

REPORT TO THE 131ST IOC SESSION, 2017

SUBMITTED BY SIR CRAIG REEDIE, WADA PRESIDENT

This Report updates IOC Members on what has been a very eventful and productive post Rio Games year for WADA and the broader anti-doping community.

By September 2016, we had just emerged from what was perhaps the most destabilizing period for international sports. We had all been rocked by the findings of WADA's independent Pound and McLaren Investigations. Some difficult decisions had to be made with regards to Russia. The Rio Olympic and Paralympic Games were over; and, a number of anti-doping organizations, including WADA, were the target of cyber-attacks by, the now notorious, Fancy Bear.

Throughout, WADA fulfilled its role by:

- using its newly acquired powers of investigation, which came into effect under the 2015 World Anti-Doping Code (Code);
- revealing the extent of Russian doping via the Pound and McLaren Investigations;
- taking immediate and decisive action in response to their findings;
- working tirelessly with partners towards building a credible and sustainable anti-doping program in Russia; and
- last, but certainly not least, managing the ongoing impacts worldwide.
 - Most notably, since the second McLaren Investigation report was published on 9 December 2016, which exposed the extent of manipulation of the doping control process in Russia, WADA has been working with International Federations (IFs) and the two commissions put in place by the International Olympic Committee (IOC), to help them interpret the evidence and to monitor the Results Management process that they are carrying out as stipulated by the Code.

RUSSIA

On [18 November 2015](#), WADA declared the Russian Anti-Doping Agency (RUSADA) non-compliant with the Code further to a key recommendation of the Pound Commission, which exposed widespread doping in Russian athletics.

Since end-2015, WADA has been working with Russian authorities to develop, agree and advance a Roadmap to RUSADA's Compliance. The Roadmap, which WADA formally published on [2 August 2017](#), outlines the reinstatement criteria that Russia has already fulfilled and those that must still be fulfilled before WADA's independent Compliance Review Committee (CRC) could recommend, to WADA's Foundation Board, that they be declared compliant again with the Code.

On 27 June 2017, WADA and the CRC permitted RUSADA to plan and coordinate testing. It is authorized to do so, using its trained Doping Control Officers (DCOs), under the supervision of WADA-appointed International Experts in collaboration with the UK Anti-Doping Agency (UKAD). This is a great step forward as it will allow for a much higher number of tests to take place in Russia, in particular in the lead to the Winter Olympic and Paralympic Games.

Russia has made progress; however, RUSADA remains non-compliant with the Code until such time as it meets the remaining reinstatement criteria outlined in the Roadmap, including a full audit.

And, even once RUSADA regains compliance, they will be required to fulfil some post compliance conditions; including, continued funding for the two International Experts working in RUSADA until the end of their mandate (in 2018); and, other conditions that will be determined by the CRC based on the results of WADA audits.

WADA encourages RUSADA to continue working towards establishing a credible anti-doping program and regaining Code compliance in the interest of all clean athletes worldwide. Beyond this, the Agency expects Russia to work at changing the culture within their national sports federations by implementing robust education programs with a particular focus on coaches.

STAKEHOLDER CONSULTATION

While managing the impacts of the Russian doping scandal has resulted in very public challenges for WADA, anti-doping, international sport, governments and clean athletes worldwide, the Agency believes that it has led to a turning point for the fight against doping in sport.

After the Rio Games, the Agency's stakeholders – from sport and government alike -- mobilized behind a strengthened WADA and global anti-doping system, which must be adequately resourced to ensure that such a corrupt plot could not be carried out again and to ensure that the Agency is truly equipped to be fit for the future.

In this regard, the IOC's 9 October 2016 Olympic Summit put forward proposals aimed at strengthening WADA and the global anti-doping system. The Summit proposals were then considered along with others that WADA received from a variety of stakeholders, including athletes and Public Authorities; and ultimately, on 20 November 2016, the WADA Foundation Board decided on the strategy going forward.

WADA PRIORITIES

On 20 November, the Board approved a series of recommendations that, taken together, represent a potential sea-change for WADA, Anti-Doping Organizations (ADOs) around the world and the anti-doping movement. These recommendations led to the following WADA priorities that, among others, the Agency is focusing on for 2017 and beyond.

Governance

One of the recommendations that emerged from the sports movement and the broader anti-doping community is a review of WADA's governance model.

To ensure the independence of the anti-doping system from sports organizations and national governments, in November 2016, the Foundation Board approved the creation of a Working Group with stakeholder representation from governments, the Sport Movement, National Anti-Doping Organizations (NADOs), athletes and other experts.

The Working Group is studying the current WADA; in particular, whether: there is possible duplication of roles and functions of the Foundation Board and the Executive Committee; there is optimal diversity around their tables; they are too large or too small; more athletes and/or independent members should be added; and so on. In particular, this Working Group is to come up with recommendations to ensure future appointment of neutral Presidents and Vice Presidents.

The Working Group is focused on strengthening WADA's governance structure; while, upholding the Agency's commitment to transparent and accountable governance. The Group will report back, after its third meeting, to the Foundation Board at its next meeting in November 2017.

Intelligence and Investigations/Whistleblowing

The Pound and McLaren investigations helped prove that non-analytical evidence is of tremendous value to anti-doping and that WADA's investigations and intelligence-gathering capacity needed to be enhanced.

As such, the Agency's Intelligence and Investigations team, which now operates independent of WADA management with an external Supervisor that audits its activities, has grown from two to six staff. Investigations are now conducted in-house, with WADA playing a coordination role, facilitating the passage of information to ADOs that have the jurisdiction to investigate further.

The Pound and McLaren investigations also highlighted the importance of whistleblowers, which prompted WADA to develop and launch its Whistleblower Program in March 2017. Under the name 'Speak Up!' the program encourages and incentivizes more informants and whistleblowers to come forward. The program offers them the assurance they need in order to make that decision. Speak Up! is underpinned by a policy that guarantees whistleblowers' confidentiality; that allegations are investigated fully; that they are kept informed of progress; and, that their rights are protected.

The Investigations and Intelligence team will no doubt need to grow in the future, particularly given the immediate success of WADA's Speak Up! Program.

Compliance

Over the last two years, the anti-doping community has devoted much of its efforts towards the ambitious task of implementing the 2015 Code and Standards in rules, regulations and legislation.

During this period, WADA has provided guidance and assistance to Signatories and, in parallel, developed key components of an enhanced Code Compliance Monitoring Program. In 2017, WADA shifted its focus to ensuring that Signatories have quality anti-doping programs in place.

In keeping with strong demand from stakeholders, the Agency monitors compliance rigorously as part of its new Code Compliance Monitoring Program. Implementation of the Program ramped up in 2016 and was launched in 2017.

The Program aims to reinforce athlete and public confidence in the standard of ADOs' work worldwide. It is the most thorough review of anti-doping programs that has ever taken place and it will raise the standards of the entire clean sport community.

In February, WADA circulated a robust Code compliance questionnaire to all IFs and NADOs. The Agency is now reviewing responses and cross referencing those responses with information available in ADAMS and via other means (intelligence, tips, etc.). WADA has also launched an audit program, which works in parallel with the Code compliance questionnaire and enables the Agency to review the anti-doping programs of a number of ADOs in even greater detail.

In addition, further to endorsement by the May 2017 Foundation Board, WADA is developing a graded sanctioning framework as put forward by the Agency's independent CRC, which specifies a range of graded, proportionate and predictable consequences for non-compliance with the Code by a Signatory. This development requires WADA to amend a limited number of Code provisions related to compliance; and, to develop an International Standard for Code Compliance by Signatories. A robust stakeholder consultation process started in [June 2017](#) with the view to seeking approval at the November 2017 Board meeting and the changes entering into effect in the first quarter of 2018. So far the process is going well and has been met overall with general support.

Independent Testing Authority

In November 2015, at the Olympic Summit, WADA was asked to explore the concept of establishing an Independent Testing Authority (ITA), which is intended to assist International Federations that wish to delegate their anti-doping programs to an independent body.

In November 2015, WADA agreed to set up a Working Group, which met several times in 2016, to evaluate the feasibility and appropriateness of an ITA.

In May 2017, WADA's Foundation Board approved the mechanism for appointment of the ITA Board; along with the following principles which were agreed earlier by a WADA Working Group.

- The ITA would be established with full independence, constituted through a new Swiss Foundation. The IOC, on behalf of the Sports Movement, would be the founding body of the ITA and would be responsible for the initial capital.
- Once created, the Statutes (after approval by the Steering Group) will reflect the agreed structure; the mechanisms of Board appointment; and, indicate initial Board members put in place.
- The composition of the ITA Board would be as follows:
 1. A Chairperson (Independent/Neutral)
 2. An IOC representative
 3. An IF representative
 4. An Athlete

5. An Expert (Independent/Neutral)

- A representative of WADA would be invited in an ex-officio, non-voting position.
- The Sport Movement would propose the five members to a Selection Committee comprised of three persons. The Selection Committee would be appointed by WADA Management and would include persons with appropriate expertise.
- The Selection Committee would be responsible for reviewing nominations put forward by the Sports Movement to the positions.
- The two independent/neutral positions could also be suggested by anyone from sport, government, WADA or the wider anti-doping community.
- Once vetted by the Selection Committee, the proposed composition of the ITA Board would be presented to the WADA Executive Committee for ratification.
- The Steering Group acknowledged that WADA cannot be responsible for or directly involved in the ITA, given its position as the independent global anti-doping compliance regulator. The above recommendation on structure/composition provide for that separation while also allowing the ITA Board to access and benefit from WADA expertise.
- The ITA Board itself would be responsible for appointing a Director General who would be autonomous. The Director General, in consultation with his/her Board, would be responsible for structuring the organization. The ITA, which was proposed by the Olympic Summit, is intended to assist International Federations (IFs) and Major Event Organizers (MEOs) that wish to delegate their anti-doping programs to an independent body. The ITA would not change IFs or MEOs responsibilities under the Code, they would ultimately remain responsible for compliance with the Code. The current GAISF Doping-Free Sport Unit (DFSU) has been discussed as being used as the foundation for the ITA operations.

WADA is currently working with the IOC that is drafting the statutes and establishing the composition of the initial Board so that the ITA can be operational for the 2018 PyeongChang Games.

WADA-Accredited Laboratories

WADA is committed to ensuring the quality of the 32 laboratories that are currently accredited by the Agency, which means having a robust proficiency testing program in place.

In 2016, nine WADA-accredited laboratories were suspended. These suspensions were a direct result of WADA's enhanced laboratory quality assessment and monitoring program, which included:

- a more stringent External Quality Assessment Scheme (EQAS); and
- more frequent laboratory site visits by independent experts and WADA personnel.

To build on the increased effectiveness of WADA's laboratory quality assessment – and continue to provide athletes with confidence in the system -- in November 2016, the Foundation Board agreed to establish a Working Group on Laboratory Accreditation with the objective of ensuring high quality results and a high-performing anti-doping system.

The five-person Working Group, which is being chaired by IOC Vice President, Dr. Ugur Erdener, has already met on two occasions and its final recommendations will be made to the WADA Foundation Board in November 2017.

Finance

At US\$ 28.3 million, WADA’s budget has increased slightly over the past five years (2012-2016), growing an average of 1.4% per year.

In light of WADA’s expanding role, the Agency must increase commitments and financial support from government, sport and other sources to ensure ongoing sustainability.

WADA’s scope of activities has increased significantly; and, some of those activities, such as investigations, have pulled resourcing from other key activities; such as, scientific research that’s budget reached a record high in 2006 of US\$ 6.7 million and an expected record low for 2018 of US\$ 1.5 million, which was provisionally compensated by the Special Fund initiated by the IOC and matched by Governments.

As a consequence of the increased demand, WADA Management has developed a four-year (2018-2021) clean slate budget that articulates which core activities must be enhanced from an effort and resources perspective; and, which must be newly initiated and therefore demand new effort and resources.

ENHANCED EFFORTS	NEW ACTIVITIES
<ul style="list-style-type: none"> • Ensuring harmonized anti-doping rules and regulations • Carrying out capacity-building activities with ADOs • Enhancing social science research, developing and proposing education programs and developing an International Standard for Education and Information • Strengthening laboratory accreditation and monitoring • Further developing scientific-based knowledge in key areas; in particular, as it relates to the Athlete Biological Passport (ABP) and prevalence • Ensuring a robust and technically secure ADAMS 	<ul style="list-style-type: none"> • Strengthening monitoring of ADOs’ compliance, including Implementing an International Standard for Compliance by Signatories • Enhancing Intelligence and Investigations capacity • Developing and managing a robust Whistleblower Program

The four-year plan, which proposes a substantial increase, was endorsed by the Finance Committee in July 2017; and, will be presented to the Agency’s Executive Committee in September before being submitted to the Foundation Board for approval in November.

While the plan reflects the activities and funding needed for WADA to significantly increase the Agency’s effectiveness, it’s believed that much more must be done to truly Change the Game that requires and deserves further exploration.

WADA however appreciates that there are limits to the Agency's traditional funding model; and that, to go as far as is believed necessary to protect clean athletes, WADA will have to explore additional funding strategies; such as, the Agency's private U.S. Foundation for Clean Sport, which, once fully established, would seek contributions from the likes of pharmaceutical companies, foundations and private donors, which may be willing to fund research, education and other activities.

For 17 years, WADA has led the charge against doping in sport in an ever changing and complex environment; and, the Agency believes that it has been successful in carrying out its mission. WADA is proud of the work that has been accomplished by the team, with limited resources -- always striving to meet and exceed the expectations set by the Agency's partners in the clean sport community. As you can see, much work has been done and much is left to do to secure athlete's confidence and trust in the system, which they so richly deserve.

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