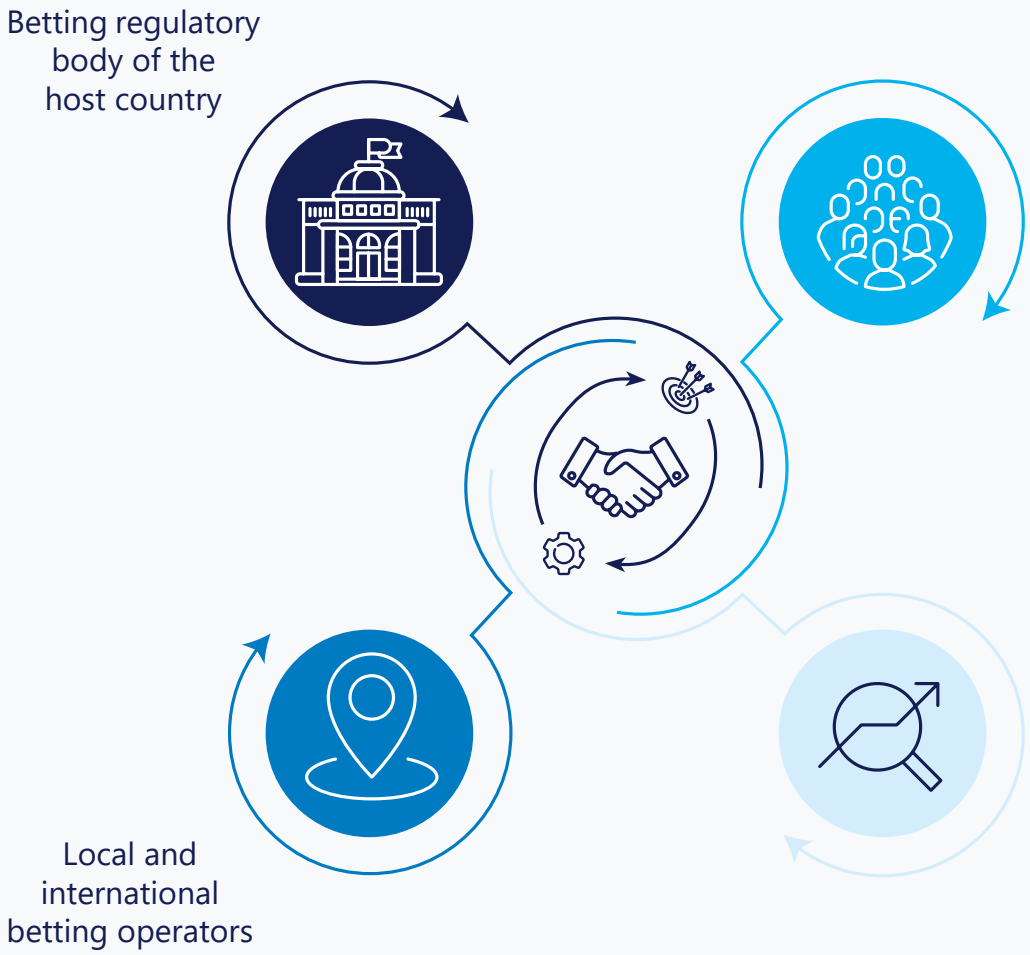


Betting exposure: Organisers should review the expected betting environment, such as estimated turnover, the extent of bookmaker coverage, and the range and prevalence of betting options available (main and derivative markets).

Intelligence insights: Broader contextual elements should also be examined, including previous cases or scandals in the host country, media-driven threats such as spread of rumours and allegations of corruption, or known persons of interest.

To structure this process, organisers may use risk matrices to score likelihood and impact, commission external assessments from betting monitoring partners, and review lessons learned from previous editions or similar events.

RESOURCE GUIDE ON LEGAL APPROACHES TO TACKLING COMPETITION MANIPULATION



3.2 Betting Intelligence

Because competition manipulation is often driven by the purpose of generating illicit profits through betting markets, these are therefore an essential source of intelligence. Organisers should establish measures to detect suspicious activity and irregular betting patterns. To support this process, they can rely on a diverse range of entities:

Betting regulatory body of the host country, which provide legal oversight and enforcement mechanisms.

Local and international betting operators, who can offer direct access to betting activity data and market behaviour.

Global betting integrity organisations, which contribute analysis of cross-market trends and aggregated information from multiple operators and jurisdictions.

Betting monitoring entities, which specialise in detecting suspicious patterns through advanced analytics and surveillance tools.

Effective surveillance involves monitoring both pre-event and live betting markets, supported by clear

reporting protocols and rapid alert systems. While considering the dimension and characteristics of the sporting event at stake, coordination planning should specify the frequency of updates, escalation procedures for urgent cases, and the format of reports. Informative situation reports can provide reassurance when no anomalies are detected, while emergency alerts should trigger immediate action.

Where legally possible, sports organisations may cross-check betting activity by accredited participants to identify breaches of betting prohibition, moreover as in certain cases, if bets placed are successful, it could reveal underlying manipulation risks. This requires a legal framework that enables controlled data sharing between betting regulators and sports bodies. A notable example is the French model, where legislation allows sports organisations to submit lists of accredited individuals to the national betting authority for cross-checking against registered bettors. This mechanism was successfully applied during major events held in France, such as the UEFA EURO 2016 and the Paris 2024 Olympic Games. In the latter case, it resulted in the identification of several non-compliance cases, which were addressed through measured disciplinary follow-up and reinforced awareness efforts.

OVERSIGHT OF BETTING INTELLIGENCE FOR OLYMPIC MOVEMENT CONSTITUENTS



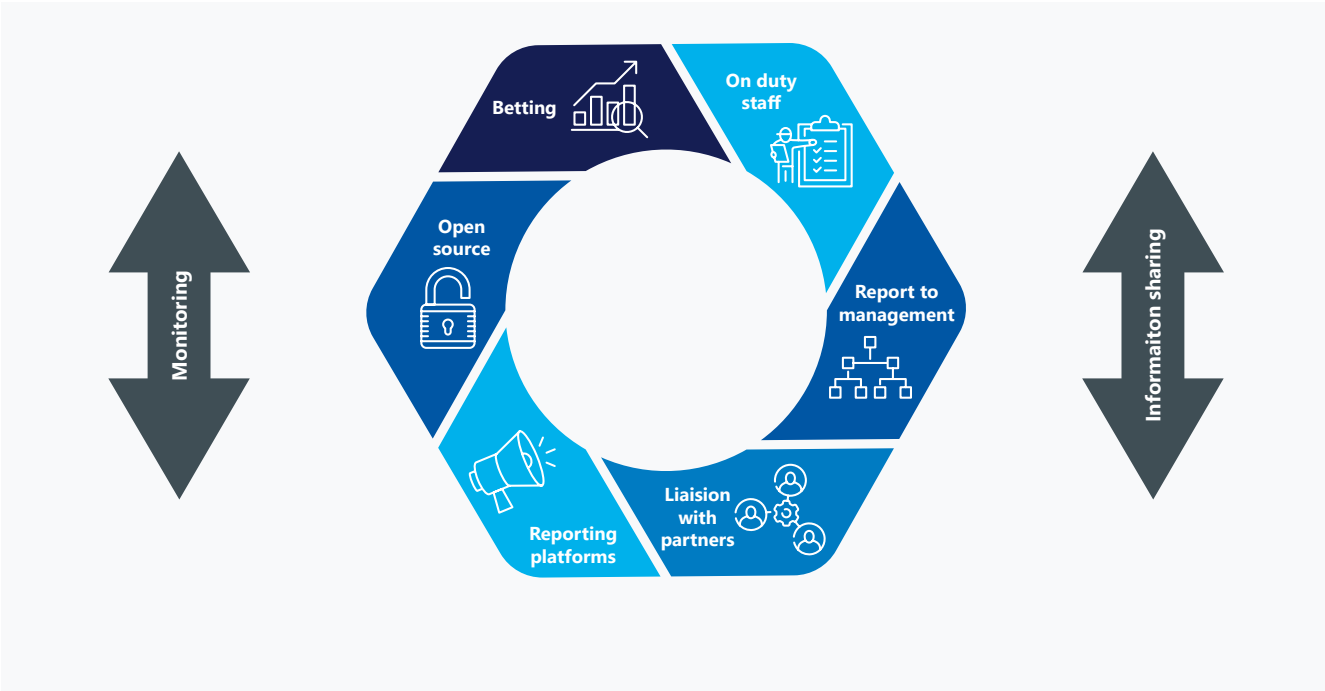
3.3 Coordination & Information Sharing

Timely and secure information exchange is essential to maintain shared situational awareness aligned with disciplinary regulations and applicable laws. Coordination plans, both internally and with external stakeholders, should be tailored to the event's characteristics, including its format, format, location(s), and discipline(s). These measures enable coherent action by the organiser, whether through streamlined internal handling or, when required, coordinated liaison among multiple stakeholders.

For major events, layered coordination and frequent updates are critical. Organisers should therefore consider establishing a dedicated monitoring group to facilitate rapid assessment, intelligence sharing, and coordinated responses. Clear protocols must define escalation procedures, communication flows, and roles and responsibilities for all parties involved, including:

Sport organisation / event organiser – Leads the monitoring group and coordinates meetings, activities, and information sharing flows.
Local authorities / National Platform – Oversees the event from the host country's perspective and ensures on-site response capability.
Council of Europe / Group of Copenhagen – Facilitates access to the network of national platforms and supports information exchange.
International law enforcement agencies (Interpol, Europol) – Provide expertise on corruption and criminal networks and enable cross-border intelligence sharing.
Betting monitoring partners - Share real-time betting data and alerts to support early detection and analysis of suspicious activity.

Internally, organisers must implement an integrated protocol for handling integrity concerns during the competition. This includes receiving and triaging alerts, assessing the reliability and urgency of incoming information, gathering additional details, coordinating follow-up actions, ensuring timely escalation when needed, and reporting to management. A comprehensive monitoring schedule must specify staff duties and availability (including outside business hours), timelines for open-source and reporting platform checks, betting surveillance inputs such as real-time alerts and outputs such as daily summaries, and regular updates to both management and the monitoring group.



Final Considerations Towards Continuous Improvement

The protection of sporting events from competition manipulation is not a one-time effort; it requires ongoing evaluation, learning, and adaptation. It is a continuous process that extends beyond the duration of the event itself. Sports organisations should embed a culture of ongoing improvement by conducting structured post-event reviews aimed at strengthening future integrity measures and reinforcing organisational accountability.

Post-event reporting plays a strategic role, serving both as an operational necessity and as a tool for high-level decision-making and stakeholder engagement. It should capture lessons learned and provide actionable insights to update rules, procedures, reporting mechanisms, education content, and communication strategies. Reports should also review suspicious activities addressed, trends in betting patterns, and the effectiveness of mitigation efforts, ensuring continuous improvement and stronger integrity measures for future events.



For internal leadership, such reports provide a comprehensive overview of the integrity measures implemented, incidents detected, and the effectiveness of threat management procedures. Leadership endorsement is essential to ensure that changes are implemented effectively, sustained over time, and integrated into future event planning. For external partners, such as law enforcement agencies, betting regulators, and international organisations, these reports serve as transparent communication instruments that reinforce trust and collaboration.

Importantly, the measures taken, and the commitment to integrity, should be communicated publicly. Transparency in the actions taken fosters trust among participants, partners, and the public, and demonstrates leadership in safeguarding sport. Publicising good practices and lessons learnt also contributes to the broader ecosystem of integrity protection, encouraging shared progress and continuous refinement. By institutionalising these practices, sports organisations ensure that each event becomes an opportunity to refine measures, strengthen coordination, and reaffirm their commitment to fair and credible competition.



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