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MEAL Program Report

Francophonie Games
Kinshasa 2023

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Acknowledgments

The WADA team tasked with overseeing the support provided to the 2023 Francophonie Games in the context of the Major Events Anti-Doping Legacy (MEAL) Program was composed of Mr. Valentin Capelli (Sport Movement Relations and MEAL Program Manager) and Mr. Sameh Elray (Africa Office Manager). The team would like to thank the International Committee for the Francophonie Games (CIJF), the National Anti-Doping Committee of the Democratic Republic of Congo (CNAC), the National Organizing Committee for the 2023 Francophonie Games (CNJF), and the French Anti-Doping Agency (AFLD) for their cooperation and continuous efforts which allowed for the successful implementation of the Program's initiatives and activities.

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Executive Summary

Through the MEAL Program, WADA provided support to the anti-doping program of the 2023 Francophonie Games that took place in Kinshasa, Democratic Republic of Congo from 28 July to 6 August 2023.

The objective of the program's intervention was to assist and support the development and implementation of an anti-doping program at the Games, build capacity with the relevant stakeholders involved, as well as strengthen their long-term anti-doping legacy.

In order to accomplish this, a Coordination Committee composed of representatives from the relevant organizations was established. The members included officials from the Major Event Organization (CIJF), the Local Organizing Committee (CNJF), the NADO of the Games' host country (CNAC), the French NADO (AFLD), as they had signed a cooperation agreement with CNJF to support the Games' anti-doping program, as well as WADA in an advisory capacity. The list of members representing each organization can be found later in the report.

As part of the support offered through the MEAL Program, WADA assisted with the organization of several workshops for important program areas such as Sample Collection, use of Anti-Doping Administration & Management System (ADAMS), and Education. WADA also provided guidance in the composition and initiation of the CIJF Results Management Panel and Therapeutic Use Exemption Committee (TUEC). Additionally, WADA facilitated the presence of an expert in the Education booth, as well as two international and experienced DCOs during the Games.

These interventions proved to be very fruitful as they strengthened the quality of the Games' anti-doping program, while increasing the capacity of the different organizations involved. Nonetheless, the team would like to make important recommendations to ensure that some of the issues encountered during the Games are prevented going forward. This includes the need to maintain permanent anti-doping staff and structures for CIJF in order to ensure Code compliant program implementation and continuity, the need for CNAC to capitalize on the newly trained human resources with consistent implementation of relevant anti-doping programs, as well as the need to further support and encourage cooperation between different anti-doping organizations to strengthen the world anti-doping program.

Please consult the table in the following pages for a summary of the interventions, achievements, and legacy, as well as the recommendations of the MEAL Program intervention.

Program Area	Intervention	Achievements	Recommendation
Coordination between stakeholders	<p>Constitution of Coordination Committee for the Games</p> <p>Bi-weekly meetings held between the relevant stakeholders</p>	<p>Efficient communications maintained between the different stakeholders in the lead up to and during the Games</p> <p>Signing of cooperation agreement between CNJF and AFLD</p>	<p>Maintain the Coordination Committee model due to the effectiveness it has demonstrated</p> <p>Ensure adequate and sufficient representation by Local Organizing Committee (LOC) and National Anti-Doping Organization (NADO) to avoid overload of responsibilities</p> <p>Clearly highlight roles and responsibilities of each organization involved in the Coordination Committee to avoid confusion and overlap</p>
Rules and Regulations	<p>Review of anti-doping rules to ensure that all provisions can be implemented</p> <p>Support provided for alignment of anti-doping rules with anti-doping guide</p>	<p>Provisions of anti-doping rules implemented during the Games</p> <p>Anti-Doping rules and guide aligned and shared with participants in advance of the Games</p>	<p>Ensure that provisions in the rules can be implemented in practice prior to their adoption</p>
Testing	<p>Assistance provided by AFLD to develop Risk Assessment (RA) and Test Distribution Plan (TDP)</p> <p>In-person training session organized by AFLD for local SCP (DCOs and Chaperones) in the Democratic Republic of Congo</p> <p>Facilitation of participation of international DCOs to strengthen Games' anti-doping program</p> <p>Facilitation of purchase of sample collection kits and signing of agreement with WADA accredited laboratory</p> <p>Support provided in activation of ADAMS accounts for CIJF and CNAC and training on the use of the system for both organizations</p>	<p>RA and TDP developed</p> <p>106 in-competition urine tests conducted</p> <p>Eight Doping Control Officers from the Democratic Republic of Congo trained by AFLD and accredited by CNAC</p> <p>Three international DCOs present during the Games (Cameroon, France, Republic of Congo/Brazaville)</p> <p>Chaperones trained and active during the Games</p> <p>Sample Collection kits purchased in advance of the Games, with supplementary kits donated to CNAC</p> <p>Agreement signed with WADA accredited laboratory in Paris, France for analysis of samples collected during the Games</p> <p>ADAMS accounts for CIJF and CNAC operational before the Games</p>	<p>Ensure that relevant information and documents are provided by MEO sufficiently in advance of the Games to allow for proper consultation and cooperation with other Anti-Doping Organizations</p> <p>Make necessary provisions for Out-of-Competition and blood testing for future events to strengthen anti-doping program</p> <p>Maintain participation and presence of experienced international DCOs due to the concrete added value that they bring to the testing programs</p> <p>If possible, organize a test event to ensure that all aspects of the anti-doping program are operational prior to the start of the Major Event</p> <p>CNAC to make use of the capacity building that was delivered during the context of this intervention, which should be reflected in their national anti-doping program</p>

		Three individuals trained on the use of ADAMS (2 from CNAC and 1 from CIJF)	
Results Management	<p>Support provided in constitution of Results Management Panel, in line with the provisions of the CIJF rules</p> <p>Q&A session conducted with WADA to clarify roles and responsibilities</p> <p>Training conducted for CIJF and CNAC on initial review process</p>	<p>Results Management Panel constituted for a four-year term with six members from six different CIJF member countries</p> <p>Officials trained on initial review process for both CIJF and CNAC</p> <p>Relevant Panel information published on CIJF website</p> <p>Three potential Anti-Doping Rule Violations managed by CIJF according to relevant provisions of anti-doping rules</p>	<p>For future events, contact members of Results Management Panels and TUE Committees well in advance of the event to ensure that they are aware of their responsibilities as well as what is expected from them</p> <p>For both the Results Management Panel and TUEC, ensure that the members are active in the period between events so that they remain updated and operational</p> <p>CNAC to ensure that they benefit from the local Panel and Committee members within their national anti-doping program</p>
Therapeutic Use Exemptions	<p>TUE forms and process documents revised to ensure alignment and coordination with anti-doping rules</p> <p>Support provided in constitution of TUEC, in line with provisions of anti-doping rules</p>	<p>Approved TUE form and process published on CIJF website in advance of the Games</p> <p>TUEC constituted for a four-year term with six members from six different CIJF member countries</p> <p>Relevant TUEC information published on CIJF website</p>	
Confidentiality	<p>Templates provided to assist with development of Declaration of Confidentiality and Conflict of interest</p>	<p>Declaration of Confidentiality and Conflict of interest developed and signed by all relevant stakeholders within the anti-doping program</p>	<p>Develop an efficient Data Privacy policy in advance of future events to ensure that all individuals can complete and sign the relevant forms and documents prior to being involved in the anti-doping program</p>
Education	<p>Material and modules provided from Anti-Doping Education and Learning platform (ADEL) to assist with Pre-Games education and awareness programs</p> <p>Support provided through intervention of Athlete Engagement programs expert</p>	<p>Pre-Games education material published on CIJF website and communicated to participants</p> <p>Training conducted for two Education Officers from the Democratic Republic of Congo</p> <p>Athlete Engagement programs expert present during the Games</p> <p>Athlete Engagement program conducted with participation from 252 athletes from 23 different delegations</p>	<p>If possible, make completion of pertinent courses and modules on ADEL mandatory for participation</p> <p>Ensure that efficient education and awareness programs are organized, even if with limited financial means</p> <p>If possible, involve international experts in Athlete Engagement programs to strengthen and enhance their quality</p>

Project Overview

In this report, we will first outline the initial situation for the Games' anti-doping program prior to the intervention of the MEAL Program, we will then provide an overview of the Program's methodology and activities, and in conclusion we will provide a summary of the achievements of the intervention as well as the recommendations for the way forward.

State of play prior to the project (February 2023)

- **Coordination between stakeholders**

- Before the start of the MEAL Program's intervention, the respective Medical & Anti-Doping Commissions of CIJF and CNJF had already been in contact regarding the preparations for the Games' anti-doping program. However, no clear project plan or list of actions had been developed to guide their activities.
- Contact had been established between CNJF and AFLD, and an agreement had been signed to provide support to the Games' anti-doping program. However, further discussions were needed to finalize the support mechanisms and cooperation opportunities.
- With regards to contact with WADA, CIJF and CNAC had been in contact with the Africa Office and the Compliance Unit to obtain guidance and support on some issues. However, no clear project plan was developed.
- While initial discussion already took place on a global cooperation agreement between AFLD and the CNJF, roles and responsibilities of each party as well as the required areas of intervention still needed to be defined.

- **Rules and Regulations**

- CIJF had developed anti-doping rules which were sent to the WADA Compliance Unit and declared in-line with the Code. However, the rules were directly adopted from the MEO Model Rules, and no specific planning had been made to consider how the practical implementation of certain provisions would take place.
- CIJF had also been in the process of developing an anti-doping guide to share with the relevant stakeholders. However, some of the provisions were in need of further review to ensure alignment with the anti-doping rules.

- **Testing**

- No specific RA or TDP had been developed.
- The number of trained and accredited SCP in the Democratic Republic of Congo was very limited, with no practical experience in international events.
- No provisions had been made for the recruitment of international SCP to support the testing program.
- Through the cooperation with AFLD, CNJF was set to acquire a sufficient number of sample collection kits and sign an agreement with the WADA accredited Lab in Paris, France. However, due to the fact that the relevant information for the testing program was not yet available, this was still pending.
- Neither CIJF nor CNAC had active accounts on the ADAMS. Both organizations also did not have any trained officials that could manage the system during the Games.

- **Results Management**

- An independent Results Management Panel had not been composed to address any potential Anti-Doping Rule Violation (ADRV), as outlined in the adopted rules.

- No trained personnel were available to conduct the initial review of potential ADRVs.
- **Therapeutic Use Exemptions**
 - A TUE application form had not been developed and declared in-line with the Code and International Standard for Therapeutic Use Exemptions (ISTUE) by WADA. In addition, the form and process were not published on CIJF's website.
 - A TUEC had not been composed to evaluate and decide on TUE applications, as outlined in the adopted Rules.
- **Confidentiality**
 - No policies, procedures or documents had been developed to ensure the confidentiality of the information related to the anti-doping program.
- **Education**
 - Contact had not yet been made with participating countries to ensure that pre-Games anti-doping education is provided to all participants.
 - Relevant material and courses on WADA's ADEL had not been shared by CIJF.
 - The Democratic Republic of Congo did not have any trained and accredited Education Officers that could participate in the Games' anti-doping education and awareness program.
 - Provisions had not been made for the recruitment of international Education Officers to support the education and awareness program.

Methodology of intervention and activities

- Coordination between stakeholders

As was the case with previous MEAL Program interventions, WADA suggested establishing a Pre-Games Anti-Doping Coordination Committee to oversee the preparations, developments and implementation of the program.

With an initial meeting on 9 March 2023, the Coordination Committee was composed of the following representatives:

Name	Organization	Title
Zakia Bartagi	CIJF	President – Medical & Anti-Doping Commission
René Ngiebe	CNJF – CNAC	President – Medical & Anti-Doping Commission
Adeline Molina	AFLD	Deputy Secretary General
Yves Kapa	CNJF – CNAC	Coordinator – Medical & Anti-Doping Commission
Nathan Bastard	CIJF	Manager – Sports Program
Tristan Milot	AFLD	Coordinator – Testing Department
Valentin Capelli	WADA	Manager – Sport Movement Relations & MEAL Program
Sameh Elray	WADA	Manager – Africa Office

Bi-weekly Coordination Committee meetings were held to discuss the developments and agree on the way forward for the anti-doping program. Despite the different participants' busy schedules and competing priorities, they managed to maintain consistent and active participation, which was instrumental to guarantee efficient preparations for the Games.



In-Person Meeting of the Anti-Doping Coordination Committee in Kinshasa

- Rules and Regulations

- The Coordination Committee consulted the approved and adopted anti-doping rules to decide on the practical steps that will be taken to implement some of their provisions. This included discussions on the composition of a Results Management Panel, a TUEC, and the engagement of other Anti-Doping Organizations to ensure that they are aware of their responsibilities, among others.
- Through support from WADA at the Coordination Committee meetings, the anti-doping guide was finalized, and amendments were made to ensure alignment with the anti-doping rules. The guide was published on the CIJF website and sent to all participating delegations.

- Testing

- Through support from AFLD during the Coordination Committee meetings, CIJF managed to develop a RA and TDP to guide the activities of the testing program. While challenges were encountered in finalizing the documents due to the delay in receiving the final athletes' participation list, the documents still provided an important estimate of the needs of the program.
- One month before the event, AFLD facilitated an in-person training of SCP in the Democratic Republic of Congo. During this training, eight DCOs were trained by AFLD and accredited by CNAC to lead the implementation of the testing program during the Games. The training was followed-up by a refresher course that took place before the start of the Games.
- In addition to the DCOs, AFLD also facilitated training for Chaperones to support the implementation of the testing program. A refresher course was held for the Chaperones before the start of the Games.
- After discussions at the Coordination Committee, it was agreed that the presence of international and experienced SCP would constitute an important addition to the quality of the testing program. As such, based on the Coordination Committee's request, WADA facilitated the presence of two international DCOs from the Central African region, from Cameroon and the Republic of the Congo (Congo Brazzaville), during the Games. Additionally, AFLD agreed to facilitate the presence of one experienced DCO from their organization.

- The Coordination Committee allowed for continuous discussions between CIJF, CNFJ and AFLD, which allowed them to finalize all details regarding the purchase of sample collection kits as well as the signing of an agreement with the WADA accredited laboratory in Paris in advance of the Games.
- AFLD organized training on the use of ADAMS for two officials from CNAC as well as one from CIJF.



Refresher Course for DCOs in Kinshasa

- Results Management

- After several discussions at the Coordination Committee meetings, CIJF managed to compose an independent Results Management Panel to address potential ADRVs, as per the provisions of their approved and adopted anti-doping rules.
- The Panel is composed of experts from six different CIJF member countries, including the Democratic Republic of Congo. From the six members, three are members of the African Continental Results Management Panel. The Panel members have been nominated for a period of four years.
- Despite the delay in confirming their nominations, WADA managed to facilitate a Q&A session in July, with the members to address any inquiries they may have about the process as well as their roles.
- Two individuals, one member of the CIJF Secretariat and one member of CNAC, were trained in conducting the Initial Review process for all potential Anti-Doping Rule Violations. WADA provided the necessary material and templates to facilitate the training.

- Therapeutic Use Exemptions

- As per the provisions of their approved and adopted anti-doping rules, CIJF managed to compose a TUEC to evaluate and decide on incoming applications.
- The Committee was composed of six members from six different CIJF member countries and included one representative from the Democratic Republic of Congo. The Committee members were nominated for a period of four years.

- Confidentiality

- Despite a delay in the process, CIJF developed a Declaration of Confidentiality and Conflict of Interest. Which was communicated to and signed by all relevant stakeholders within the anti-doping program. WADA assisted by providing relevant guidelines and templates to develop the document.

- Education

- Following discussions at the Coordination Committee, and several recommendations by WADA, a [specific section on anti-doping](#) was created on CIJF's website.
- On this section, CIJF published relevant ADEL modules and courses and encouraged participants to complete them before the Games.
- CNJF and CNAC decided to set-up an Athlete Engagement booth at the Athletes' Village, as well as relevant competition and training venues. However, they experienced challenges as they did not have trained Education Officers nor the required budget to implement the program.
- As such, based on their request, WADA facilitated the presence of an expert in Athlete Engagement programs that trained two Education Officers from the Democratic Republic of Congo. WADA also facilitated the production of material to supplement the activities of the program.

Achievements and legacy

- Coordination between stakeholders

- Once again, the Coordination Committee model proved to be very fruitful and productive in order to obtain tangible cooperation and streamlined communications from the different stakeholders.
- Coordination Committee members, managed to have in-person meeting during the Games to discuss the developments and necessary actions for the anti-doping program.
- While the cooperation was commendable in the lead up to the Games, certain miscommunications did occur during the event, mainly due to the different interpretations of the roles and responsibilities of the different parties in accordance with the agreement signed between CNJF and AFLD.
- Nonetheless, the different stakeholders overcame the difficulties and ensured that work continued in optimal conditions.

- Rules and Regulations

- Following the discussions held at the Coordination Committee meetings prior to the Games, CIJF managed to develop concrete methods to implement the provisions included in their anti-doping rules and guide.

- Testing

- As result of the fruitful discussions at the Coordination Committee meetings, CIJF and AFLD managed to adapt the Games' RA and TDP to align them with the information received as part of the revised calendar of competition and athletes' participation list.
- Due to the fact that this information was provided very late, CIJF could not contact the relevant International Federations and National Anti-Doping Organizations in-time to receive testing recommendations and intelligence to strengthen their anti-doping program. Also, as no accurate rooming list was provided, CIJF could not conduct Out-of-Competition testing as part of the program.
- Nonetheless, CIJF still managed to implement an adequate testing program, with 106 in-competition urine tests conducted during the Games.
- The eight newly trained and accredited DCOs from the Democratic Republic of Congo managed to lead the implementation of the Games' testing program. Despite their limited prior experience with international events, they were able to fulfil their roles efficiently with dedication, creativity, and commitment.
- The three international DCOs proved to be a very important asset to the Games' testing program. In particular, as the majority of the local DCOs were newly trained, the international DCOs played a pivotal role as Doping Control Station Managers that were able to provide guidance and assistance to the DCOs when needed, which led to the development of a very productive working relationship.

- Following the initial discussions held at the Coordination Committee meetings, and thanks to the support provided by AFLD, the relevant sample collection kits were purchased and delivered, and the agreement was duly signed with the WADA accredited laboratory in Paris, France. Nonetheless, CNJF encountered issues in finalizing the agreement with the courier company set to transport the samples to the laboratory. The issue was later resolved but produced some confusion and led to revisions of the testing program.
- With regards to ADAMS, both CIJF and CNAC managed to activate their accounts in advance of the Games. Accordingly, the trained officials from both organizations managed to complete all the necessary steps through the system during the Games. AFLD also provided on-site support in the process when needed.



2023 Francophonie Games SCP team

- **Results Management**

- The CIJF Results Management Panel was duly constituted and the relevant information regarding its composition was published on the CIJF website.
- Due to certain issues in communications, some of the Panel members were not very clear on their immediate roles and responsibilities. As such, the Chairperson of the Panel convened an online meeting with the members, Secretariat and CIJF Medical & Anti-Doping Commission President in order to clarify the situation. The meeting proved to be very fruitful and led to a better understanding of the different factors and considerations.
- At the time of writing this report, CIJF is prosecuting two potential ADRVs. If needed, the cases can be referred to the Results Management Panel.

- **Therapeutic Use Exemptions**

- All of the relevant information and forms regarding TUEs were published on the CIJF website in advance of the Games.
- The TUEC was operational during the Games, and the details regarding its composition were made available on the CIJF website.
- No TUE applications were received during the Games. However, the structures established should remain operational for future events.

- Confidentiality

- CIJF managed to circulate the Declaration of Confidentiality and Conflict of Interest documents to all relevant stakeholders involved with the anti-doping program for the Games. It was agreed that this would be done for all future events as well.

- Education

- The relevant modules and material were shared on the CIJF website to allow for participants to consult and complete them before the Games.
- Following the training of two local Education Officers, and the on-site presence of an expert from WADA in Athlete Engagement programs during the Games, an efficient and comprehensive Athlete Engagement program was implemented for the duration of the Games. The program was present at the Athletes' village, as well as two different competition sites.
- The program managed to reach 252 athletes from 23 different delegations, who were informed of their rights and responsibilities as part of the anti-doping program. Different tools, such as the WADA Play True Quiz, were used to convey the message in a smooth and direct way.



Francophonie Games Athlete Engagement Booth

Recommendations for future editions

- Coordination between stakeholders

- Due to the high level of success that the model has presented so far, it is recommended to maintain the Coordination Committee structure, specifically for similar sized events, to allow for fruitful discussions between stakeholders.
- It is recommended to have more than one representative from the LOC and the NADO to ensure availability and avoid having too many responsibilities for one individual.
- When agreements are signed, it is preferable to produce a short document outlining the responsibilities that each party is committed to covering, in order to avoid confusion and miscommunications.

- Rules and Regulations

- While the development of Code compliant rules is an essential step for any anti-doping program, it is as equally important to ensure, before their adoption, that the provisions of those rules can be implemented by the relevant organizations. It is therefore recommended to consult internally with the relevant stakeholders prior to finalizing the adoption of anti-doping rules.

- Testing

- The development of documents such as the RA and TDP an event remains highly dependent on the provision of information and documents such as the calendars for competitions, the athletes' participation list as well as the relevant rooming information. As such, it is strongly recommended for all MEOs to ensure that these documents are provided to the Anti-Doping Organizations involved with the event as early as possible, even if subsequent changes will occur. This would allow for the strengthening of the anti-doping programs, increasing the opportunity for Out-Of-Competition testing, as well as diversifying sample collection methods (e.g. Blood testing, Dried Blood Spot testing).
- International and experienced SCP continue to prove that they constitute an addition to anti-doping programs. As such, it is recommended for MEOs to ensure that budgetary provisions are made for their presence going forward.
- Courier arrangements have proven to be a critical issue that can have direct impact on the anti-doping program. As such, it is recommended that sufficient attention is given to it in the preparation phase for any event. If possible, the organization of a test event can provide an important estimated depiction, thus allowing for potential issues to be addressed in a timely manner.
- It is strongly recommended for CNAC to ensure that they optimally use the human resources trained and capacity as part of the Games. Now that accredited DCOs and access to ADAMS are available, this should be directly reflected in the activities of their national anti-doping program.

- Results Management & Therapeutic Use Exemptions

- When composing a new Panel or Committee, it is recommended to ensure that all relevant information is communicated to the members well in advance, and that clarity is provided regarding the expectations in terms of workload and availability.
- It is strongly suggested for CIJF to ensure continuous communication between the Panel and Committee members in the period between events to ensure that they remain active and up to date with the latest developments.
- It is important for CNAC to utilize the experts trained as part of this program in the context of their own national anti-doping program.

- Confidentiality

- Due to the sensitive nature of the information shared as part of anti-doping programs, it is strongly recommended for all Anti-Doping Organizations to develop relevant and efficient Data Privacy policies, and to ensure that all relevant documents and declarations are signed and completed by all relevant individuals before the start of preparations for the anti-doping program.

- Education

- The sharing of relevant modules and courses from ADEL has proven to be an effective tool to encourage the organization of Pre-Games education. Accordingly, and to further solicit participation, it is strongly recommended for MEOs to make the completion of relevant courses on ADEL mandatory for individuals participating in a Major Event, including athletes, coaches, and medical professionals.
- From experience, it has been proved that even with limited financial means, Anti-Doping Organizations are still able to implement creative and interactive awareness and education programs. As such, it is strongly recommended for all Anti-Doping Organizations involved with a Major Event to ensure that education and awareness programs are implemented.

- The participation of an international expert in Athlete Engagement programs provided tangible added value to the program. As such, it is recommended to make provisions for such interventions, if possible, to strengthen education and awareness programs.
- It is strongly recommended for CNAC to utilize the experience and creativity of their newly accredited Education Officers to continue with education and awareness programs as part of their national anti-doping program.



Meeting between CNAC and WADA representatives