ethicalsport symposium

Match Manipulation and Gambling:

A Growing Threat to Canadian Sport Integrity

White Paper in Response to the
International Symposium on Match
Manipulation & Gambling in Sport
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McLAREN GLOBAL SPORT SOLUTIONS

Canadian Centre for Ethics in Sport (CCES)

CANADIAN CENTRE FOR ETHICS IN SPORT

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Purpose of White Paper

The purpose of this document is to summarize the growing issue of match manipulation and gambling and its relevance to sport in Canada at both the amateur and professional levels further to the expert analysis and delegate feedback provided at the International Symposium on Match Manipulation and Gambling in Sport held on 24 and 25 April 2019 in Toronto. This document draws on global and Canadian experts in the subject area, international best practices, publicly available statistics, scholarly research, and delegate perspectives who attended the Symposium.

This White Paper is intended to educate all interested stakeholders about the threats posed by match manipulation and to offer recommendations to mitigate these threats as they relate to the integrity of sport in Canada and our country's role and reputation in this area on the international stage.

Rapid changes in technology, growing popularity of on-line gambling platforms, and ground-breaking legislative changes regarding gambling in the United States underscore the real and growing threat of match manipulation in Canada. Sports leagues, event sponsors, broadcast networks and clubs are rapidly contracting with legal betting platforms to expand their revenue streams. Furthermore, "the growing avalanche in betting is resulting in unforeseen attempts at corrupting athletes to increase profits."[1] Businesses such as Sportradar are contracting with many of these aforementioned organizations to help monitor and mitigate attempts to manipulate events. Canada, however, is ill equipped to deal with this issue due to a combination of antiquated policies, non-specific legal frameworks, and low priority for government.

This threat has the potential to cause severe damage to the integrity of Canada's most beloved sports from hockey to the Canadian Football League, and many other sports identified at risk through sophisticated analyses that have been undertaken on behalf of the Canadian Centre for Ethics in Sport. These risk profiles are explained further in this document.

Moreover, with Canada's hosting of the United 2026 FIFA World Cup together with the United States and Mexico, it is incumbent upon government to address this issue, otherwise risk reputational damage commensurate with the Ben Johnson saga. While Canada is now regarded as a leader in the global anti-doping movement as a result of actions arising from the Ben Johnson crisis, a more proactive stance regarding match manipulation is critical.

> *"Online gambling is the biggest challenge to the integrity of sport that we are facing today. The impact of it will continue to grow unless we adopt dynamic approaches to eliminate corruption, including new legal frameworks that will protect athletes from the pressures of manipulation. These actions will help to preserve the unpredictable nature of sport that feeds our passion for it."*
>
> *– Richard H. McLaren, OC, CEO, McLaren Global Sport Solutions*[2]

Overview of Symposium

Agenda and Speakers

The International Symposium on Match Manipulation and Gambling in Sport was held in Toronto on 24 and 25 April 2019 (the "Toronto Symposium"), jointly organized by the Canadian Centre for Ethics in Sport (CCES) and McLaren Global Sport Solutions. It was the first Symposium of its kind in Canada and served as the inaugural event as part of an annual series of "Ethical Sport Symposiums" to be offered by the CCES.

The purpose of the Toronto Symposium was to raise awareness of this issue amongst key stakeholders in sport in Canada, including amateur and professional sport organizations, athletes, government agencies, law enforcement, gambling industry representatives, researchers, and the legal community.

The Toronto Symposium was organized into three key theme areas as follows:

Exploring the Issues: An examination of the global scope and Canadian context related to match manipulation and gambling

Speakers:

- Richard McLaren, OC, CEO, McLaren Global Sport Solutions;
- Paul Melia, President and CEO, Canadian Centre for Ethics in Sport;
- Declan Hill, Journalist; PhD in Corruption Studies & Organized Crime; and Professor of Investigations, University of New Haven;
- Paul Burns, President and CEO, Canadian Gaming Association;
- Andy Cunningham, Director Global Strategy Integrity Services, Sportradar;
- Jeremy Luke, Senior Director, Sport Integrity, CCES.

International Approaches and Best Practices

Speakers:

- David Howman, CNZM, Chair of Board, International Association of Athletics Federations (IAAF) Athletics Integrity Unit; Former Director General of the World Anti-Doping Agency (WADA);
- Ashley Ehlert, Legal Director, International Ice Hockey Federation (IIHF);
- Jeffrey Mishkin, Of Counsel, Skadden, Arps, Slate, Meagher & Flom; former Chief Legal Officer, NBA;
- Harry Syvasalmi, CEO, Syvasalmi Consulting, Finland; Chair of the drafting group of the Council of Europe Convention on Competition Manipulation.

Key Considerations in the Canadian Sport Landscape

Speakers:

- Earl Cochrane, Chief Strategy and Development Officer, Canada Soccer;
- Ashley LaBrie, Executive Director, AthletesCAN;
- Luisa Ritacca, Managing Partner, Stockwoods Barristers, Toronto;
- Jocelyn East, Manager, International, Safety & Integrity in Sport, Sport Canada.

A list of organizations who were represented at the Toronto Symposium are found in Appendix A.

Delegate Feedback

Overall satisfaction with Toronto Symposium

4.6/5

On a scale of 1 to 5, with 3.5 as "highly satisfied"

Support for the implementation of a national program and education strategies to prevent match manipulation

90%

of post-Toronto Symposium survey respondents

The following is a summary of various excerpted comments from a post-event survey conducted by the Canadian Centre for Ethics in Sport.[3]

"Seems to be an effort from an organizational perspective to get in front of the issue. Bravo to CCES for this; issues always need a champion."

"This information needs to be shared with more people. While there was good attendance, more sports governing bodies and people who work in the sporting world need to be educated on these issues."

"Extremely relevant (issues discussed). A component of our training program is anti-money laundering and learning about gambling in sport broadens our knowledge which will assist with our investigations."

"Hard and tireless work (needed) with the recommendations of the symposium."

"Continue with the commitment to educate and expose leaders to topical issues."

"More promotion to the sport community about this issue is required."

"It was very good. I would like to see a follow-up conference, once there has been time to do some implementation of the concepts expressed at the conference."

"Excellent conference very well organised with objectives clear."

"The symposium exceeded my expectations and certainly raised the awareness of this threat to sport."

-- Delegate comment

Understanding Match Fixing

According to the European Commission, "Match fixing is an international phenomenon and is often linked to gambling, with criminal networks exploiting unregulated gambling markets. This presents a major threat to the integrity of sporting events, with sportspeople subject to considerable financial temptations and pressure to influence sporting objectives and outcomes."[4] Regulated gambling markets, however, can also be subject to betting-related fraud, as has been demonstrated by leading sport integrity companies, including Sportradar, which uses advanced technology to identify irregular or suspect betting patterns. In the case of a manipulated competition or game, certain individuals will typically wager unusually large sums on a particular outcome of or within the event in question due to prior knowledge of corrupt actions taken to ensure said outcome. Compared to unregulated betting markets in which bookmakers often operate with limited oversight, regulated markets provide better opportunities to monitor and address issues related to match manipulation.

Match fixing involves the deliberate and coordinated influence of the outcome of a sporting contest or elements within the contest typically involving a player, game official, coach, or other staff official who has been compromised through the influence of another party. The parties to a fix typically involve the players or officials who in carrying out the fix become known as corruptees and those perpetrating the fix known at corruptors.[5] This influence comes in the form of financial bribes, as well as physical or other threats. Of course, other parties to a fix include those who knowingly bet on fixed matches and benefit financially and other legal bettors who may suffer financial losses.

Delegates at the Toronto Symposium heard from Richard McLaren, OC, who commented that "fixing results of a sporting event by manipulating or contriving some aspect of the game or the match itself removes the greatest and most important characteristic of sport – unpredictability."[6] It is the absence of unpredictability that can devastate a sport by breaking the public trust. With increasing popularity of legal sports betting, including on-line betting and single sport betting being rapidly accepted in jurisdictions across the United States, the financial implications of rigged events are profound. In 2018, The Economist estimated the total annual global sports betting turnover at two trillion dollars, of which 85% is currently in the form of illegal betting.[7]

A public who loses trust in the integrity of the system may choose to not bet on events, and this is an economic engine fueling sport than cannot be overstated. It is akin to insider trading on a stock market which is heavily regulated to ensure the integrity of the financial system which would otherwise collapse.

Research also shows that a fan who bets on a sport is typically more engaged with the sport. A recent poll commissioned by Seton Hall University found that "70% of Americans say they would be more likely to watch a game they bet on."[8] Therefore, it is reasonable to suggest that fans driven away from betting on a sport because of match fixing may also be less inclined to watch the sport.

Because of the underlying financial risks and threats to a sport's fan base, efforts to combat match-fixing through governance reforms, sophisticated analytics, and investigations has become a priority for many top tier professional and international sport federations. Some examples include the PGA Tour, professional tennis, the IIHF, and the NBA.

The issue, however, is more acute amongst lower tier leagues and events where athletes earn less money and are more vulnerable to bribes. In such cases, "match fixers are most successful when the chances arise to gamble on one of the world's fringe leagues away from the spotlight."[9] Promising young athletes or low earning professional athletes are targeted and groomed by criminal fixers who study their habits and vulnerabilities and then attempt to develop relationships in order to exploit these vulnerabilities.[10] For example, an athlete may be targeted by someone who develops a relationship and "helps" them with some type of expense or access to a service such as a medical procedure. Over time, the fixer unbeknownst to the athlete may ask for a seemingly innocuous favour such as information about a team's strategy or team injuries. Eventually, the fixer uses this as leverage to compel an athlete to go along with a fix for fear of otherwise being exposed for doing something wrong. And once the athlete is compromised, the fixer has them in their grasp.

Definition of Key Terms

Match Manipulation – Match manipulation or match fixing is the deliberate and coordinated effort to influence elements of a sporting contest which may include the outcome of an event or specific elements within it. This involves an attempt to create a pre-determined outcome which is contrary to the rules of sport and illegal in a few jurisdictions.

Proposition ("Prop") Bet – This is a bet on a specific "proposition" of something happening (or not) within a sporting event rather than a bet on the outcome of a contest itself. For example, will the Raptors score more or less than 100 points in a game, or will a certain athlete rush for more or less than 100 yards in a football game?

Spot Fixing – Spot fixing is a form of match manipulation which involves fixing the outcome of a specific aspect within an athletic contest related to the outcome of a proposition bet. Spot fixing may be unrelated to the eventual outcome of the contest itself.

International Context and Best Practices

Match fixing has been described as "The Biggest Threat to Sport in the 21st Century"[11] with "corruption in sport reaching epidemic levels worldwide."[12] Declan Hill, who is an authority on the subject of match fixing wrote in 2013:

> *"This new form of match-fixing is sweeping through sports. It has destroyed many sports across Asia. It is threatening tennis, cricket, football and a host of other European sports. This wave of corruption is also lapping at the doors of North American Sports. To help understand, and thus prevent more corruption, the study of fixing in sports is one of absolute urgency."*[13]

These alarming perspectives were reaffirmed at the Toronto Symposium by sport law and integrity experts, including former WADA director general and current Chair of the IAAF Athletics Integrity Unit David Howman, who offered the following position:

> *"I have done a lot of work in the general sport integrity area and I can quote you what I am told by people who work in that more general business, including enforcement agents, and they all say the biggest threat to sport integrity is organized crime. We saw it coming at WADA and I raised it during my term there as a significant issue that needed to be countered by world sport, because the bad guys involved in pushing dope and steroids are the same bad guys involved in match manipulation."*[14]

In fact, the alarm bells had been sounded much earlier than Howman's recent comments, including by Jacques Rogge, former President of the International Olympic Committee (IOC) who made the following statement in July 2011:

> *"Now there is a new danger coming up that almost all countries have been affected by and that is corruption, match-fixing and illegal gambling. This is the new fight (and) we have to confront it."*[15]

According to LawInSport, a respected legal knowledge hub, "despite high-profile crackdowns, corruption unfortunately continues to be a serious issue for sports. Match fixing cases and betting integrity investigations remain prevalent, while wide-ranging governance reforms are ongoing across many major governing bodies."[16]

The following governance approaches are offered as best practices of a selection of governmental and international sport federations who are actively addressing match manipulation and for which information is in the public domain. It should be noted that many of the major professional sports leagues are addressing the threat of match manipulation through internal investigative mechanisms, athlete education and training, and partnerships with companies such as Sportradar to better detect suspicious betting patterns in association with their sports. However, many of these processes are confidential.

The Council of Europe Convention on the Manipulation of Sports Competitions (the "Macolin Convention")

- https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/215/signatures
- Multilateral treaty that aims to prevent, detect, and punish match fixing in sport;
- Introduced in Macolin/Magglingen, Switzerland on 18 September 2014;
- 37 signatories; Ratified by five countries;[17]
- Canada is not a signatory.

The Council of Europe Convention on the Manipulation of Sports Competitions is an important political tool to combat match fixing and was introduced in Macolin/Magglingen, Switzerland on 18 September 2014. Mr. Harry Syvasalmi, a speaker at the Toronto Symposium, was Chair of the drafting group of the Council of Europe Convention on Competition Manipulation. This multilateral treaty was informed by various research and observations of the European Commission who noted in its 2011 Communication on sport that "match fixing was an issue for the integrity of sport."[18] "Even though the Macolin Convention is an instrument emanating from Europe, the Council of Europe is extremely mindful of the global nature and threat of match manipulation and is therefore encouraging non-European countries to become Parties."[19]

> *"Now there is a new danger coming up that almost all countries have been affected by and that is corruption, match-fixing and illegal gambling. This is the new fight (and) we have to confront it."*
>
> *Jacques Rogge, IOC President, 2011*

Other inputs to the eventual development of the treaty included a 2011 Green Paper on Online Gambling and a 2012 study of criminal law provisions in the Member States. The 2011 Green Paper led to the adoption of a communication entitled "Towards a comprehensive European framework on online gambling" in 2012, in which sport and match fixing is identified as one of five priorities. In 2014, two additional studies on "betting-related match fixing were carried out and published in 2014."[20]

The Macolin Convention is described as "a ground-breaking legal instrument and the only rule of international law on the subject to currently exist. It provides common definitions, as well as unique international co-operation mechanisms such as the "National Platforms". The widest possible adhesion to this text will make it the basis of reference for a variety of actors from different fields of interest and competencies (ministries, the sport movement, public and private betting stakeholders, law enforcement agencies and the judiciary) which together, make up the "Macolin Community" committed to the fight against sport manipulations and corruption."[21]

The main tool of the Macolin Convention is known as the Macolin Roadmap which "provides a structured framework allowing the main actors to better align their efforts and coordinate their actions. It is regarded as the most possible efficient strategy to promote the Convention and to assure its rapid entry into force."[22] Thirteen key actions of the Macolin Convention include:

- Coordination between international activities and projects.
- Assistance and consultancy to public authorities and institutions.
- Thematic debates related to the main groups of actors: Ministries and State authorities; Law enforcement and judiciary; Sport Betting Regulators; Sport organisations; Sport betting operators.[23]

On 24-25 September 2018 the 3rd International Conference on the fight against the manipulation of sports competitions – Promotion and implementation of the Macolin Convention was held in Strasbourg, France. The primary objective of this Conference "was to create the relevant framework nudging actors into a new generation of coordinated action."[24]

The Review of Australia's Sports Integrity Arrangements (Wood Review)

- A review into the integrity of Australian sport announced on 7 August 2017;
- Conducted by James Wood, a former judge of the Supreme Court of New South Wales and former Chairperson of the Law Reform Commission of New South Wales;
- 280-page Report published on 2 August 2018;[25]
- Key recommendations related to match manipulation included a national platform for regulation of sports wagering, an ongoing centralised sport wagering fraud detection and response capability, and greater international connectivity; and
- Rapid adoption of key recommendations includes becoming a signatory to the Macolin Convention and the introduction of a bill into Parliament to establish Sport Integrity Australia.

The Wood Review was undertaken as part of the Government of Australia's National Sport Plan. The purpose of the Review was to "examine national and international integrity threats and future challenges, including the rise of illegal offshore wagering, match fixing and doping in sport."[26] The Review also was tasked to consider " the merits of establishing a dedicated national sports integrity commission."[27] Mr. David Howman, a speaker at the Toronto Symposium, was a panel member and co-author of the report issued in respect to the Wood Review.

Growing threats to the integrity of sport in Australia including doping as well as illegal wagering, match fixing and the influence of organized crime was the impetus for the Wood Review. According to The Report of the Review of Australia's Sports Integrity arrangements, "Without the presence of a comprehensive, effective and nationally coordinated response capability, the hard-earned reputation of sport in this country risks being tarnished, along with a potential reduction in participation rates and a diminution in the social, cultural and economic value of Australia's significant investment in sport."[28]

Recommendations Concerning the Manipulation of Sporting Competitions (Wood Review)

1. That Australia become a party to the Council of Europe Convention on the Manipulation of Sports Competitions (Macolin Convention);
2. That the Australian Government establish national match fixing offences and enact national match fixing criminal legislation;
3. That the regulation of sports wagering become subject to an Australian Sports Wagering Scheme to streamline current processes and to provide clarity, transparency and consistency of the regulatory regime at a national level;
4. That the Australian Sports Wagering Scheme (ASWS) give full effect to the operational model for sports betting anticipated in the National Policy, including requirements for information and intelligence gathering and sharing by sporting organisations and Wagering Service Providers (WSPs);
5. That the administration of the Australian Sports Wagering Scheme, particularly in respect of the assessment of applications from National Sporting Organisations and Wagering Service Providers for relevant recognition, be such as to bring together a range of expertise including from the Australian Criminal Intelligence Commission, Australian Communications and Media Authority, Australian Sports Anti-Doping Authority, Australian Sports Commission, and National Integrity of Sport Unit to ensure that a robust system of integrity oversight, monitoring and compliance is in place;
6. That Sports Controlling Body recognition from the National Platform, involving an assessment of the sufficiency of the integrity policies and procedures implemented by National Sports Organisations (including anti-doping policies, anti-match fixing policies and engagement, where appropriate, of the jurisdiction of the National Sports Tribunal (below)), to be a prerequisite for government funding and recognition; and
7. That the National Platform have, as part of the Australian Sports Wagering Scheme, a dispute resolution function to be exercised in circumstances in which an agreement cannot be reached between a Sports Wagering Service Provider (SWSP) and Sports Controlling Body (SCB).

Several key recommendations related to match manipulation are summarized below (as excerpted from the Report). Additionally, the Report makes several recommendations concerning the need to establish a National Platform for sport integrity including the regulation of sports wagering. A summary of these recommendations is also provided below.

The need to establish a National Platform is required for compliance with the Macolin Convention as discussed previously. The Wood Report recommended that Australia become a party to the Macolin Convention in order to support their national strategies regarding match manipulation as well as to reinforce "Australia's commitment to a global response to the transnational threats of competition manipulation in sport."[29] Subsequent to the Report, Australia became a signatory to the Macolin Convention on 1 February 2019, becoming the first non-European country to do so.

On 4 April 2019 the Minister for Sport, Senator Bridget McKenzie, announced the introduction of a bill into Parliament to establish Sport Integrity Australia: Australia's first national agency to bring together sports integrity capabilities, knowledge and expertise. According to the Minister for Sport, "Upon establishment Sport Integrity Australia will focus on policy and program delivery, education and outreach, and anti-doping regulation, monitoring and intelligence. This will be followed by the development of the enhanced capabilities outlined under Stage Two of the Government response to the Wood Review, including: improved national collaboration on sports wagering integrity issues and a whistle-blower framework for sport."[30]

The announcement of Sport Integrity Australia augments current activities of the Sports Betting Integrity Unit (SBIU) which is housed within the Australian Criminal Intelligence Commission (ACIC). The SBIU performs important functions to protect Australian sport from "criminal influence, match fixing and related corruption." It is anticipated that the functions of the SBIU will "transition into Sport Integrity Australia as part of Stage Two of the Government response" to the Wood Review.[31]

> *"The increasing commercialisation of sport, the rapid growth in sports wagering, and revelations of ongoing manipulation of sports competitions and doping scandals, has made this Review timely."*
>
> *- Report of the review of Australia's sports integrity arrangements*

Recommendations Concerning a National Platform for Sport Integrity (Wood Review)

1. That a proposed National Sports Integrity Commission be established and as a matter of urgency, formalise and expand the work of the Sports Betting Integrity Unit by establishing a 'National Platform' type entity with the powers and capabilities required to address the threat of match fixing as outlined in Article 13 of the Macolin Convention (including the national regulation of sports wagering, administering the Australian Sports Wagering Scheme, and for information and data sharing);
2. That, on the establishment of the proposed National Sports Integrity Commission (NSIC), the functions, powers and capabilities of the National Platform be subsumed within the NSIC, as part of its broader regulatory and law-enforcement function;
3. That the National Platform facilitate a Suspicious Activity Alert System (SAAS), enabling real-time receipt and dissemination of alerts, collection of responses and assessment of integrity risk, to allow timely and decisive action. Participation in the SAAS is to become a condition of SWSP status, with the National Platform to have the authority to nationally suspend wagering markets where significant risk of match fixing is identified;
4. That a central clearinghouse function be established within the National Platform to receive, assess and disseminate data, information and intelligence from SWSPs and SCBs;
5. That provision of relevant sports integrity related data, information and intelligence (including the reporting of any suspicious activity in a timely manner) be a condition of SCB and SWSP status; and
6. That the National Platform have status as a law-enforcement agency to receive, deal with and disseminate law enforcement and private information.

Sports Betting Intelligence Unit, Great Britain

The Sports Betting Intelligence Unit (SBIU) is a unit within the Gambling Commission of Great Britain whose purpose is to deal with reports of betting-related corruption. The SBIU became operational in 2010 following the work of a Sports Betting Integrity Panel that was established in 2009 within the Department for Digital, Culture, Media and Sport (DCMS). This included stakeholders from the betting industry, law enforcement, players, fans, Sports Governing Bodies, the legal profession and the Gambling Commission. The aim of the Panel "was to make recommendations as to the design and implementation of an integrated strategy to uphold integrity in sport and associated betting."[32]

The Terms of Reference for the Sports Betting Intelligence Unit are as follows:[33]

1. The SBIU will focus upon collecting and analysing information and intelligence relating to potentially criminal activity in respect of sports betting, where that activity:
    - relates to a sporting event that occurred in Great Britain, and/or
    - involves parties based within Great Britain, and/or
    - actively occurred under a Gambling Commission licence.
2. The SBIU will act as the operational hub of Britain's Betting Integrity National Platform as set out in Article 13 of the Macolin Convention.
3. It will help bring together the intelligence efforts of partners and play its part in protecting sports betting from corruption in support of the Sports and Sports Betting Integrity Action Plan and the strategic elements of the Gambling Act.
    - The SBIU will develop intelligence to inform investigative decision making on the prosecution or disruption of criminal offences or regulatory action under the Gambling Act.
    - Where relevant and appropriate, this intelligence may be made available to third parties to assist disciplinary action. This could include, for example, action taken by a Sports Governing Body under a sports rule or by a betting operator against an employee. Other disruptive action may be taken by any of the parties. The intelligence will also inform strategic analysis on sports betting integrity issues.
    - The SBIU will develop specific intelligence on individual events and/or individuals. It will not undertake general, pre-emptive monitoring of betting markets or sporting events. This remains the role of betting operators and sports governing bodies respectively.
    - The SBIU will provide bespoke support to international tournaments where relevant. More information can be found in 'Protecting Betting Integrity'.
    - The SBIU will contribute to debriefings of sports betting integrity cases conducted by the Commission and partners to develop and share knowledge, working practices and techniques.[34]

The SBIU provides several useful education resources, downloadable from their website. These include

- Betting Integrity Decision Making Model;
- Misuse of Inside Information Policy;
- Protecting Betting Integrity.[35]

Amendments to the German Criminal Code

A high-profile case of match fixing in the German Football Federation (DFB) in 2005 led to eventual changes to the German Criminal Code (GCC). The case involved Berlin referee Robert Hoyzer who admitted to manipulating matches he officiated in the German cup, among others he admitted to fixing.[36]

In response to this scandal, the DFB held an extraordinary general assembly on 28 April 2005. A criminal inquiry and prosecution followed. However, "these criminal proceedings revealed difficulties in applying the fraud provisions of the German Criminal Code (GCC) on persons initiating the betting fraud on the field of play – like referees, athletes, etc."[37] As you will read in Section 3.3.3 of this White Paper (Canadian Legal Framework and Issues), the limitations of the German Criminal Code prior to the amendment to the GCC are similar to current issues within Canada's Criminal Code as they relate to prosecuting match manipulation.

New sections that were added to the GCC include: Section 265c ("betting fraud in sports") and Section 265d ("manipulation of professional sports competitions")[38] which came into force on 19 April 2017. "The new Sections aim to protect the credibility and authenticity in sporting competitions and the financial/economic interests of clubs, athletes (Section 265d) as well as fair bettors and betting providers (Section 265c). The ideal goal of this legislation is to close the gap in criminal liability left open by Section 263 and completely eliminate any interference with integrity of sports competition through betting fraud and match fixing."[39]

"The 25-year-old referee's admission that he manipulated matches he officiated in the German cup last year has rocked the world of German football - and, more damagingly, has cast a shadow over preparations for the World Cup, which Germany is hosting next year."

The Independent. 29 January 2005[40]

Tennis Integrity Unit

The Tennis Integrity Unit (TIU) is an independent anti-corruption body responsible for the enforcement of rules related to betting-related corruption in professional tennis. It includes a Director of Integrity and a team of 17 full-time staff. Nigel Willerton, the Director of Integrity, participated in the Toronto Symposium. Professor McLaren, one of the organisers of the Toronto Symposium, has acted as an Anti-Corruption Hearing Officer for the TIU for over ten years.

The TIU has three priorities:

1. Preventing corruption from occurring;
2. Investigation and prosecution of offenders; and,
3. Delivering anti-corruption education for players and stakeholders focused on the recognition and reporting of corrupt activity.

The TIU is funded by seven of the sport's major stakeholders including: International Tennis Federation (ITF), Association of Tennis Professionals (ATP), Women's Tennis Association (WTP), Grand Slams Boards (GSB).[41]

Established in 2008, the TIU is widely regarded as one of the best models of anti-corruption governance in a sport. It was established following the acceptance of recommendations in the Environmental Review of Tennis. The TIU has broad investigative authority involving those bound by the program ('Covered Persons'). This includes "the right to interview and obtain, with consent, suspects' phones, tablets, laptops and financial records. Investigations are opened at any time, into any covered person. Offenders are subject to lifetime bans and fines up to US$250,000. In helping to prevent corruption, TIU works with the sport to make it as difficult as possible for would-be corruptors to access players and tournaments. Player education is critical. All players complete an online Tennis Integrity Protection Program which explains grooming techniques and the process of reporting corrupt approaches."[42]

In 2016, an Independent Review of Integrity in professional tennis was initiated by the ATP, the WTA, the ITF, and the Grand Slam Board who represent the four main international governing bodies in the sport. The purpose of this review was to examine betting-related and other integrity issues in the sport.21 The Final Report was published on 19 December 2018. It notes that "Today, tennis faces a serious integrity problem."[43]

The three primary reasons that are impacting the integrity of the sport cited by the Report include:

- The nature of the game lends itself to manipulation for betting purposes;
- The player incentive structure creates a fertile breeding ground for breaches of integrity. Only the top 250 to 350 players earn enough money to break even. Yet there are nominally approximately 14,000 'professional' players. The imbalance between prize money and the cost of competing places players in an invidious position by tempting them to contrive matches for financial reward;
- The advent of online betting and the sale of official live scoring data have greatly exacerbated the problem.[44]

"Today, tennis faces a serious integrity problem."

Report of the Independent Review of Integrity in Tennis, 25 December 2018

Recommendations of the Report of the Independent Review of Integrity in Tennis

Recommendations made in the Final Report include the following:

1. Limit the amount of live scoring data available;
2. There should be changes to the organisation of professional tennis to address incentive problems;
3. The TIU should be reorganised with independent oversight;
4. Completion of enhanced integrity training should be a condition of playing, and the training should be extended to other key participants in tennis;
5. Access to players should be controlled through, amongst other things, changes to accreditation and to the standards of facilities and security at events;
6. The Panel makes a number of recommendations for changes in the rules, including to broaden the prohibitions on such conduct as deliberate contrivance of a match and abuse of inside information, and to strengthen cooperation and reporting obligations;
7. There should be changes to the TIU's investigative processes;
8. The Panel recommends a number of changes to Tennis Anti-Corruption Program (TACP) disciplinary processes, to permit more expeditious and cost-effective proceedings while protecting the rights of the accused;
9. The Panel makes recommendations for enhanced transparency of the TIU and the disciplinary process, including publication of all resolutions of proceedings;
10. Recommendation for the TIU to more effectively engage and cooperate with national federations and law enforcement agencies, as well as with other sports governing bodies and third parties.[45]

Readers of this White Paper are encouraged to access the complete Report for a comprehensive explanation and rationale for these recommendations.

International Ice Hockey Federation

The IIHF was represented at the Toronto Symposium by Legal Director Ashley Ehlert who spoke about the organization's approach to preventing and detecting match manipulation in the sport of ice hockey. Match fixing is governed by the IIHF Code of Conduct, which states: "Rule 3 (Manipulation of Competitions) is adopted as a means of safeguarding the integrity of ice/inline hockey by (i) prohibiting any conduct that may impact improperly on the outcome of ice/inline hockey events and competitions and (ii) establishing a mechanism of enforcement and sanction for those who, through their prohibited conduct, place the integrity of ice/inline hockey at risk."[46]

In 2014 the IIHF entered into a partnership arrangement with Sportradar to monitor three of the IIHF's flagship tournaments as well as to deliver education and training to players, officials, administrators and coaches. The tournaments monitored for suspicious betting patterns included the IIHF Ice Hockey World Championship, IIHF World Junior Championship and IIHF Ice Hockey U18 World Championship.[47]

Data presented at the Toronto Symposium illustrated a trend of increased bookmaker coverage for all monitored events between 2015 and 2019. For example, the amount bet on the IIHF World Championship increased from $79.5M euros ($1.2M/game) in 2015 to $896M euros ($14M/game), an increase of more than 1,000 percent.[48]

"Very few sports excite and engage fans like ice hockey does. And we want to keep it that way. The integrity of our World Championships and our sport are central to that."

IIHF President René Fasel,
14 December 2014

Today, the IIHF has an expansive monitoring program that covers 18 championships and events organized in three tiers. Significant findings from the monitoring program include:

- Increase in betting operators offering odds on lower IIHF level Championships;
- IIHF competition format lends to manipulation;
- Increase in betting alerts in ice hockey; and
- Fixed Euro Challenge and IIHF Championship game.[49]

Recent IIHF and Member National Associations (MNAs) investigations include the 2017 IIHF World Championship in Ukraine and the 2019 IIHF U20 World Championship in Germany. As a result of the 2017 investigation the Ukrainian ice-hockey federation (FHU) issued a life ban to two players related to match manipulation.[50] Investigations regarding the 2019 event are currently active.

The IIHF is a strong advocate for the education of players, officials, coaches, and administrators which is foundational to their prevention efforts. This includes interactive player workshops, publications, and seminars all of which reinforce the following themes:

- SKATE SMART: Know ice hockey integrity rules and recognize when you are being approached by a "Match Fixer";
- SKATE STRAIGHT: Never bet on or fix an ice hockey game; and,
- SKATE STRONG: Show courage and integrity by always telling someone about any suspicious activity and never sharing sensitive information.[51]

The IIHF is in the process of launching an Integrity Officer Program that will require selected Member National Associations to employ a person in such a position in support of the IIHF's efforts to curtail match manipulation. Functions of this role include a single point of contact within each MNA related to education, reporting, and investigation.

Canadian Context

Match Fixing in Canadian Soccer

Declan Hill's 2013 assertion that "a wave of corruption is lapping at the doors of North American sports" holds true in Canada through the example of the Canadian Soccer League where rampant match fixing was revealed. The CBC broke a story on the popular television broadcast The National on 12 September 2012 alleging that a player in the league accepted a bribe to fix a match in 2009. This was just the tip of the iceberg, and it was eventually revealed that the entire CSL was affected, including the manipulation of as many as 42% of games in the league.

The international media attention since the originating CBC story led to increased scrutiny and investigative efforts which cast a long shadow on Canadian soccer.

The full scope of the Canadian Soccer League match fixing scandal was outlined in a 2015 article in The Telegraph which exposed a "rogue league corrupted by match fixing"[52] based on a leaked report from the International Centre for Sport Security. According to the report, every one of the 12 clubs in the league were involved in fixing games on at least three occasions.[53]

There have been many calls for action to address the issue of match fixing in Canadian sport subsequent to this example, including consensus support amongst the Toronto Symposium delegates for the Government of Canada to take proactive action (Section 5: Key Recommendations for Canada arising from the Toronto Symposium).

> *"Soccer Match Fixing Has Infiltrated Canada – A blatantly tossed game between Niagara and Waterloo earlier this year highlights what's alleged to be rampant match fixing in the Canadian Soccer League."*
>
> *Ben Rycroft, VICE, 19 December 2015*[54]

Canada's Response

Despite proven match fixing in Canadian soccer, the Government of Canada has taken limited action to address this growing issue which has been articulated by global sport leaders, including highly sought-after experts from Canada. The crux of the problem was articulated in 2016 as noted below.

> *"Match-fixing suspicions surrounding the CSL have been allowed to fester by a combination of lax laws and official indifference. This open door to sports corruption is linked to the globalization of gambling. Soccer games in countries like Canada, even low-level ones with barely any fans, are bet on thousands of kilometres away, making professional fixers tens of millions dollars. It has been going on for years and, in this country, no one seems willing or able to stop it."*
>
> *Declan Hill, Toronto Star, 2016* [55]

In the wake of the CSL crisis, Canada Soccer, in partnership with FIFA and Interpol, held a Partnership Development Meeting in Ottawa prior to the 2015 FIFA Women's World Cup hosted by Canada. The purpose of the meeting was to "support stakeholders (to) operate in a coordinated manner, especially at national level, to ensure a comprehensive and unified approach to both the prevention of match fixing and responses to allegations of match fixing."[56]

Organizations represented at this meeting included Interpol, FIFA, The Confederation of North, Central American and Caribbean Association Football (CONCACAF), RCMP, OPP, Canadian Gaming Association, Alcohol and Gaming Commission of Ontario, Canada Border Services, and the Ministry of Sport.

Despite this meeting, there has been no progress in the development of a national coordinated framework to prevent match fixing or movement towards becoming a signatory to the Council of Europe Convention on the Manipulation of Sports Competitions.

Canadian Legal Framework and Issues

Luisa Ritacca, Managing Partner, Stockwoods Barristers provided an overview of the Canadian legal landscape in sports gambling and the associated challenges in addressing match manipulation at the Toronto Symposium. According to the Criminal Code, RSC, 1985 c C-46 gambling, betting, gaming and lottery activities are presumptively illegal unless expressly stated. Exceptions include Lotteries, Parlay Betting, and Pari-Mutuel Betting. It is illegal for anyone to offer bets on single sport events or athletic contests according to the Criminal Code (207(4)(b)).[57]

Single sport betting is illegal in Canada because of concerns that legalizing this activity would contribute to match fixing by creating financial incentives for the manipulation of athletic contests. Until recently, this was similar rationale used to prohibit gambling on sporting events in the United States and this context is important for Canada. Concerns over threats to sport integrity vis-à-vis match manipulation was the guiding reason for the prohibition of sports gambling in 49 of the States in the United States following the infamous Chicago Black Sox match fixing scandal of 1919 (excepting Nevada). Furthermore, in 1992 U.S. Congress enacted the Professional and Amateur Sports Protection Act (PASPA) prohibiting States from authorizing sports gambling.4 However, in a landmark ruling in 2018 the United States Supreme Court declared PASPA unconstitutional. The resultant impacts of this decision are explained in Section 4.0 The Changing Landscape of Sports Betting.[58]

The concerns over single sport betting continue to be debated in Canada including those raised by several Members of Parliament in 2016 in the eventual defeat of Bill C-221, the Safe and Regulated Sports Betting Act. However, extensive research undertaken by the Gambling Research Exchange Ontario suggests a number of benefits of regulated single sport betting in Canada (see Harm Reduction and Regulated Sports Betting in this document).

Canada is limited in its ability to prosecute match fixing because there are no specific provisions in the Criminal Code that prevent such activity. As explained by Ms. Ritacca, "there are no reported cases where a person who was match fixing has been prosecuted in Canada."[59] As noted in this document, Germany faced similar limitations in their Criminal Code until it was amended in 2017 following a national match fixing scandal in the German Football Federation.

Because there is not a specific provision for match fixing in the Criminal Code, it is might be addressed through "other fraudulent means" within the Fraud Section 380(1) of the Code – "Everyone who, by deceit, falsehood or other fraudulent means…defrauds the public…of any property, money or valuable security." It is suggested by Ms. Ritacca that given the court's decision in a case involving drugging a horse which constitutes fraud (Riesberry, (SCC 2015)) "it is arguable that s 380(1) could be used to prosecute players who engage in match manipulation, as well as those who bribe players to engage in this activity."[60] However, this is unlikely because "Using R v Riesberry to prosecute match fixing may be difficult. Likely there is no corresponding deprivation, the Victim of fraud could be outside Canada, and victims are also participating in illegal betting."[61]

Another provision of the Criminal Code Section 209 Cheating at Play says: "Every one who, with the intent to defraud any person, cheats while playing a game or in holding stakes for a game or in betting is guilty of an indictable offence and is liable to imprisonment for a term not exceeding two years." However, as Ms. Ritacca explained, "It is unlikely that this provision could be used to prosecute the cheating players themselves. This is because sporting events likely do not fall under the definition of "game" because they do not involve the requisite level of chance."[62]

Other limitations related to Canada's ability to prosecute match fixing include the fact that there is no mention in the Criminal Code of offshore sports betting. Given the growing popularity, ease of access, and volume of on-line betting amongst Canadians, this is problematic and requires further review.

Canadian Sports at Risk

In May 2019 the Canadian Centre for Ethics in Sport commissioned leading sports data, betting and integrity service provider Sportradar to undertake an analysis of sports in Canada in order to assess risks related to match manipulation. Interestingly, the Canada Pension Plan Investment Board (CPPIB) announced a strategic partnership investment with Sportradar in July 2018[63], acquiring a 39 percent stake in the company valued at approximately $936M.[64]

Sportradar Integrity Services provides advanced monitoring and expert analysis to detect suspect betting patterns at more than 550 global betting operators through a variety of techniques, including the following:

- Fraud Detection System (FDS)
- Global Expert Integrity Analyst Team
- Betting Market Risk Assessments
- Independently Verified Reporting
- Bookmaker Market Intelligence
- Anonymized Monitoring of Individual Bets[65]

More than 100 sports leagues, sports organizations and clubs, anti-doping agencies and governmental and law enforcement agencies rely on Sportradar services. This work has resulted in the detection and reporting of more than 4,200 suspect matches and more than 300 disciplinary sanctions and criminal convictions.[66]

In Canada, Sportradar estimates that the global wagers placed on Canadian sporting competitions each year amount to nearly C$20 billion in total.[67] And based on the current regulatory climate, many Canadian sports can expect to see wagering increases. The amount of betting on a sport is one of the most important underlying variables related to a sport's risk profile. A combination of factors including the following can put a sport at risk of match manipulation:

- Widespread global bookmaker coverage
- Significant liquidity and betting volume
- Low player/referee salaries
- History of match fixing[68]

In Canada, Sportradar undertook a risk analysis of the following sports and assigned a risk profile ranging from low risk to severely high risk. Each of these sports was found to be at some risk of match manipulation including several identified as being at high risk.*

- Basketball
- Badminton
- Baseball
- Combat Sports
- Cricket
- Curling
- E Sports
- Football (Canadian)
- Golf
- Ice Hockey
- Motorsports
- Rugby Union
- Rugby League
- Soccer
- Tennis

*Note: Individual sport risk profiles are proprietary information and are therefore not provided in this White Paper. However, this information may be shared confidentially with specific NSOs, governmental agencies, and sports leagues upon request to the CCES and Sportradar.

The proprietary methodology used to determine a sport's risk exposure to match manipulations is based on variables including:

1. Identification of those competitions available for betting;
2. Categorization of competitions based on number and geographical distribution of global betting operators;
3. Estimation of the total amounts wagered worldwide on each identified competition;
4. Utilization of all findings to assign a risk level of match fixing to each tier of betting-relevant competition.

These findings are cause for alarm especially in view of the key governance issues identified previously. In order to mitigate these risks in Canada, an integrated strategy must include targeted legislation and policy development focused on both prevention and enforcement. Key recommendations are provided at the end of this White Paper.

> *"With the exception of a few sports that possess minor betting interest, Canadian sports face integrity risks based on the betting exposure of their competitions"*
>
> *Sportradar, Toronto Symposium*[69]

AthletesCAN Perspective

AthletesCAN is an independent association of current and retired Canadian national team athletes. "As the collective voice for Canadian athletes, AthletesCAN influences a sport system that empowers our athletes to achieve their full potential on the field of play and beyond."[70] Ashley LaBrie, Executive Director of the organisation, spoke at the Toronto Symposium about the importance and relevance of the issue of match manipulation to Canadian athletes.

Amateur athletes as well as professional athletes who earn low incomes are particularly vulnerable to the threat of match fixing. And these threats extend to athletes in Canada. According to LaBrie, "Match fixing is a real and current threat to athlete safety. It's happening in our backyard and it needs to be brought to the forefront. Athletes are ready to play a central role in the development of legislation and policy to address this issue now, before it's too late."[71]

While many view athletes as scapegoats as it relates to their role in the manipulation of sporting events, those at the Toronto Symposium spoke about the need to view athletes as part of the solution rather than the problem and to address the issue from an athlete-centred approach. Athletes in the majority of cases are the unsuspecting victims of match fixers who are groomed and forced into this illicit activity. It is important to examine solutions to the root causes that put some athletes in a position of vulnerability and better educate Canadian athletes about these risks.

Athlete risks to consider in association with match manipulation and gambling include:

- Vulnerable population;
- Threat of intimidation and violence;
- Uncertainty leading to heightened levels of stress;
- Addiction (related to gambling);
- Privacy (increased use of wearables, data, ownership). [72]

The commitment of AthletesCAN to be engaged in addressing this issue on behalf of the more than 6,000 athletes it represents is encouraging. Moreover, by proactively engaging athletes, Canada has a unique opportunity to demonstrate innovative leadership in combatting this issue. Moving forward, LaBrie recommends focusing on the following areas:

- Learn from other movements;
- Education;
- Collaboration;
- Review and revise relevant policy;
- Develop support mechanisms;
- Protect whistleblowers;
- Create a culture of transparency and accountability. [73]

"Athletes are ready to play a central role in the development of legislation and policy to address this issue now, before it's too late."

Ashley LaBrie, AthletesCAN

The Changing Landscape of Sports Betting

Single Sport Betting in the United States and Impact on Canada

In May 2018 the Supreme Court of the United States struck down the Professional and Amateur Sports Protection Act (PASPA), a federal law from 1992 in which sports betting was banned almost exclusively across all states. The recent decision allows states to legalize single-event sports betting within their borders. Since PASPA was struck down, eight states have full-scale legalized sports betting, six states have recently passed bills to legalize sports betting and 30 states have introduced bills which have yet to pass.

With almost all states in the process of legalizing single sports betting, it is nearly inevitable that the Canadian gaming industry will feel an impact. More specifically, with legalized sports betting appearing right at our borders, U.S. gaming companies will gain a competitive edge against our border casinos who are unable to provide single sports wagering opportunities for its customers. The Canadian gaming industry has already experienced this situation during the 1990s when dice games remained illegal in Canada but were introduced to Michigan casinos. As a result, Canadian casinos witnessed numerous customers flock across the border.

Currently the only form of sports betting available in Canada is a form of parlay betting in which patrons must wager on the outcome of two or more events. This regulated market earns a revenue of approximately $550 million. However, the probability of predicting two or more outcomes correctly is much lower than if one needed to only predict one outcome correctly. As a consequence, it is estimated that Canadians wager over $14 billion on single sports events through unregulated illegal or offshore markets. With a clear Canadian interest in single event sports wagering, the removal of PASPA in the U.S. poses a risk to the industry's economic success. With sports betting continuing to remain illegal in Canada, but now available at our borders, it is likely that we will see portions of the unregulated market revenue begin flowing to the U.S gaming industry. As well, the risk to the Canadian gaming industry does not stem solely from betting revenues flowing to U.S gaming corporations, but also from the loss in non-gaming revenue as a result of Canadians crossing the border where they can legally wager on single sports events.

Another important factor that enables the manipulation of single-event sports is the access to same day live betting over various broadcast platforms. This enables the corruptors to exploit the betting platform, particular as it relates to spot fixing of in-game proposition bets.

Previous Legislative Attempts Regarding Single Sport Betting in Canada

There have been three previous legislative attempts to legalize single-event sports betting in Canada, none of which managed to pass the House of Commons.

Bill C-627, an act to amend the Criminal Code and allow for single sport event betting, was introduced in the House of Commons on 11 February 2011. However, it did not go past its first reading due to the dissolution of parliament prior to the general election.

Bill C-290 was introduced in the House of Commons by Joe Comartin, NDP MP on 28 September 2011. The bill was proposed to amend the Criminal Code to allow provinces and territories the option to allow wagering on single sports events. The house of Commons held its Second Reading on November 1, 2011 and referred the bill to the House Justice Committee. The House of Commons Justice Committee passed the bill on February 16, 2012, subsequently sending the bill to a third reading debate on March 2, 2012 where it received unanimous support from all parties. The bill proceeded to be studied and debated in Senate until April 2015 where it died on the order paper when Parliament was dissolved for the general election.

Bill C-290 enjoyed broad supported from the federal government, nine provincial governments, law enforcement, the Canadian Chamber of Commerce, The Canadian labour Congress, sports organizations such as the National basketball Association and The International Olympic Committee, gaming regulators and numerous local community leaders across the country.

In April 2016, Brian Masse, NDP MP put forth Bill C-221, The Safe and Regulated Sports Betting Act. Bill C-221 proposed amending subsection 207 (4) of the Criminal Code by adding “or” at the end of paragraph (a) and by repealing paragraph (b). Similar to the previous proposal Bill C-290, Bill C-221 proposes amending the Criminal Code in order for provinces and territories to be able to allow wagering on any single sports event. The bill was defeated in September 2016 in the House of Commons at Second Reading by a 156-133 vote.

Unlike Bill C-290, Bill C-221 did not enjoy the support of the current government. However, since the defeat of Bill C-221 the move to permit single event sports wagering in Canada has earned the support of major sports leagues such as the NBA, NHL, CFL, and MLS who all provided letters in support of an amendment to the Criminal Code.

The past legislative attempts to permit single event sports wagering have received support from labour organizations like Unifor and the Canadian Labour Congress, sports organizations, such as Canada Soccer and the ILC, provincial and Canadian Chambers of Commerce, provincial gaming regulators, law enforcement and eight provincial governments.

It is urged than any legislation regarding the legalization of single-event sports betting in Canada be accompanied by associated protections related to match manipulation in order to ensure the integrity of the betting process, and to both educate and protect athletes and other stakeholders.

Harm Reduction and Regulated Sports Betting

Some opposed to single-event sports betting reason that legalizing this activity will create a more conducive environment for match manipulation that may encourage unscrupulous individuals to fix games thereby creating concomitant pressures on vulnerable athletes. While this may be true, education, prevention, and enforcement efforts can help mitigate such negative impacts. Moreover, match fixing vis-a-vis single sport betting and proposition betting is already happening through both legal and illegal offshore betting placed on Canadian sporting events for reasons articulated in this document including inadequate polices and legal frameworks. Irrespective of the prospect of single sport betting in Canada, the current threat posed by match manipulation that emanates from outside our borders suggests the pressing need for action regarding match manipulation.

Others opposed to single-event sport betting cite valid concerns including gambling addiction which is addressed extensively in academic literature. Gambling addictions may be associated with a plethora of gambling habits including such activities as buying lottery tickets, playing online poker, para-mutual betting on horses, or parlay betting on platforms offered by Provincial Lottery Corporations. Responsible gaming operators have robust education programs and resources to encourage safe and responsible gaming. For example, the Ontario Lottery and Gaming Corporation, under the "Play Smart" banner offers resources to encourage responsible gaming as well as educational resources and agencies to assist with issues related to problem or addictive gaming.[74] Such resources presumably would be provided and perhaps augmented if single sport betting was introduced in Canada.

The potential impacts of legalizing single sport betting in Canada requires further research. In a scoping review of single-event sports betting funded by the Gambling Research Exchange Ontario, it was determined that "there is a dearth of empirical evidence available to guide policy decisions in respect to the potential impact on revenue, criminal behaviours or gambling-related harms following the approval of single-event sports betting."[75]

Given the rapid legalization of single sport betting currently underway in the United States, as well as current opportunities offered overseas, a disadvantage of not offering this in Canada is that residents interested in placing bets through both regulated and unregulated operators may be exposed to "exploitation by unscrupulous operators."[76] It is suggested that "It can reasonably be argued that only a slight increase in gambling-related harm would emerge given that the sports bettors interested in single-event sports betting can already participate in this form of gambling."[77]

Furthermore, the approval and regulatory oversight of single sport betting offers a number of advantages as articulated by the Gambling Research Exchange Ontario. These include:

1. Consumer protection by incorporating mandatory responsible gambling requirements as part of licence agreements.
2. Taxation revenue and retention of gambling funds onshore.
3. Most importantly, regulating single-event sports betting can provide an architectural structure that permits more effective monitoring, detection and prevention of illegal bets in the sports betting market.
4. A strong argument for approval rests on the notion that governments in collaboration with gambling operators and judicial agencies more closely monitor patterns of betting and the detection of aberrant or deviant patterns that might signal match fixing. Maintaining the integrity of sports is fundamental to public acceptance of sports as an activity that is both fair and reliant on skills in determining outcomes. However, the detection of match fixing is difficult and can only be detected in an environment that is regulated and monitored by appropriate authorities vested with the task of maintaining integrity in sports. Such objectives cannot be achieved in the context of gambling overseas on regulated or unregulated sites.[78]

Key Recommendations for Canada Arising from the Toronto Symposium

In response to the issues and best practises identified in this White Paper, experts and delegates at the Toronto Symposium discussed key actions to mitigate the potential for match manipulation in Canada. These actions are urgent in order to better protect the integrity and reputation of our sporting culture as well as the athletes who may be most vulnerable to corruption.

The recommended actions include:

1. Establish a Federal Commission to examine the issue of match manipulation in Canadian Sport and to provide recommendations for action.

1.1 It is recommended to establish the Terms of Reference and composition of the Commission members within 10 months of the issuance of this White Paper and to issue a Report of the Commission's findings within 18 months of establishing the Commission;

1.2 The Commission should seek broad input including stakeholders representing Canadian sport (amateur and professional), provincial and territorial governments, Canadian gaming industry representatives and regulators, law enforcement agencies, private sport integrity companies, legal professionals, the general public and social service agencies responsible for harm reduction efforts related to gambling.

All other recommendations that follow should be considered within the scope and framework of the first recommendation to Establish a Federal Commission on Match Manipulation in Canadian Sport and implemented in accordance with the Report of this Commission.

2. Canada should become a signatory to the Council of Europe Convention on the Manipulation of Sports Competitions (the "Macolin Convention").

3. A review of relevant sections of Canadian Criminal Code should be undertaken including amendments to address the prosecution of corrupt practises focussed specifically on match manipulation in Canadian sport.

4. Enhanced efforts to educate and inform athletes, coaches, officials, and sport organizations about the risks associated with match fixing in sport.

5. Creation of an independent Sport Integrity Unit in Canada.

> *"We see the need for a sport integrity ecosystem that includes the sport sector, law enforcement, government regulators and organizations, gambling operators and integrity experts because it is clear that corruption can only be eliminated through strong partnerships and state-of-the-art approaches."*
>
> *Paul Melia, President and CEO, Canadian Centre for Ethics in Sport*[79]

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Appendix A – Toronto Symposium Delegate Organizations

Alcohol and Gaming Commission of Ontario
AthletesCAN
Athletics Canada
Badminton Canada
Brock University
Canadian Collegiate Athletic Association
Canadian Gaming Association
Canadian Olympic Committee
Canadian Paralympic Committee
Canadian Soccer Association
Canadian Sport Institute Ontario
Canadian Sport Institute Pacific
Canoe Kayak Canada
Carol Roberts Law Corporation
Canadian Centre for Ethics in Sport
Canadian Football League
Coaching Association of Canada
Curling Canada
Davies Ward Phillips & Vineberg LLP
Diving Canada Plongeon/Orienteering Canada
FairSport
Federation International de Volleyball
Federation International de Natation
Gambling Research Exchange Ontario
Georgian College
Global Athlete Organization
Goodmans LLP
Gowling WLG
Hockey Canada
iNADO
INRS Laboratory
International Association of Athletics Federations (IAAF)
International Ice Hockey Federation (IIHF)
International Paralympic Committee
International Tennis Federation – Tennis Integrity Unit
Investigative Resolutions Inc.
Langlois Lawyers
McCarthy Tetrault LLP
McLaren Global Sport Solutions
Miller Thomson LLP
Ontario Ministry of Community Safety and Correctional Services
Ontario Provincial Police
Own the Podium
Ryerson University
Skadden Law Company
Skate Canada
Sport and Law Strategy Group
Sport Dispute Resolution Centre of Canada
Sport Information Resource Centre
Sport Matters Group
Sportradar
Starlizard Integrity Services
Stockwoods Barristers
Tennis Canada
U SPORTS
United States Anti-Doping Agency
University of Waterloo
Versus Law Corporation
Water Polo Canada
Weirfoulds LLP

About McLaren Global Sport Solutions (MGSS)

MGSS ensures leading industry solutions and best practices to sports clients specifically focused on implementing strong sport management infrastructure. MGSS is a highly specialized sport consulting firm focused on mitigating risks related to ethics and governance within organizations. Our mission is to help sports organizations protect and enhance their brand, navigate difficult organizational issues related to ethics, governance and integrity, and inform strategic business decisions.

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CANADIAN CENTRE FOR ETHICS IN SPORT

About the Canadian Centre Ethics in Sport (CCES)

The CCES is an independent, national, not-for profit organization with a responsibility to administer the Canadian Anti-Doping Program. We recognize that true sport can make a great difference for individuals, communities and our country. We are committed to making sport better by working collaboratively to activate a values-based and principle-driven sport system; protecting the integrity of sport from the negative forces of doping and other unethical threats; and advocating for sport that is fair, safe and open to everyone. The CCES acknowledges funding, in part, from the Government of Canada.

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