

## **PROGRESS OF THE ANTI-DOPING SYSTEM IN LIGHT OF THE RUSSIAN DOPING CRISIS**

### **INTRODUCTION**

Without question, the Russian doping scandal has been very disruptive for WADA, anti-doping and its stakeholders. The revelations from WADA's independent investigations, and the actions taken by the Agency and others, have resulted in very public challenges for anti-doping that have influenced the confidence and trust that athletes and others have in the Anti-Doping System.

It is WADA Management's view that, throughout and still today, WADA has demonstrated its resilience by listening and being guided by its stakeholders; taking action; adapting; and, ultimately, growing from the disruption. In fact, we believe that today, WADA is much stronger and better equipped to pursue its mission as the global independent Leader of Clean Sport.

WADA Management has carefully assessed the Russian Doping Crisis from a global perspective; and we:

- A. outline below an **Analysis of the Main Issues** that prevented smoother resolution of the crisis;
- B. outline below a summary of **WADA's Actions in Light of these Issues that have led to a Strengthened Anti-Doping System**;
- C. outline **Additional Measures taken by WADA**; and
- D. append a detailed **Chronology of the Relevant Events, Actions and Reactions**.

### **A. ANALYSIS OF THE MAIN ISSUES**

In chronological order, we believe the Main Issues that prevented smoother resolution of the Russian Doping Crisis to be the following:

1. The cheating in Russia was encouraged, organized, and protected and thus not detected;
2. The Moscow and Sochi Laboratories were institutionally controlled, protected and thus the cheating was not detected;
3. There were no proper channels for Whistleblowers to provide information regarding alleged Anti-Doping Rule Violations (ADRVs) under the World Anti-Doping Code (Code); non-compliance violations under the Code; or, any act or omission that could undermine the fight against doping in sport;
4. Upon receipt of such information, WADA had no power to investigate; until, the Agency was accorded those powers within the 2015 Code that came into force on 1 January 2015;
5. Following WADA's independent investigations, there were no defined sanctions agreed by all stakeholders that could be applied; and, there was no clear delineation as to which organizations were accountable for applying consequences in relation to outcomes of the investigations;

6. There was no clear dispute resolution mechanism in place that could have led to a decision being accepted and applied by all Anti-Doping Organizations (ADOs).

These Main Issues led to confusion, different interpretations among stakeholders and disagreement on what needed to be done. The end result was a set of uncoordinated decisions and actions – for example, what sanctions needed to be applied by which organizations to ensure some uniformity – which created frustration for many, particularly the global athlete community.

Before delving into the detail of the actions taken since 2016 in light of the Pound and McLaren Investigations, it is important to highlight that well before the Russian Doping Crisis, WADA had started addressing some of the Main Issues; most notably, by having powers of investigation granted to WADA within the 2015 Code and, by establishing the independent Compliance Review Committee (CRC) in November 2014 to advise the Foundation Board (Board) on matters of compliance.

After the Rio Olympic and Paralympic Summer Games, the Clean Sport community rallied around the need for a more empowered WADA. There was consensus that WADA had accomplished much over its 17 years and that now it was time to equip the Agency with the tools it needs to fulfill its mission as the global independent Leader of Clean Sport. Specifically, there was broad stakeholder consultation between August and October (i.e. National Anti-Doping Organization Forum, WADA's Think Tank, International Olympic Committee (IOC) Summit, etc), which focused on making recommendations to strengthen WADA and the global Anti-Doping System.

WADA documented the various views and presented the following as the 'Way Forward' for consideration by the November 2016 ExCo and Board to position the Agency to be 'Fit for the Future'. This led to Board recommendations as indicated against each element.

1. **Compliance and Consequences of Non-Compliance:** Endorsed in principle, a graded sanctioning framework for non-compliance.
2. **Intelligence and Investigations (I&I):** Agreed to continue the development of WADA's I&I Department and supported the implementation of a policy giving the Department more independence from WADA.
3. **Testing:** Agreed to continue the process to evaluate establishing an independent/international testing organization.
4. **Whistleblowers:** Agreed to a comprehensive Whistleblower Program and Policy.
5. **Laboratory Accreditation:** Agreed to establish an ad-hoc Working Group on Laboratories.
6. **Governance:** Agreed to establish an ad-hoc Working Group tasked with the review of WADA's governance system.
7. **UNESCO Legislations:** Agreed to WADA re-engaging UNESCO to discuss developing model legislation to be promoted around the world.
8. **Funding:** Agreed to reflect the new directions that had been discussed/endorsed in the development of WADA's annual and future budgets.
9. **Security:** Agreed to invest more in the Anti-Doping Administration and Management System (ADAMS) development and security.

10. **World Conference:** Agreed to plan for a World Conference in November 2019, but to actively assess the ongoing reviews and changes, and adjust the timing if required.

Most of the above Board recommendations have been implemented or are well underway, which address the Main Issues identified under (A) above.

In light of the Board recommendations above, in January 2017, WADA Management set the following priorities for 2017 and beyond:

1. **Work with National Anti-Doping Organizations (NADOs), Regional Anti-Doping Organizations (RADOs) and International Federations (IFs) to enhance anti-doping capacity** including through the organization of WADA's Annual Symposium.
2. **Develop and implement a strong WADA-led Compliance Program** that includes meaningful and proportionate sanctions for non-compliance by Signatories through a new International Standard.
3. **Strengthen WADA's capability for investigations** through such measures as the creation of a strong anti-doping investigations network among ADOs and a robust Whistleblower Program.
4. **Further develop the Athlete Biological Passport Program (ABP)** through increased monitoring analysis and research into new biomarkers.
5. **Review the Laboratory model and strengthen the Laboratory accreditation process** to ensure high quality results and a high-performing analytical system.
6. **Ensure that ADAMS works technically and securely** to support the global Anti-Doping System.
7. **Manage the outcomes of the McLaren Investigation Report.**
8. **Further develop scientific-based knowledge** in areas including the Prohibited List and the assessment of the prevalence of doping.
9. **Increase and enhance research-led anti-doping education** including the development of an International Standard.
10. **Increase commitments and financial support** from governments, sport and other sources to ensure ongoing sustainability of WADA in light of its expanded role.

These priorities are either complete or well underway, which further address the Main Issues identified under (A) above.

Under (B) below, we look at WADA's actions in light of the Main Issues identified under (A) above, which have led to a significantly stronger WADA and global Anti-Doping System.

## **B. WADA'S ACTIONS IN LIGHT OF THE MAIN ISSUES THAT HAVE LED TO A STRENGTHENED ANTI-DOPING SYSTEM**

1. **The cheating in Russia was encouraged, organized, and protected and thus not detected**

The challenge of detecting cheating in an environment such as the one that was prevailing in Russia at the time had never been encountered before. For ADOs and WADA to detect

cheating, which involves parties of the State such as the secret services (FSB), is and will always be a difficult, if not impossible, task.

However, WADA is now much better positioned to monitor the quality of anti-doping programs worldwide.

When the 2015 Code came into effect, the anti-doping community devoted much of its efforts towards implementing the Code and International Standards in rules, regulations, legislation and programs. In 2016, WADA shifted its focus to ensuring that Signatories have quality anti-doping programs in place; and, in keeping with strong demand from stakeholders, that their compliance be monitored rigorously. To do so, in 2016, WADA initiated development of an ISO9001:2015 certified Code Compliance Monitoring Program (Program) that was expanded in 2017. The Program, which represents the most thorough review of anti-doping rules and programs that has ever taken place, aims to reinforce athlete and public confidence in the standard of ADOs worldwide.

The Program governance includes the CRC and an internal Compliance Taskforce (Taskforce). The CRC provides expert advice, recommendations and guidance to WADA's ExCo, Board and Taskforce on individual cases and compliance activities. The Taskforce consists of an internal Working Group of WADA staff from different departments whose activities are centralized and coordinated. If any non-conformity is identified, the Taskforce facilitates an open dialogue with the Signatory concerned and recommends corrective actions. Support and assistance are provided to help the Signatory address all issues within an agreed timeframe.

The Program is made up of the following four components:

- **Code Compliance Questionnaire (CCQ):** The CCQ is a tool developed by WADA, in collaboration with stakeholders, to measure compliance of Signatories with the mandatory requirements of the Code and International Standards. In February 2017, WADA sent the online CCQ to 307 Code Signatories for completion and return. Upon receipt of CCQs, WADA reviewed them to develop Corrective Action Reports (CARs). CARs are designed to assist Signatories in enhancing their anti-doping programs on a priority basis through timelines provided for the implementation of corrective actions. The Signatory's corrective actions are reviewed by the Taskforce before further action is taken.

The CCQ led to thousands of CARs being implemented by ADOs thus already improving the fight against doping on a global scale.

- **Audits:** Due to the limitations of a self-assessment questionnaire, WADA is also conducting in-person audits of Signatories. The audits are being conducted by trained individuals from WADA and external experts in anti-doping. A key component of the audit is the corrective action process, through which the Signatory is given adequate timelines to implement (where required) improvements to their anti-doping program. As with the CCQ, the Signatory's corrective actions are then reviewed by WADA's Taskforce before further follow up, if needed.

The audits allow WADA to identify the actual implementation of an anti-doping program of a sport or country and enables the Agency to verify how realistically it is implemented in practice. The audits may also lead in some cases to more in-depth investigations that are then conducted by WADA's (I&I) Department.

- **Other Sources:** While the CCQ and Audit Program are the two main tools being used by WADA to monitor and assess the quality of anti-doping programs and their subsequent compliance with the Code and International Standards, WADA uses other sources of information, such as: ADAMS; the Agency's results management database; investigations; and, any other intelligence received to monitor Signatories' compliance with the Code.
- **Ongoing WADA Support:** WADA continually provides Signatories with assistance and guidance in implementing and complying with the Code and International Standards, particularly as the Compliance Monitoring Program identifies areas for improvement.

In addition, WADA has developed a strategy for continuous compliance monitoring of Code Signatories which, in addition to audits, will ensure spot checks and alerts as well as regular review of information available to WADA or that WADA can require from ADOs until the next CCQs are carried out.

This Program represents a key improvement in ensuring that meaningful anti-doping programs are not only developed but rigorously implemented and verified, which is the only way to provide athletes with a level-playing field. This is a major improvement from what was being carried out before; and, we are only beginning to assess the impact that it will have moving forward.

WADA is confident that the Program will continue to strengthen the Anti-Doping System. Its importance is clearly reflected in the Agency's five-year Budget Plan with significant human and financial resources engaged to ensure its success.

And of course, following a two-phase consultation process overseen by the CRC, on 1 April 2018, the new International Standard for Code Compliance by Signatories (ISCCS) took effect, which outlines:

- Code Signatories' rights and responsibilities;
- the ways WADA supports Signatories in achieving, maintaining and, where applicable, regaining Code compliance; and
- a process for determining non-compliance and consequences, as well as a range of graded, predictable and proportionate sanctions for cases of non-compliance by Signatories.

With the Standard, Signatories worldwide are held to the same high standards under the Code as is expected of athletes.

## **2. The Moscow and Sochi Laboratories were institutionally controlled by the State, protected and thus the cheating was not detected**

As mentioned above, the challenge of detecting cheating in an environment such as the one that was prevailing in Russia at the time had never been encountered before. For ADOs and WADA, to detect cheating, which involves parties of the State such as the secret services (FSB), is and will always be a difficult, if not impossible, task. This of course applies to the Moscow and Sochi Laboratories as well.

However, in 2017, WADA put in place a Laboratory Working Group to review the accreditation process and the quality control of laboratories. The Group's conclusions were adopted by WADA's ExCo and Board in May 2018 with a clear recommendation for more laboratory audits and proficiency testing to take place.

Quality is the number one priority in terms of laboratories; and, this is now clearly reflected in WADA's five-year Budget Plan. A regular audit of laboratories should minimize the risks of having laboratories, such as was the case with Moscow and Sochi, operating completely outside the rules.

Furthermore, as will be discussed hereunder, the establishment of WADA's Whistleblower Policy, Program and reporting system (Speak Up!), should also prove very effective in uncovering, even deterring, these situations. In fact, this has already been proven with the recent Romanian Laboratory case; whereby WADA's I&I Department was able to identify malpractice on the part of the Laboratory's Director based on information received through Speak Up! Following an investigation, the Laboratory Director was replaced and the Laboratory is now in the process of being re-accredited.

## **3. There were no proper channels for Whistleblowers to provide information regarding alleged ADRVs under the Code; non-compliance violations under the Code; or, any act or omission that could undermine the fight against doping in sport**

Prior to 2015, under the 2009 Code, WADA was receiving information from different sources without being fully equipped under the Code to deal with it in a systematic manner and without being able to properly assist or protect those who were taking the risk of providing the valuable information.

There was no formal process in place, and no clear set of rules and procedures applicable, both to WADA and its Whistleblowers, to ensure the best use of the information.

With the launch of Speak Up! in March 2017, and the implementation of a Whistleblower Policy and Program, the entire landscape has changed. WADA now has a secure, digital platform through which athletes and others can report: alleged ADRVs under the Code; non-compliance violations under the Code; or, any act or omission that could undermine the fight against doping in sport.



Those receiving information inside WADA are trained, professional, investigators who know how to best interact with Whistleblowers to ensure that any information provided is systematically evaluated and acted upon when valuable. A contract under the Whistleblower Policy is put in place to ensure proper cooperation between both parties.

For over a year and half now, an extensive amount of valuable information has been received and treated by WADA's I&I Department. Updates and statistics have regularly been provided to the ExCo and Board.

This has clearly been an important improvement compared to what was occurring prior to the Russian Doping Crisis.

#### **4. Upon receipt of such information, WADA had no power to investigate; until, it was accorded those powers within the 2015 Code that came into force on 1 January 2015**

As mentioned above, up until January 2015, WADA had no power under the Code to investigate. Article 20.7.10 entered into force on 1 January 2015 and was immediately followed by the formation of the Pound Commission to investigate allegations made regarding Russia.

After the Pound and McLaren Investigations, which cost WADA a combined USD 3.9 million, it was clear that there was a need to be able to investigate without having to establish third-party commissions. It also became clear that investigations are ongoing projects, which need to be managed carefully by professionals who operate within an investigative network that has a holistic vision of the situation.

In June 2016, WADA appointed Gunter Younger, former INTERPOL officer and Head of Cyber Security with the Munich police, to head its I&I Department. Mr. Younger was also given the mandate to set up the I&I Department.

Since then, the WADA I&I Department has grown to seven staff, Speak Up! has been put in place; and, via a new policy that was approved in May 2017, independence has been given to the Department from the WADA ExCo, Board and Management to ensure that there would be no political interference whatsoever with their investigations. The policy dictates that, annually, the I&I Department is audited by an independent auditor to ensure full compliance of the work conducted.

Since its establishment, the I&I Department has conducted numerous investigations and continues to be active on the Russian file. In addition to managing the day-to-day flow of new information, at the end of 2017, the I&I Department had run one long-term project; 10 sophisticated cases; one global operation with INTERPOL; and, had 214 registered cases with the majority having been sent to ADOs for follow up.

The majority of the cases were based on Whistleblower information received via Speak Up!, which, by the end of 2017, had resulted in 209 reports.

Of particular note, in late 2017, the I&I Department obtained the Laboratory Information Management System (LIMS) database, which contains all testing data between January 2012 and August 2015 conducted by the Moscow Laboratory.

Again, for WADA to have its own I&I Department is a complete game changer from 2016; and, is providing the Agency with a much better capacity to address, if not to prevent, situations such as what the Agency faced with Russia.

**5. Following WADA's independent investigations, there were no defined sanctions agreed by all stakeholders that could be applied; and, there was no clear delineation as to which organizations were accountable for applying consequences in relation to outcomes of the investigations**

As a result of the disjointed responses to the Russian Doping Crisis, as well as calls from many in the anti-doping community – in particular athletes – to hold ADOs to a higher degree of accountability, in May 2017, the Board approved the development of the new ISCCS.

This Standard was developed in six months, and was subject of a two-phase stakeholder consultation process, before being approved by WADA's ExCo in November 2017, along with related amendments to the Code specifically concerning compliance.

The purpose of the ISCCS is to ensure that strong, Code-compliant anti-doping rules and programs are applied and enforced consistently and effectively across all sports and all countries, so that clean athletes can have confidence that there is fair competition on a level playing field, and public confidence in the integrity of sport can be maintained. The ISCCS outlines Code Signatories' rights and responsibilities; the ways WADA supports Signatories in achieving, maintaining and, where applicable, regaining Code compliance; as well as a process for determining non-compliance and consequences, and a range of graded, predictable and proportionate sanctions for cases of non-compliance by Signatories.

On 1 April 2018, the ISCCS, and related Code amendments, entered into force, which has been a major development. It has provided the anti-doping community with a robust tool to deal with major cases of cheating, such as the Russian Doping Crisis, should one present itself in the future.

**6. There was no clear dispute resolution mechanism in place that could have led to a decision being accepted and applied by all ADOs**

Had the ISCCS been in place, the Russian Doping Crisis would have unfolded in a completely different manner, i.e.:

- the possible sanction would have been known to all stakeholders;
- there would have been a mechanism for having an independent body, in particular, the Court of Arbitration for Sport (CAS), decide upon what sanction was appropriate; and,
- the CAS decision would have been recognized by all and applied to all ADOs.



Implementation of the ISCCS is one of the key legal tools that would prevent such situations as the Russian Doping Crisis in the future. It creates a lot more legal certainty around roles and responsibilities, sanctions, and mechanisms to get an independent decision on these questions. Unless all parties agree, CAS is the ultimate authority that decides on the appropriate sanctions thus taking away any political component to these decisions.

### **C. ADDITIONAL MEASURES TAKEN BY WADA**

In light of the Russian Doping Crisis, and stakeholder feedback, WADA took a number of additional measures to strengthen the Agency and the global Anti-Doping System, which include:

1. Launched WADA's Governance Review (*ongoing*)
2. Enhanced Program Development
3. Enhanced Education, including development of a new International Standard for Education (ISE)
4. Launched a three-phase, 2021 Code Review Process, which involves review of the International Standards (*ongoing*)
5. Developed a Five-Year Budget Plan (*Endorsed by the Board in May 2018*)

#### **1. Launched WADA's Governance Review**

In 2015 and 2016, WADA's Governance was discussed by WADA stakeholders and others in various forums, largely as a result of the Russian Doping Crisis. In November 2016, WADA's ExCo and Board recommended that WADA officially address the various views by establishing a dedicated Governance Working Group to study and consider what is working well within the existing Governance structure and what might be improved. A Group comprised of the following was assembled:

- One Independent Chairperson
- Five representatives from the Public Authorities (one per region)
- Five representatives from the Sports Movement
- Two representatives from NADOs
- Two representatives of the Athletes
- Two independent experts (appointed by WADA)

At the [November 2018 Board](#), the Board considered and approved various recommendations by the WADA Governance Working Group on how the Agency's governance structure and processes could be enhanced. Among the approved reforms were the following:

- An independent President and Vice-President, with a remuneration associated with the role of the President;

- Formation of a Nominations Committee to ensure the right people in terms of skills and independence serve in senior governance roles within WADA;
- The addition of two independent seats – with full voting rights – to the ExCo. Nominations for these positions could be proposed by the Sports Movement and the Governments but the candidates should have no link to either group in accordance with the strict criteria that will be vetted by the Nominations Committee;
- A limit of three three-year terms (nine years in total) for all members of the Board, ExCo and the Standing Committees with no possibility of stepping out for a term and returning;
- Formation of an Independent Ethics Board to ensure compliance with the standards of conduct required for good governance; and
- One seat each at a minimum for both athlete and NADO representation in all Standing Committees.

It was made clear during the Board that this should be the first in a series of reforms that will be implemented in the coming months with another, smaller Working Group composed of governance experts, to be set up to look at additional reforms.

As regards additional athlete representation on the ExCo, the Board agreed with the Working Group's recommendation that the voice of the athletes should be strengthened beyond the existing means when there is a mechanism to ensure sufficient representation. Once the athletes are able to confirm exactly how and by what means they are represented, as well as how their representatives are selected, then an open discussion will be held to determine at which existing and/or new levels within WADA, athlete representation could be strengthened. In response, WADA's Athlete Committee has taken the initiative to create a working group to look at the global representation of athletes worldwide. WADA Management has committed to supporting this group by commissioning governance experts as needed.

The Board also discussed the procedural rules for the election of the next WADA President and Vice-President in November 2019. The final rules will be published in due course. It is to be noted that it is up to the public authorities to nominate their own candidate(s) for the position of President and up to the Sports Movement to nominate their own candidate(s) for the position of Vice-President, and that they are entitled to implement their own process to select their preferred candidate(s). The Board will then elect the next President and Vice-President.

## **2. Enhanced Program Development**

The need to further support all ADOs -- whether they be IFs, NADOs, RADOs or Major Event Organizations (MEOs) -- was highlighted in the wake of the Russian Doping Crisis. Accordingly, WADA Management identified the need to allocate more funding towards the development of an enhanced capacity building program. In line with WADA's Compliance Program, which is identifying areas requiring improvement in some of the ADO programs, it has become apparent that to ensure a level playing field, more efforts and assistance from WADA are required to support ADOs in the delivery of their programs.

For example, ever since the WADA Board declared The Russian Anti-Doping Agency (RUSADA) non-compliant with Code in November 2015, WADA has been providing ongoing support to RUSADA in its return to compliance; and, has coordinated the UK Anti-Doping (UKAD)-RUSADA NADO to NADO partnership.

It is apparent that WADA cannot simply be about the rules and compliance, it must also ensure implementation of programs and capacity building to ensure that they are continually strengthened. This responds to the demand of athletes that we ensure effective anti-doping programs in all sports and in all countries.

Enhanced program development and capacity building is clearly reflected in the five-year Budget Plan with more funding being allocated to these activities as of 2020.

### **3. Enhanced Education, including development of a new International Standard for Education**

In May 2017, the Board approved WADA exploring development of an International Standard for Education. A Working Group was tasked with this assessment, which unanimously agreed that greater emphasis must be placed on the importance of education in protecting Clean Sport. This agreement was backed by comprehensive social science research that was conducted by WADA, which supports and highlights the need for more investment in, and commitment to, education by stakeholders.

A draft Education Standard is now undergoing stakeholder consultation with a view to being approved in November 2019, alongside the revised Code and other International Standards.

This valuable addition to the World Anti-Doping Program will increase the understanding and efforts of ADOs to deliver mandatory elements of the Code to Athletes and Athlete Support Personnel.

Creation of this Standard is not directly linked to the Russian Doping Crisis; rather, it is designed to improve the overall capacity of the Anti-Doping System to ensure proper education at all levels and in all jurisdictions.

### **4. Launched a three-phase, 2021 Code Review Process, which involves review of the International Standards**

On [12 December 2017](#), WADA launched a three-phase, 2021 World Anti-Doping Code Review Process (2021 Code Review Process), which also involves review of the following International Standards (Standards).

1. The **International Standard for Therapeutic Use Exemption (ISTUE)**.
2. The **International Standard for Code Compliance by Signatories (ISCCS)**, which took effect on 1 April 2018.



3. The **International Standard for Education (ISE)**, which is a new Standard that WADA's Board approved for development in November 2017;
4. The **International Standard for Results Management (ISRMA)**, which is also a new Standard being developed that was presented to WADA's ExCo and Board in May 2018.
5. The **International Standard for the Protection of Privacy and Personal Information (ISPPPI)**, which is the new version adopted by WADA's ExCo in May 2018 to ensure alignment with the main principles of the European Union's General Data Protection Regulation that came into force on 25 May 2018.
6. The **International Standard for Testing and Investigations (ISTI)**.
7. The **International Standard for Laboratories (ISL)**.

[Note: The final Standard, which is the Prohibited List of Substances and Methods, is not part of this review process as it is reviewed annually via a separate stakeholder consultation.]

The whole review process culminates with approval at WADA's next World Conference on Doping in Sport, which is to be held in Katowice, Poland in November 2019; after which, the revised 2021 Code and Standards will take effect on 1 January 2021.

As is the case for the Code Review, each Standard has dedicated drafting teams comprised of senior WADA staff and external experts that act as the review secretariat.

In the interest of transparency, WADA will publish all comments, unless requested otherwise by the author, on its website at the end of each phase of the consultation process.

## **5. Developed a Five-Year Budget Plan**

At USD 28.3 million, WADA's budget increased slightly from 2012-2016, growing an average of 1.4% per year. At the same time, WADA's scope of activities increased significantly and some of those activities, such as investigations, had started pulling resourcing from other key activities. For example, scientific research's budget reached a record high in 2006 of USD 6.6 million and in 2017 was USD 1.9 million (although the reduction was mitigated by the IOC Special Research Fund).

As a consequence of the Board recommendations of November 2016, and for planning purposes, in 2017, WADA Management developed a Four-Year Budget Plan (Budget Plan) that articulated the resources – financial and human – that would be required to deliver on the Board's expectations and those of other stakeholders. The Budget Plan was presented to the July 2017 Finance Committee and the September 2017 ExCo. During the latter meeting, Management outlined that, based on WADA's 2017 budget of USD 29.7 million, in order to fulfill the Board's recommendations, WADA would require a budgetary increase of 8%, 15%, 15% and 5% for 2018-2021 respectively. The Committee agreed that, for 2018, proposals of 8% and 5% would be proposed to the November 2017 Board with a recommendation of the former. As it related to 2019-2021, Governments requested more time to discuss ways and

means of accommodating the longer-term budgetary requirements and asked that the longer-term plan be put forward for approval at the May 2018 Board meeting. Accordingly:

- In November 2017, the Board approved an increased 2018 budget of 8%; and
- In May 2018, the Board approved further 8% increases for each of the following four years, 2019-2022.

For WADA Management, it was very encouraging to receive this financial commitment from Governments and the Sports Movement, which was considered an endorsement of the work being done and a vote of confidence in the Agency’s ability to carry out its mission to protect Clean Sport.

As a consequence, Management adjusted the Budget Plan to a Five-Year Budget Plan (2018-2022), which articulates how financial and human resources will be allocated to deliver on the Board’s expectations that require:

<b>Enhanced efforts on following activities</b>	<b>New efforts on following activities</b>
<ul style="list-style-type: none"> <li>• Ensuring harmonized anti-doping rules and regulations</li> <li>• Carrying out capacity-building activities with ADOs</li> <li>• Enhancing social science research, developing and proposing education programs and developing an International Standard for Education</li> <li>• Strengthening laboratory accreditation and monitoring</li> <li>• Further developing scientific-based knowledge in key areas; in particular, as it relates to the ABP and prevalence</li> <li>• Ensuring a robust and technically secure ADAMS</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening monitoring of ADOs’ compliance, including implementing an International Standard for Code Compliance by Signatories</li> <li>• Enhancing Intelligence and Investigations’ capacity</li> <li>• Developing and managing a robust Whistleblower Program</li> </ul>

The Budget Plan reflects the budget needed to deliver on the Board’s expectations. However, WADA Management believes that much more can and must be done to ‘Change the Game’, which is why, in parallel, the Agency is pursuing an additional funding strategy that would target contributions from the likes of corporations, foundations and private donors. As it relates to this, in September 2017, the ExCo heard a proposal from WADA Management – and a group of external experts with backgrounds in management consulting (Boston Consulting Group), Biopharma and fundraising – that outlined WADA’s aspiration to seek additional funding. The Committee endorsed the ambitious proposal as one that would dramatically increase WADA’s scale, speed and reach in carrying out its core activities.



We believe that much more can and must be done to ensure that WADA is fit for the future and truly able to protect the clean athlete.

For example, imagine the step change WADA could make if:

- Every athlete in a Registered Testing Pool (RTP) could be tested at least three times/year out-of-competition as recommended by the ISTI.
- All ADOs could be audited for compliance within a few years versus our current rate (10/year that, with over 300 organizations would take over 30 years).
- Every elite athlete in sports at risk for blood doping had a blood passport versus the 2016 blood collection capacity being limited to 47 countries.
- Robust values-based education programs were being developed, implemented and evaluated through WADA-led research to prevent the use of doping. Today, WADA does not have the resources to develop more sophisticated values-based tools, based on research; nor, does the Agency have the resources to support large-scale research projects to measure the effectiveness that programs have on shaping attitudes, beliefs and behaviors.
- WADA could further enhance its intelligence and investigations capacity.

These are all examples of strategies that require and deserve further exploration.

Accordingly, within the Budget Plan, Management allocated funding to work with external consultants such as Boston Consulting Group to revisit our 2015-2019 Strategic and Operational Plan and refresh the Agency's Brand Strategy that dates back to WADA's inception.

As it relates to the Strategic and Operational Plan, WADA's last five-year plan was approved by the Board in November 2014 just prior to the Russian Doping Crisis. Hence, WADA Management believes that the time is right to align the Agency's Strategic and Operational Plan; to explore other strategies that would further 'Change the Game' – including alternative funding models; and, to set targets and key performance metrics to ensure that WADA gets there. Making sure that WADA is prioritizing efforts and resources in the most efficient way is a responsibility the Agency has to all its stakeholders.

As it relates to the Brand Strategy, which is about the perceptions that one creates with every interaction, WADA Management believes that it is critical to develop a Brand Strategy with a clear understanding of the Agency's Strategic and Operational Plan -- they must go hand in hand. While branding was once considered the purview of 'for profit' organizations, branding is now considered key for non-profits as well; particularly for those that are looking to secure funding.

For many reasons the time is right, i.e. for the last two years WADA has been reactively 'protecting its reputation' vs 'proactively building its brand equity; WADA has had a shift in its focus; and, its current brand will not likely get it where it wants to go as it has been told that it lacks the meaningful purpose and emotional kick that it needs to engage our audience (and stimulate additional funding).





A purpose-driven Brand Strategy will help WADA:

- Position itself as the true Leader of Clean Sport.
- Differentiate itself vs. other organizations that are also worthy and tackling social problems by giving people a reason to remember who WADA is and what it does versus others.
- Be relatable to others and help people relate to the athletes that WADA supports. This is essential to forming a connection.
- Appeal emotionally to the Agency's supporters, which could help counter apathy and stimulate alternative funding.

## D. CHRONOLOGY OF THE RELEVANT EVENTS, ACTIONS AND REACTIONS

### PRE-WADA'S INDEPENDENT INVESTIGATIONS

- In 2010, WADA was first approached by the Russian Whistleblower, Vitaly Stepanov; principally, via the Agency's first Chief Investigator. Mr. Stepanov said that his wife, Yuliya Stepanov, was being subjected to an institutionalized doping regime in Russia. At the time, Mr. Stepanov told WADA that he had yet to tell his wife that he was in contact with the Agency; and that, he had no concrete evidence whatsoever to support his statements, that they were his words and his words alone.

This contact, that involved very limited meetings and irregular e-mails, continued until 2013, which is when Yuliya Stepanov was caught for doping and was suspended in Russia. It was then that Yuliya and Vitaly, together, decided to collaborate with German channel ARD, by gathering evidence that could lead to a meaningful investigation with meaningful outcomes, as WADA did not have the power to investigate under the 2009 Code.

It is important to note that, under the 2009 Code, which was in force until the end of 2014, WADA's role and authority as it related to investigations was stipulated under provision 20.7.8 of the Code as follows: *"To conduct anti-doping controls as authorized by other Anti-Doping Organizations and to cooperate with relevant national and international organizations and agencies including but not limited to, facilitating inquiries and investigations."* Therefore, WADA's role and authority under the 2009 Code was clearly defined as a facilitator, to pass on information to relevant organizations and to facilitate the conduct of investigations.

At the time, not only was the information from the Stepanovs insufficient to take definitive action; the Code also required WADA to pass the information on to RUSADA and/or the International Association of Athletics Federations (IAAF). Because the Stepanovs' information included allegations of doping cover-ups against RUSADA and the IAAF, WADA determined that passing such information along would have led to negative consequences for the Stepanovs. We believed and we still believe that, if we had exposed the initial information provided by Vitaly Stepanov between 2010 and 2013, it would have been dismissed as being the words of one individual against the strong denial of Russia. We are convinced that we

would not have had anywhere near the success that we ultimately had; in fact, we believe that the international community would not even be talking about doping in Russia today.

- On **1 January 2014**, [Sir Craig Reddie commenced in his role as President of the World Anti-Doping Agency](#).
- On **16 November 2014**, The [WADA Board approved the 2015 Compliance Plan](#).

The Board approved establishment of WADA's independent CRC to assess ADOs' compliance with the 2015 Code. This independent, non-political body provides advice, guidance and recommendations to WADA's Foundation Board on compliance matters. The Committee is composed of compliance specialists from non-sporting industries, as well as representatives of athletes, governments and sport. Initially an Expert Group, the CRC was made a WADA Standing Committee by WADA's Board on **20 November 2016** to further recognize the importance of its role.

The November 2014 Board also discussed how WADA would be internally structured to deal with compliance in order to provide the best support to ADOs; and, how WADA would pursue ISO accreditation of the Compliance Monitoring Program (which officially launched in 2016 and is referenced later).

#### **WADA'S INDEPENDENT COMMISSION (AKA THE POUND COMMISSION)**

- On **3 December 2014**, German news broadcaster, [ARD, released the documentary 'Doping – Top Secret: How Russia makes its Winners'](#), which made allegations of organized doping in Russian athletics. Implicated in the documentary were Russian athletes, coaches, national sport federations, international sport federations, the Russian Anti-Doping Agency (RUSADA), Doping Control Officers, the Moscow Laboratory and the Sports Ministry. The documentary included witness statements and evidence implying collusion amongst individuals and sports agencies to systematically dope Russian athletes, conceal positive tests and engage in extortion. This documentary was based almost exclusively on information provided by Russian Whistleblowers, Yuliya and Vitaly Stepanov.
- On **4 December 2014**, [WADA acknowledged the allegations](#); indicated that the Agency had already received some information and evidence of the type exposed in the documentary that had been passed on to the appropriate independent body within the IAAF; and, indicated that it was awaiting the outcome of the IAAF's deliberations. WADA also said that, as it related to ARD's allegations against Russian authorities and others, these would be carefully scrutinized and that, if action was warranted, the Agency would take the necessary and appropriate steps under the Code.
- On **10 December 2014**, [WADA committed to undertake a full investigation into the allegations](#) once the 2015 Code took effect on 1 January 2015. Then, on **16 December**, the Agency announced details of the three-person Independent Commission (IC) that was led by founding WADA President, Richard W. Pound. The other two IC members were Professor Richard

McLaren (Legal Counsel with extensive experience in the world of international sports law and a longstanding member of CAS); and, Gunter Younger (then the Head of the Department of Cybercrime with the Bavarian Landeskriminalamt and since October 2016, the Director of WADA's independent I&I Department).

- On **1 January 2015**, [the 2015 Code came into force and WADA's role and authority vis-à-vis investigations increased](#) as indicated under Code provision 20.7.10 that empowered WADA to: *"Initiate its own investigations of anti-doping rule violations and other activities that may facilitate doping."*

With this, the IC officially initiated its work.

- On **16 January 2015**, [WADA published the IC's Terms of Reference](#) indicating that the IC had been established to conduct an independent investigation into doping practices; corrupt practices around sample collection and results management; and, other ineffective administration of anti-doping processes that implicate Russia, the IAAF, athletes, coaches, trainers, doctors and other members of athletes' entourages; as well as, the accredited Laboratory based in Moscow and RUSADA. The IC would be considered complete when the report was provided to WADA's President, by 31 December 2015 at the latest, unless he deemed it appropriate to extend the mandate.
- On **13 May 2015**, the [Board Reviewed Code Compliance Activities](#).
  - Reviewed 2015 Code implementation and compliance activities
  - Declared six Signatories non-compliant
  - Granted WADA accreditation to the Ankara and Rio Laboratories
- On **1 August 2015**, [ARD released a second documentary "Doping – Top Secret: The Shadowy World of Athletics"](#), which made new allegations regarding widespread doping in international athletics and corruption by members of the IAAF related to anti-doping; and therefore, on **2 August**, [WADA enlarged the IC's mandate to investigate these new allegations](#).
- On **7 August 2015**, [WADA confirmed that it would urgently extend the mandate of the IC](#) to investigate the new allegations made by ARD in its 1 August documentary, namely those into widespread doping allegations against international athletics; and, on **14 August**, [the IC issued a statement indicating that their mandate had been extended](#).
- On **17 October 2015**, [the Olympic Summit announced, under the theme "protecting clean athletes" that it had decided to make anti-doping testing independent from sports organizations](#). The Summit requested WADA to study taking responsibility for testing. This study was to be undertaken by a Working Group established by WADA and comprising the stakeholders of the Olympic Movement as well as representatives of governments.

This led to the feasibility study of what later became the International Testing Agency (ITA). WADA was asked to coordinate a Working Group to conduct the study.

- On **4 November 2015**, [WADA issued a statement to the effect that it was aware of the ongoing criminal investigations relating to sport officials and allegations of corruption and money-laundering](#), as announced by the French authorities the same day; and that, the investigations were a result of information passed on by the IC to the relevant authorities.
- On **9 November 2015**, the [IC delivered its Report I](#), which included recommendations for various organizations including WADA; and, the Agency took all measures within its power to respond appropriately and expeditiously.
- On **10 November 2015**, [WADA Acted Immediately to Suspend the Accreditation of the Moscow Laboratory](#). The Agency:
  - Provisionally suspended the Moscow Laboratory and set up a disciplinary committee.
    - On **15 April 2016**, [WADA revoked the Moscow Laboratory's accreditation](#).
  - Recommended to the Russian Ministry of Sport that the Moscow Laboratory Director, Dr. Grigory Rodchenkov, be permanently removed from his position. Dr. Rodchenkov immediately resigned.
  - Requested the IAAF to declare its member organization, the All-Russia Athletics Federation (ARAF), non-compliant.
    - On **13 November 2015**, the [IAAF Council provisionally suspended the ARAF as an IAAF Member with immediate effect](#) as it remains today.
  - Initiated the process to assess the Code compliance of RUSADA.
- By **18 November 2015**, all the above was completed and Russia, which had been filling a seat appointed by the Council of Europe, was excluded from the WADA Board.
- On **18 November 2015**, following its Board meeting, WADA issued the release [WADA Strengthens Anti-Doping Worldwide](#). The Board:
  - declared RUSADA non-compliant with immediate effect;
  - committed to toughening compliance and regulation for all Signatories;
  - committed to enhance the Whistleblower process, international investigations and bolster resources accordingly

The Board also endorsed moves for WADA to look at strengthening its ability to conduct international investigations, following the success of the IC's investigation.

This sentiment was echoed by the WADA Athlete Committee Chair, who made a specific request on behalf of the clean athlete community for the IC's mandate to be expanded to investigate other sports within Russia.

In response, the WADA President stated that the Agency would conduct the necessary meetings with the Russian authorities in respect to the non-compliance status of RUSADA, that tests athletes in all sports within Russia; that a WADA expert team would then meet with the task of ensuring the continuation of testing in Russia; and that, any information brought

forward would allow him to make a considered decision on whether or not to extend the IC's mandate.

The President then committed to write to all Public Authority stakeholders to ask them to make further contributions specifically to fund anti-doping investigations; and that in turn, he would approach the IOC to seek matching funding.

— Accordingly, **in 2016**, WADA received additional contributions from Governments amounting to USD 654,903 that were matched by the IOC.

The Board requested enhancements to WADA's whistleblowing process so as to encourage, and offer greater protection to, anonymous sources that may be willing to come forward with valuable information. They accepted that a new level of resource would be needed for WADA to conduct its enhanced investigative and whistleblowing efforts.

- Further to the above commitment, and given WADA's core accountabilities that were as follows, the Agency immediately started working with Russian authorities, RUSADA and its partners to rebuild a credible, independent and sustainable anti-doping system in Russia that ensures the protection of clean athletes inside and outside of the country.
  - To ensure harmonized anti-doping rules and regulations (as it relates to the Code and International Standards);
  - To monitor compliance with these rules and regulations by ADOs worldwide; and
  - To increase the capacity of ADOs worldwide to fight doping in sport.

WADA developed and agreed a [Roadmap to Compliance](#) with RUSADA; as well as, the Ministry of Sport, the National Olympic Committee and the Independent Public Anti-Doping Commission. The Roadmap, which was first published on **2 August 2017**, outlines the reinstatement criteria that RUSADA must fulfill before WADA's independent CRC would recommend to the Board that they be declared compliant. It is important to note that every ExCo and Board meeting received status updates on the Roadmap; and that, until the May 2018 ExCo and Board meetings, both bodies had only ever expressed full support for WADA that it not deviate from the Roadmap.

- On **27 November 2015**, [WADA announced that, on the day prior, it had a constructive meeting with the Russian Ministry of Sport](#). WADA's then Director General, David Howman, headed the delegation to meet the Russian delegation, headed by Russia's then Minister of Sport, Vitaly Mutko.

The purpose of the meeting was first and foremost to map out the necessary testing programs required to ensure that Russian athletes would be subject to a robust anti-doping program during RUSADA's period of non-compliance.

During the meeting, Minister Mutko committed fully to the process and the changes required of RUSADA if they were to achieve compliance status.

- On **10 December 2015**, [WADA announced that a team of experts from WADA and UKAD met in Moscow](#), along with RUSADA and the Russian Ministry of Sport, to explore the ways and means that an effective anti-doping program could run during RUSADA's non-compliance with the Code.
- In **early 2016**, WADA initiated development of an ISO9001:2015 certified [Code Compliance Monitoring Program](#), which represents the most thorough review of anti-doping rules and programs that has ever taken place and aims to reinforce athlete and public confidence in the standard of ADOs' work worldwide.

Program governance includes the external, independent CRC and an internal Compliance Taskforce. The CRC provides expert advice, recommendations and guidance to WADA's ExCo, Board and Taskforce on individual cases and compliance activities. The Taskforce consists of an internal Working Group of WADA staff from different departments whose activities are centralized and coordinated. If any non-conformity is identified, the Taskforce facilitates an open dialogue with the Signatory concerned and recommends corrective actions. Support and assistance are provided to help the Signatory address all issues within an agreed timeframe.

The Program is made up of the following four components:

1. Code Compliance Self-Assessment Questionnaire (CCQ)
  2. WADA Audits
  3. Other Sources of Information such as ADAMS; the Agency's results management database; investigations; and, any other intelligence received to monitor Signatories' compliance with the Code.
  4. Ongoing WADA Support to Signatories
- On **7 January 2016**, [WADA acknowledged the decision by the IAAF Ethics Board to sanction four individuals for various breaches of the IAAF's Code of Ethics](#) in relation to a specific doping case. While WADA was pleased with the decision, the Agency refrained from commenting further as the actions of these individuals, and other matters, were to be addressed by the IC when it published its second Report on 14 January, and because there was also a pending criminal investigation underway in France.
  - On **14 January 2016**, [WADA published the IC's Report II concerning widespread doping in international athletics](#). Specifically, the Report detailed the IC's findings on matters of a criminal nature that were contrary to the Code and that were passed on to law enforcement; and, explored allegations concerning a "leaked database" belonging to the IAAF, which was deemed incomplete by the IC.
  - On **20 January 2016**, [WADA issued an update on RUSADA's non-compliance](#) to the effect that WADA continued to work directly with RUSADA, assisting them in their efforts to regain Code compliance. As part of this initiative, WADA was looking to appoint two international experts to oversee RUSADA's Code compliance operations. WADA also requested that an independent international expert join the newly-formed RUSADA Board.



- On **7 March 2016**, [WADA announced that it had viewed the revelations in ARD's documentary of the day prior titled 'Russia's Red Herrings'](#), which contained new allegations suggesting malpractice by a number of individuals involved in the Russian anti-doping system. The documentary alleged that an individual from RUSADA gave advance warning to athletes of testing plans; that an individual connected with ARAF was providing banned substances to athletes; and, that a coach that was sanctioned following WADA's IC Part One was still operating as a coach in Russia despite the ban.

WADA committed to verify these allegations and; in particular, seek confirmation as to when the evidence was collected.

The allegations were already in the hands of the IAAF Taskforce, which was the relevant athletics body; as well as, the authorities within Russia.

- On **11 March 2016**, [WADA's Athlete Committee followed up on their November 2015 request to the Board to extend the mandate of the IC](#) as they were of the firm opinion that there needed to be further investigation into other sports in Russia, and other countries identified in the report.
- At WADA's **15 March 2016 [Annual Symposium](#)**, the WADA President:
  - acknowledged the calls from athletes around the world, in particular WADA's Athlete Committee Chair, to investigate further into Russian sports as well as other countries with suspected doping problems.
  - committed to, alongside the WADA Athlete Committee Chair, engage the members of the IC to:
    - further understand the strength of the information in the Report;
    - follow-up with his counterparts at the relevant sports federations and NADOs that were referenced in the IC's Report;
    - determine whether there was sufficient information to propose further investigations to the WADA ExCo; and, if so, how they would be funded.
  - emphasized the need for better funding of WADA to ensure that the industry was not restricted from conducting efficient anti-doping programs, making particular reference to the cost of investigations; and, made a call to television broadcasters and sport sponsors to fund the public's demand for Clean Sport.
  - thanked Vitaly and Yuliya Stepanov for denouncing the doping problem in Russia.
  - urged countries to ensure that they have the right legislation in place to protect clean athletes.
- On **23 March 2016**, [WADA announced that it was aware of the claims that appeared in The Times newspaper that suggested "systematic drug use" in Russian swimming](#); and, that the Agency would follow up by examining information provided by its IC that would corroborate *The Times* reports. WADA said that, on the basis of this, and potential information from other sources, the Agency would make an informed decision regarding what level of inquiry was needed.

- On **15 April 2016**, [WADA revoked the accreditation of the Moscow Laboratory](#).
  - The Laboratory was suspended by WADA on 10 November 2015 following the recommendation of the IC. Since that date, the Laboratory was prohibited from carrying out any WADA-related anti-doping activities including all analyses of urine and blood samples.
  - Following a review of the status of the Laboratory by an independent WADA appointed Disciplinary Panel, a recommendation was made to the WADA ExCo to revoke the accreditation of the Laboratory due to non-compliance with the ISL and the related Technical Documents. The revocation entered into force immediately meaning the Laboratory would continue to be prevented from carrying out the testing of doping control samples on behalf of WADA or any testing authority.
- On **25 April 2016**, [WADA announced that it had secured the services of two international experts to help RUSADA](#) overhaul its anti-doping program and rebuild confidence in the anti-doping system in Russia.

#### **WADA'S INDEPENDENT PERSON INVESTIGATION (AKA THE MCLAREN INVESTIGATION)**

- On **10 and 12 May 2016** respectively, [CBS 60 Minutes](#) and the [New York Times](#) published more allegations related to the 2014 Sochi Winter Olympic Games; most notably that dozens of Russian athletes and at least 15 medal winners from the Sochi Games were part of a state-run doping program, according to Dr. Grigory Rodchenkov. Immediately after these stories came out, WADA publically committed to investigate:
- On **10 May 2016**, [WADA announced that it would immediately probe new Russian doping allegations related to the 2014 Sochi Olympics](#).
- On **12 May 2016**, [WADA announced that its Board heard calls for tougher consequences for non-compliance and further investigations](#).
  - The WADA President acknowledged that he was made aware of the New York Times allegations during the Board meeting and confirmed that WADA would immediately look into the additional allegations.
  - The Board Declared the Kenyan NADO non-compliant.
  - The Board also tackled topics ranging from the proposed ITA and the need for greater funding as demands on the Agency increased.
- On **13 May 2016**, [WADA published key documents from its Board Meeting of 12 May](#); namely:
  - a [status report](#) regarding the testing in Russia that highlighted limitations with its program; and
  - referenced a [response](#) to the athletes' appeal for further investigations.



- As it related to the first Independent Person (IP) – aka McLaren – Investigation:
  - **17 May 2016**, [WADA announced that it was fully committed to investigating Sochi allegations/outlined its investigative approach](#);
  - **19 May 2016**, [WADA named Prof. Richard McLaren to lead the investigation](#). To achieve this task, the IP was required to review evidence gathered by WADA and any others it deemed appropriate.
  - **20 May 2016**, [WADA published the terms of reference that set out that the IP would establish whether](#):
    - There had been manipulation of the doping control process during the Sochi Games, including but not limited to, acts of tampering with the samples within the Sochi Laboratory.
    - To identify the Modus Operandi and those involved in such manipulation.
    - To identify any athlete that might have benefited from those alleged manipulations to conceal positive doping tests.
    - To identify if potentially this Modus Operandi was also happening within the Moscow Laboratory outside the period of the Sochi Games.
    - There was any other evidence or information held by Grigory Rodchenkov.
- On **18 May 2016**, [WADA acknowledged the IOC's announcement of 17 May concerning their retesting of 454 doping samples from the Beijing Olympic Games in 2008](#).
- On **24 May 2016**, [WADA published an Inside the Games Exclusive with the WADA President](#):
  - [‘Sir Craig Reddie - The Man with the Impossible Job’](#)
  - [Reddie Looking to Build \\$1Million-Plus Doping Investigations Fund as Pressure for Tough Action Mounts](#)

In these interviews, the WADA President tackled such topics as:

- His efforts to collect more funding for the Agency;
  - The calls for an expansion of the powers of WADA;
  - Compliance and WADA's *Partnership to Quality* Program; and
  - The investigation into the Sochi 2014 allegations
- On **26 May 2016**, [WADA published remarks made by the WADA Athlete Committee Chair to the PASO Athlete Forum concerning the Sochi Investigation](#) to the effect that:
    - As a follow-up to WADA's 12 May Board, the WADA Athlete Committee and the IOC Athletes' Commission jointly submitted a letter to WADA and the IOC, which outlined what they believed were appropriate next steps.
    - They were pleased that WADA had now initiated the Sochi Investigation into Dr. Rodchenkov's allegations, and were encouraged to see the investigation given a broad



- mandate, including the Paralympic Games. They appreciated the appointment of Richard McLaren and the independence he would bring to the investigation.
- They shared that the Chair of the WADA Athlete Committee and the IOC Athletes' Commission Chair had so far taken part in the investigation and that they looked forward to continued, and appropriate engagement.
- On **27 May 2016**, [WADA issued a statement regarding reanalysis of 2012 London Olympic samples](#) re. "reanalysis of the 'A' samples from 23 athletes, in five sports and from six National Olympic Committees (NOCs) who competed at the Olympic Games in London 2012, returned Adverse Analytical Findings (AAFs)".
  - On **15 June 2016**, [WADA provided a status update report concerning Russian testing during their period of non-compliance](#). On 11-12 May 2016 WADA management presented a status update to the ExCo and Board. This was an updated report.
  - On **16 June 2016**, [WADA announced the appointment of Günter Younger as the Agency's new Director of Intelligence and Investigations](#).
  - On **21 June 2016**, the [IOC convened an Olympic Summit meeting on Anti-Doping that agreed a five-point plan](#) as follows designed to ensure a level playing field for athletes at the 2016 Olympic Games. WADA made no public comment.
    1. To fully respect the decision of the IAAF Council with regard to the specific situation of track and field in Russia as outlined in the report and recommendations of the IAAF Task Force. The Olympic Summit appreciates the IAAF acknowledgement of "the enormous efforts and professionalism of (...) the Russian Olympic Committee", which led to "significant progress towards satisfaction of the verification criteria to date".
    2. The IFs and NOCs to undertake all efforts to keep doped athletes away from the Olympic Games Rio 2016. This requires IFs in particular to take swift action to suspend all athletes who have infringed anti-doping rules following the re-testing programme of samples from the Olympic Games Beijing 2008 and London 2012.
    3. All NOCs and IFs should sanction not only doped athletes, but also their coaches, officials, doctors or any other persons implicated. They should in addition not request accreditation for the Olympic Games for any person currently implicated in an anti-doping rule violation. The IOC to take appropriate measures to the same effect.
    4. Because of the WADA non-compliance declaration of Kenya and Russia and the related substantial allegations, the Olympic Summit considers the "presumption of innocence" of athletes from these countries being put seriously into question. As a result, every IF should take a decision on the eligibility of such athletes on an individual basis to ensure a level playing field in their sport. In this decision-making process, the absence of a positive national anti-doping test should not be considered sufficient by the IFs. This means that the respective IF should take into account other reliable adequate testing systems in addition to national anti-doping testing. This decision about the "level playing field" in each of their very different Olympic sports, and eligibility, including of their member National Federations, should be taken by each IF taking into account all the



- specific circumstances in the relevant National Federations, any available evidence, the World Anti-Doping Code and the specific rules of their sport.
5. To fully review the anti-doping system by requesting WADA to convene an “Extraordinary World Conference on Doping” in 2017. The Olympic Summit on 8 October 2016 to propose further measures for debate at this conference. This will in particular include the reinforcement of the request issued by the Olympic Summit on 17 October 2015 to make the entire anti-doping system independent from sports organizations.
- On **16 June 2016**, the suspension of RusAF was extended by the IAAF to include the 2016 Rio Olympic Games. The IAAF adopted a rule however permitting participation of athletes of the banned RusAF who had contributed to the fight against doping or who could prove they were not tainted by the banned federation’s failures. The IAAF granted two Russian athletes special permission to compete as neutral athletes in Rio.
    - On 17 June 2016, [WADA Announced Support to the IAAF’s Decision to Maintain the Russian Athletics Federation’s Suspension](#)
    - On 22 June 2016, [WADA Reiterated its Support for the IAAF’s Decision to Maintain Russian Athletics Federation Suspension](#)
  - On **1 July 2016**, [Olivier Niggli, who had been Chief Operating Officer, assumed the role of WADA Director General](#) following a 13-year tenure by David Howman.
  - On **15 July 2016**, just a few weeks before the Rio Olympic and Paralympic Games, Professor McLaren’s Investigation delivered [Report I](#) to the WADA President, which WADA published on **18 July**. In short, the Report exposed what was described as ‘State directed’ systematic doping around the Sochi Games and a wider system involving athletes, Russian officials within the Ministry of Sport and its infrastructure, RUSADA, the Centre of Sports Preparation of National Teams of Russia (CSP), the Moscow Laboratory, the Sochi Laboratory and the Russian Federal Security Service (FSB). The IP’s initial Report disclosed that this doping program covered many sports in Russia over a period from 2011 to 2015.
  - To respond swiftly, on **18 July 2016**, WADA convened its ExCo via teleconference; and, announced that the [McLaren Investigation had confirmed Russian State manipulation of the doping control process](#); and, recommended the following – with the necessary decisions required to be taken by the relevant organizations based on their own rules and regulations:
    - The International Olympic Committee (IOC) and the International Paralympic Committee (IPC) to consider, under their respective Charters, to decline entries, for Rio 2016, of all athletes submitted by the Russian Olympic Committee (ROC) and the Russian Paralympic Committee.
    - The International Federations (IFs) from sports implicated in the McLaren Report to consider their responsibilities under the Code as far as their Russian National Federations (NFs) are concerned.
    - Russian government officials to be denied access to international competitions, including Rio 2016.
    - The Russian NADO (RUSADA) to remain non-compliant under the Code and its staffing

- and independence to be further reviewed by WADA.
- The accreditation process of the WADA-accredited Laboratory in Moscow (Moscow Laboratory) to be stopped.
  - The FIFA Ethics Committee to look into allegations concerning football and the role played by a member of its Executive Committee, Minister Vitaly Mutko.
  - Professor McLaren and his team to complete their mandate provided WADA can secure the funding that would be required.
- On **18 July 2016**, [WADA's Athlete Committee released a statement on the McLaren Report](#) to the effect that:
    - The findings were shocking.
    - They fully supported the recommendations put forward by WADA.
    - WADA should allow Professor McLaren and his team to continue their investigation, that Russia should be banned from the Rio Olympics, Paralympics, and other international events, and that IFs must enact sanctions so as to protect Clean Sport.
    - Now was the time for sporting organizations to stand up against doping and affirm in the most robust ways possible their commitment to protecting clean athletes and zero tolerance. This could only be achieved through the collective sanctioning (of athletes, officials and organisations) that had been recommended.
  - On **19 July 2016**, [the IOC Executive Board responded to the outcomes of the IP Report](#)
    - formed the Canivet Commission (subsequently Schmid) to establish the facts relating to McLaren's finding that the Russian Ministry of Sport and other officials were involved in the scheme described in his report.
    - established the Oswald Commission to determine whether any individuals identified by McLaren committed ADRVs at the 2014 Sochi Olympic Games.
  - On **21 July 2016**, a [CAS Panel rejected the Russian Olympic Committee challenge of the IAAF ban of Russian track & field athletes from the Rio Olympics](#). Other CAS Panels rejected the IOC decision that athletes who had served a ban for an ADRV could not compete in Rio but upheld the exclusion of athletes implicated in the McLaren Report and of athletes who were unable to show they had been subjected to sufficient drug testing. Also on 21 July, [WADA announced that it was satisfied by the CAS decisions](#) concerning the arbitrations between the Russian Olympic Committee (ROC), a number of Russian athletes (the Claimant Athletes) and the IAAF. CAS dismissed both the request for arbitration filed by the ROC and 68 Claimant Athletes; and, the appeal filed by 67 of the same athletes against the IAAF decision to consider them as ineligible for the Rio 2016 Olympic Games.
  - On **24 July 2016**, [the IOC Executive Board met and released their decision concerning the participation of Russian Athletes in the 2016 Rio Olympic Games](#).
    - The IOC would not accept any entry of any Russian athlete in the Olympic Games Rio 2016 unless such athlete can meet certain conditions.



— The IFs were tasked to review the IP report and apply the conditions outlined by the IOC as it related to ROC athletes.

A Review Committee was put in place by the IOC to deal with the matter on a case-by-case basis.

- On **29 July 2016**, [Richard McLaren issued a statement clarifying his mandate](#), which was to review evidence of a State dictated program that used the Moscow and Sochi Laboratories to cover up doping; and that, it was not to establish ADRV cases against individual athletes.
- On **1 August 2016**, [WADA issued a statement clarifying the timing of the McLaren Investigation Report](#) and stating facts related to investigations into Russian matters, i.e.: WADA:
  - took note of the views expressed by some concerning the timing of the Report;
  - acknowledged that the timing had been destabilizing for a number of organizations as they prepared for the Rio Olympic and Paralympic Games; and
  - factually clarified that the Agency had acted immediately on allegations concerning Russia when it had corroborated evidence and the power to do so under the 2015 Code.
- On **3 August 2016**, the [WADA President presented to the 129th IOC Session in Rio](#).
- On **7 August 2016**, the [IPC banned the Russian Paralympic Committee from the Rio Paralympic Games](#) based on the findings and McLaren affidavit detailing medals won by Russian athletes at the Sochi Paralympics that were tainted by the doping scheme. CAS rejected the Russian Paralympic Committee (RPC) appeal against the IPC ban (CAS 2016/A/4645).
- On **7 August 2016**, [WADA issued a statement of support regarding the IPC's Decision](#) to the effect that it believed it was in the interest of clean athletes and the Clean Sport movement.
- On **7 August 2016**, the [WADA Athlete Committee issued a statement of support regarding the IPC Decision](#). They commended the IPC decision to uphold “morals over medals” and stand behind the values of clean, fair, doping-free sport and sending an important and encouraging message to the clean athletes of the world.
- On **31 August 2016**, [WADA issued a statement acknowledging the proposals made the day prior by the leaders of 17 National Anti-Doping Organizations at their Extraordinary Summit in Copenhagen](#). The proposals, which were put forth by the NADOs to ‘best serve the interests of clean athletes and restore confidence in the integrity of anti-doping decisions in international sport’, were also intended to strengthen WADA and, as a result, the global Anti-Doping System. WADA was grateful for the support and expressed that it looked forward to continuing to work with its partners in leading the fight for the protection of clean athletes’ rights.
- **Before and during the 2016 Rio Games**, a Russian espionage group by the name of Tsar Team (APT28), also known as Fancy Bear, targeted a number of WADA and IOC email accounts for an email spear phishing attack which led to the compromise of certain ADAMS

passwords. As a result, Fancy Bear illegally obtained data from an IOC-created account in WADA's ADAMS system that was created for the Games, giving them access to the Therapeutic Use Exemption (TUE) history of athletes that participated in the Games. The broader ADAMS was not compromised in the attack. WADA actively communicated on numerous occasions as follows:

- **13 September 2016:** [WADA Confirmed an Attack by a Russian Cyber Espionage Group](#)
- **14 September 2016:** [WADA confirmed another batch of athlete data leaked by Russian cyber hackers 'Fancy Bear'](#)
- **16 September 2016:** [WADA statement regarding additional data leak via Russian cyber hacker Fancy Bear](#)
- **19 September 2016:** [Cyber Hack Update: Data leak concerning 26 athletes from 10 countries and 12 sports](#)
- **23 September 2016:** [Cyber Hack Update: Data leak concerning 41 athletes from 13 countries and 17 sports](#)
- **3 October 2016:** [Cyber Hack Update: Data leak concerning 20 athletes from 14 countries and 13 sports](#)
- **5 October 2016:** [Cyber Security Update: WADA's Incident Response](#)
- On **20 September 2016**, [WADA held a multi-stakeholder Think Tank under the theme "Addressing challenges to the current anti-doping system"](#). Participants reached consensus on the need for:
  1. Centralized Code compliance monitoring by WADA with proportionate and graded sanctioning powers, which would include more funding to ensure that regular auditing was being conducted and that the Agency was able to impose fines on non-compliant organizations.
  2. Enhanced WADA investigations with increased funding and further cooperation with law enforcement and Government authorities.
  3. A comprehensive Whistleblower Policy and Program that provided greater assurance to those that come forward with valuable information.
  4. An improved Doping Control Process by ADOs worldwide, which would include increased training for Doping Control Officers with mandatory audits.
  5. A more rigorous WADA-accredited laboratory monitoring process and stronger requirements for the autonomy of laboratories.
  6. Agreement by the Sports Movement and Governments that WADA is the regulatory body which governs all anti-doping activities; and, that the Agency required increased contributions to support its enlarged scope.
  7. Governments to embrace the legislative commitment through the UNESCO International Convention against Doping in Sport.
  8. Further discussion aimed at strengthening WADA's governance model.
- On **20 September 2016**, The [WADA President responded via Op-Ed to the Around the Rings Op-Ed written by the President of the Argentinian Olympic Committee](#).



- On **21 September 2016**, the [WADA Executive Committee was united in its desire to strengthen the Agency as the Leader of Clean Sport](#). The Committee echoed the sentiment coming out of the multi-stakeholder Think Tank held the day prior with Members from Governments and the Sports Movement alike united in saying that an independent WADA must be reinforced, and publicly supported, in service of clean athletes.
- On **8 October 2016**, the [IOC convened a summit meeting to address WADA and the anti-doping system](#) and agreed on in-principle proposals concerning the full review of the WADA Anti-Doping System.

Also on **8 October 2016**, [WADA acknowledged the 'recommendations in principle'](#) that were made; indicated that the Agency welcomed all constructive proposals aimed at reinforcing Clean Sport; that they would be considered along with others received from stakeholders on such key topics as: WADA's governance and funding model; consequences for non-compliance; investigations; testing; and, that the ideas would be brought to the November 2016 Board; at which, the process towards a 'roadmap' would be drawn up.

- During broad stakeholder mobilization/consultation between August to October 2016 -- i.e. NADO Forum, WADA's Think Tank, IOC Summit, etc -- which focused on making recommendations to strengthen the global Anti-Doping System, WADA documented the various views and presented them for further consideration to the **November 2016** ExCo and Board meetings. The following elements were presented as a 'Way Forward', which were discussed and resulted in recommendations agreed by the ExCo and Board:
  1. **Compliance and Consequences of Non-Compliance:** Endorsed in principle, a graded sanctioning framework for non-compliance.
  2. **Intelligence and Investigations (I&I):** Agreed to continue the development of WADA's I&I Department and supported the implementation of a policy giving the Department more independence from WADA.
  3. **Testing:** Agreed to continue the process to evaluate establishing an independent/international testing organization.
  4. **Whistleblowers:** Agreed to a comprehensive Whistleblower Program and Policy.
  5. **Laboratory Accreditation:** Agreed to establish an ad-hoc Working Group on Laboratories.
  6. **Governance:** Agreed to establish an ad-hoc Working Group tasked with the review of WADA's governance system.
  7. **UNESCO Legislations:** Agreed to WADA re-engaging UNESCO to discuss developing model legislation to be promoted around the world.
  8. **Funding:** Agreed to reflect the new directions that had been discussed/endorsed in the development of WADA's annual and future budgets.
  9. **Security:** Agreed to invest more in ADAMS development and security.
  10. **World Conference:** Agreed to plan for a World Conference for November 2019, but to actively assess the ongoing reviews and changes, and adjust the timing if required.
- On **20 November 2016**, [WADA issued a release announcing that the Board had approved a series of recommendations aimed at building an Agency that is Fit for the Future](#).

- The Board agreed to upgrade the CRC to a WADA Standing Committee and in order to ensure its independence, confirmed the CRC would operate only under its own bylaws. Also, the first CRC Chair stood down in September 2016, in light of being asked to undertake a permanent role on WADA's Management Team, and a new Chair was appointed unanimously by the Board.
- The Board endorsed the second three-year term of the current President of the Agency to run to 31 December 2019.
- The Board elected Vice-President, Ms. Linda Hofstad-Helleland (then Norwegian Minister of Culture, with authority over Sport) to take office, effective immediately, until 31 December 2019. Minister Helleland replaced Rev. Dr. Makhenkesi A. Stofile of South Africa who sadly passed away in August 2016.
- On **2 December 2016**, [WADA published a Summary of Outcomes from WADA's ExCo and Board](#).
- On **9 December 2016**, [WADA published the McLaren Investigation Report, Part 2](#)
  - confirmed the original findings, detailing an institutionalized conspiracy across summer and winter sport athletes who participated with Russian officials within the Ministry of Sport and its infrastructure, such as RUSADA, CSP and the Moscow Laboratory, along with the FSB, for the purpose of manipulating doping control.
  - The scope extended from 2011 to 2015 and therefore covered the 2012 and 2014 Olympic and Paralympic Games and the 2013 IAAF World Championships, involving and/or benefiting over 1,000 athletes from both summer and winter sports.
  - An Evidence Disclosure Package was released publically alongside the Report in relation to the different athletes implicated.
- As a result of a November 2016 Board decision, in **December 2016**, WADA established the Working Group on WADA Laboratory Accreditation to review the accreditation process with a view to strengthening it and the monitoring system. It was agreed that the Group would render its report by November 2017.
- In **January 2017**, WADA established the Working Group on WADA Governance Matters.
  - The composition of the Group, along with the Terms of Reference were approved by the Foundation Board by circular vote in January 2017.
  - The first meeting was held in March 2017, the second in July 2017 and a third in October 2017.
- On **25 February 2017**, [WADA met with ADOs to discuss the McLaren Investigation Report Part II](#). This meeting aimed to assist ADOs in deciding whether, and to what extent, ADRVs could be pursued against athletes identified by the Report. WADA continued to monitor the IFs and all decisions taken as concerned case management.



- As part of the Compliance Monitoring Program, in **February 2017**, WADA issued the Code Compliance Questionnaires to ADOs.
- On **1 March 2017**, [WADA released a statement indicating that it was encouraged by signs of progress within Russia](#) after President Vladimir Putin urged the country to heed the demands of the McLaren Investigation.
- On **9 March 2017**, [WADA launched "Speak Up!" - A secure digital Whistleblower platform to report doping violations](#).
- On **15 March 2017**, [WADA released a statement concerning its 2017 Annual Symposium, titled 'The Athlete Voice, Compliance and Whistleblowing take centre stage at WADA Annual Symposium'](#).
- Also on **15 March 2017**, [WADA's Athlete Committee released a statement regarding development of a Charter of Athlete Rights and Responsibilities; and, a separate Call to Action](#) -- both as they relate to the sphere of anti-doping.
- On **18 May 2017**, [WADA's Board took decisive action on the Way Forward for the Agency and for Clean Sport](#). Specifically:
  - The Board approved the development of an International Standard for Code Compliance by Signatories, with a view to seeking approval at the following Board meeting in November 2017 with the changes entering into effect in early 2018.
  - The Board received a report submitted by the ITA Steering Group and approved the principles of operation of a new independent testing body and the mechanism for appointment of the ITA Board. WADA coordinated the Steering Group which comprised members from both the Sports Movement and Public Authorities.
- On **31 May 2017**, [WADA published a Summary of Outcomes from the ExCo and Board Meetings](#).
- On **1 June 2017**, [WADA launched a stakeholder consultation process regarding development of an International Standard for Code Compliance by Signatories](#).
- On **27 June 2017**, [WADA announced that the Agency and its CRC had agreed to permit RUSADA to plan and coordinate testing](#). They were authorized to do so, using its trained Doping Control Officers (DCOs), under the supervision of WADA-appointed International Experts and UKAD.
- On **2 August 2017**, [WADA published RUSADA's Roadmap to Code Compliance](#).
- On **9 August 2017**, [WADA's Athlete Committee issued a statement reporting outcomes from their meeting held in London](#), UK . The Committee used the opportunity to engage several athlete representatives from leading British Federations and the IAAF concerning topics of

common interest related to Clean Sport. Among other outcomes, the Committee requested that, for the purposes of transparency, RUSADA's testing statistics be made public, including how access to closed cities is being managed.

- On **25 August 2017**, [WADA's CRC published a post-meeting update](#).
- On **1 September 2017**, [WADA launched Phase II of a stakeholder consultation on the Compliance Standard](#).
- On **24 September 2017**, [The ExCo focused on long-term budget plans, compliance monitoring and WADA's global headquarters](#). Specifically:
  - Further to WADA's November 2016 Board meeting, which resulted in a series of recommendations being agreed to strengthen the Agency, management developed a four-year budget (2018-2021) that articulated which core activities must be enhanced from a financial perspective related to: compliance monitoring; intelligence and investigations; the Whistleblower Program; ADO capacity building; education/social science research; laboratory accreditation; scientific research; and, the ADAMS system.
  - Based on WADA's 2017 budget of USD 29.7 million, the Director General outlined that, in order to fulfill the Board's recommendations, WADA would require a budgetary increase of 8%, 15%, 15% and 5% for 2018 – 2021 respectively.
  - The ExCo agreed that, for 2018, proposals of 8% and 5% would be proposed to the Board with a recommendation of the former. As it related to 2019 – 2021, Governments requested more time to discuss ways and means of accommodating the longer-term budgetary requirements; and, to bring the longer-term Budget Plan forward for approval at the May 2018 Board meeting.
  - The Director General went on to say that, while the four-year Budget Plan reflected the funding needed to enhance WADA's core activities, the Agency needed much more in order to 'Change the Game for Clean Sport', which is why the Agency is pursuing an additional funding strategy that would target contributions from the likes of corporations, foundations and private donors. The ExCo endorsed the proposal that this ambitious strategy be explored further by WADA Management.
  - Heard of ADOs to achieve, maintain or regain Code compliance; the conduct of compliance audits; as well as, development of the International Standard for Code Compliance by Signatories.
  - WADA Management provided a status update regarding RUSADA's progress on the Roadmap; and, indicated that WADA had never deviated from the agreed Roadmap.
  - The ExCo expressed full support for continued delivery of the Roadmap.
- On **27 September 2017**, [WADA urged States Parties to renew their pledge to Clean Sport at the 6th UNESCO Conference of Parties](#). In particular, WADA's DG:
  - made an appeal to States Parties that they do more in the areas of education, information sharing and development of a regime of consequences for States Parties; which, were all the subject of adopted resolutions that were put forward by States Parties from Japan, Chile and Denmark respectively;



- regarding Russia, emphasized that “WADA is unwavering in its focus on completion of the Roadmap; and that, Russian authorities know exactly what is needed to get there.”
- On **27-29 September 2017**, a WADA team carried out an audit of RUSADA in Moscow. The outcomes of the audit were then reported to the CRC.
- On **29 September 2017**, [WADA's CRC issued a post-meeting update](#).
- On **12 October 2017**, [WADA's Executive Committee ratified Board Membership for the ITA](#).
- On **20 October 2017**, [WADA published RUSADA's testing statistics](#).
- On **31 October 2017**, [WADA's CRC issued a post-meeting update](#).
- On **2 November 2017**, [WADA welcomed the IOC Oswald Commission's first sanctions against Russian athletes identified via the Agency's McLaren Investigation](#).
- On **10 November 2017**, [WADA advised its ExCo and Board Members that, at the end of October, WADA's I&I Department acquired new intelligence concerning the former WADA-accredited Moscow Laboratory](#). Specifically, the I&I Department was in possession of an electronic file that the Department was confident was the LIMS database of the Moscow Laboratory, i.e. all testing data between January 2012 – August 2015.
  - This new intelligence served to reinforce WADA's requirement of Russian authorities that they too publicly accept the outcomes, so that everybody can move forward in rebuilding public trust and confidence in Russian sport.
  - WADA's I&I Department was finalizing the forensic analysis of the enormous backup file; and, assessing what information was relevant.
  - In the meantime, WADA briefed the IOC's Schmid and Oswald Commissions regarding the situation; and, committed to reaching out to impacted ADOs regarding the new intelligence.
- On **16 November 2017**, [WADA's Board took important decisions that would significantly strengthen the Agency and the future of Clean Sport](#). Of particular note, the Board:
  - Maintained the non-compliance status of RUSADA;
  - Adopted the International Standard for Code Compliance by Signatories (ISCCS) and approved the Code amendments that the ISCCS necessitated;
  - Approved the third revision of the Code that commenced in December 2017;
  - Approved an 8% budget increase for 2018 but deferred 2019-2021 to May 2018;
  - Approved recommendations from the Laboratory Accreditation Working Group.
- On **27 November 2017**, [WADA published a Summary of Outcomes from the Agency's Executive Committee and Foundation Board Meetings](#).

- On **2 December 2017**, the [IOC published the Schmid Commission Report](#), which reported that the analysis of the documented, independent and impartial evidence, corroborated by subsequent forensic and biological analysis, had enabled the confirmation of the Disappearing Positive Methodology, as well as a tampering methodology, in particular during the Sochi Games, as described in Professor McLaren's final Report. The Schmid Commission recommended the IOC take appropriate measures that should be strong enough to effectively sanction the existence of a systemic manipulation of the anti-doping rules and system in Russia, while protecting the rights of the individual clean Russian athletes.
- On **5 December 2017**, the [IOC published the Decision of the IOC Executive Board](#).
  - The IOC Board suspended the Russian Olympic Committee (ROC) and its President; banned all Ministry of Sport officials from the 2018 Winter Games; banned Minister Mutko and Vice-Minister Nagornych from the Olympic Games for life.
  - The IOC Board set up a mechanism for Russian athletes who could demonstrate that they were clean to compete in the 2018 Games as 'Olympic Athletes from Russia' (OAR). The evaluation of the eligibility of Russian athletes was carried out at the absolute discretion of the panel chaired by Valerie Fourneyron, Chair of the ITA, and included members of the Pre-Games Testing Task Force: one appointed by WADA, one by the Doping Free Sport Unit (DFSU) and one by the IOC.
  - It required that the ROC pay \$15 million to reimburse the IOC for the costs of its investigations or Commissions (and as a contribution towards the costs of the new ITA).
- On **5 December 2017**, [WADA issued a statement regarding the IOC's decision concerning Russia](#). Specifically:
  - The Agency supported the IOC's decision to suspend the ROC with immediate effect; and, to invite individual Russian athletes to the Olympic Winter Games PyeongChang 2018 under specific conditions determined by a panel.
  - The IOC's decision was based on the findings of the IOC's Schmid Commission and the Oswald Disciplinary Commission. The Commissions also considered valuable new intelligence contained within an Interim Report by WADA's I&I Department. The Report confirmed the I&I Department's satisfaction that an electronic file, which it acquired at the end of October, was an authentic copy of the Moscow Laboratory's LIMS database, containing accurate testing data from January 2012 – August 2015.
  - WADA believed that the IOC took an informed decision to sanction Russia for its involvement in institutionalized manipulation of the doping control process before, during and after the 2014 Sochi Olympic Games. The Agency also welcomed the decision to establish a panel that would determine criteria for the inclusion of Russian athletes under a neutral flag. It had to be proven that these athletes had not been implicated in the institutionalized scheme and had been tested as overseen by the panel.
  - WADA's Director General expressed satisfaction that the IOC's decision outlined an appropriate path forward for PyeongChang 2018. He also stated "The Agency is also confident that, going forward, it will be better equipped to deal with such circumstances of non-compliance due to its new International Standard for Code Compliance by Signatories. The Standard -- which specifies a range of graded, predictable and

proportionate sanctions for cases of non-compliance with the Code -- addresses the appeal by athletes worldwide that Code Signatories be held to as high a benchmark as they are under the Code.”

- In **December 2017**, WADA’s Director of Intelligence and Investigations, Gunter Younger, was appointed as WADA’s representative to the ‘Olympic Athletes from Russia’ Invitation Review Panel (IRP).
- On **12 December 2017**, WADA launched the First Phase of the [2021 World Anti-Doping Code Review Process](#), which involves simultaneous review of the International Standards.
- On **14 December 2017**: [WADA met with International Federations and provided intelligence from Moscow’s Laboratory Information Management System Database](#).
- On **25 January 2017**, Russia’s team of 169 athletes was confirmed.
  - The team would not compete under its own flag and would be known as "Olympic Athletes from Russia" (OAR).
  - The final decision on their participation was taken in Lausanne following a meeting of the IOC OAR Invitation Review Panel.
  - Based on the number of competitors each country sent to Sochi 2014, the OAR would be third in size only to the United States and Canada.
- On **1 February 2018**, [CAS delivered its decisions in 39 of the 42 cases filed by Russian athletes against the decisions taken by the Disciplinary Commission of the International Olympic Committee \(IOC DC\) in relation to the 2014 Sochi Olympic Winter Games](#). The reasoned decisions were delivered in due course. After examining each individual case, the CAS upheld 28 appeals and partially upheld the remaining 11.
- On **1 February 2018**, [the IOC issued a statement regarding the CAS decision](#). The IOC said:
  - “On the one hand, the confirmation of the Anti-Doping Rule Violations for 11 athletes clearly demonstrates once more the existence of the systemic manipulation of the anti-doping system at the Olympic Winter Games Sochi 2014.
  - On the other hand, the IOC regrets very much that – according to the CAS press release – the panels did not take this proven existence of the systemic manipulation of the anti-doping system into consideration for the other 28 cases. The CAS required an even higher threshold on the necessary level of evidence than the Oswald Commission and former CAS decisions.
  - This may have a serious impact on the future fight against doping. Therefore, the IOC will analyze the reasoned decisions very carefully once they are available and consider consequences, including an appeal to the Swiss Federal Tribunal.
  - With regard to the participation of athletes from Russia at the Olympic Winter Games PyeongChang 2018, the decision of the IOC Executive Board (EB) of 5 December 2017 remains in place. It makes it clear that, since the Russian Olympic Committee (ROC) is



**WORLD  
ANTI-DOPING  
AGENCY**

play true

suspended, Russian athletes can participate in PyeongChang only on invitation by the IOC.

- The result of the CAS decision does not mean that athletes from the group of 28 will be invited to the Games. Not being sanctioned does not automatically confer the privilege of an invitation. In this context, it is also important to note that, in his press conference, the CAS Secretary General insisted that the CAS decision "...does not mean that these 28 athletes are declared innocent."
- On **1 February 2018**, [WADA issued a statement regarding the CAS decisions in the matter of 39 Russian athletes versus the IOC](#).
  - WADA understood that this decision would cause dismay and frustration among athletes.
  - The Agency supported the IOC's intention to analyze these decisions very carefully and consider all options, including an appeal to the Swiss Federal Tribunal.
  - The fact that the appeals by 11 athletes were rejected by CAS confirmed the findings of the IOC's Schmid Commission, which in turn, confirmed the McLaren Investigation Parts I and II.
- On **6 February 2018**, The [WADA Athlete Committee issued a statement to express its profound disappointment](#) and dismay with the recent ruling by CAS to reinstate the medals and results of 28 Russian winter Olympians from Sochi, previously disqualified for doping offences.
- On **9 February 2018**, [The Ad hoc Division of the Court of Arbitration for Sport \(CAS\) dismissed the application filed on 6 February 2018 by 32 Russian athletes against the International Olympic Committee \(IOC\) \(CAS OG 18/02\)](#). It also dismissed the application filed on 7 February 2018 by 15 Russian athletes and coaches against the IOC (CAS OG 18/03).
  - The Applicants challenged the IOC decision refusing to invite them to participate in the 2018 Olympic Winter Games and requested that CAS overturn the IOC decision.
  - In its decisions, the CAS arbitrators considered that the process created by the IOC to establish an invitation list of Russian athletes to compete as Olympic Athletes from Russia (OAR) could not be described as a sanction but rather as an eligibility decision. Although the Russian Olympic Committee (ROC) was suspended, the IOC nevertheless chose to offer individual athletes the opportunity to participate in the Winter Games under prescribed conditions - a process that was designed to balance the IOC's interest in the global fight against doping and the interests of individual athletes from Russia.
  - At the hearing, the Applicants acknowledged that the IOC had the ability to institute such a process. The CAS Panel found that the Applicants did not demonstrate that the manner in which the two special commissions (the Invitation Review Panel (IRP) and the Olympic Athlete from Russia Implementation Group (OAR IG) independently evaluated the Applicants was carried out in a discriminatory, arbitrary or unfair manner. The Panel also concluded that there was no evidence the IRP or the OAR IG improperly exercised their discretion.

- On **8 February 2018**, [WADA welcomed the announcement by the Ad hoc Division of the Court of Arbitration for Sport \(CAS\)](#), which dismissed the application filed on 6 February 2018 by 32 Russian athletes against the IOC. It also dismissed the application filed on 7 February 2018 by 15 Russian athletes and coaches against the IOC. The Applicants challenged the IOC decision refusing to invite them to participate in the 2018 PyeongChang Olympic Winter Games and requested that CAS overturn the IOC decision. The CAS arbitrators established that the process created by the IOC to establish an invitation list of Olympic Athletes from Russia (OAR) could not be described as a sanction but rather as an eligibility decision.
- On **25 February 2018**, [WADA issued a statement regarding the IOC's decision not to reinstate the Russian Olympic Committee for the PyeongChang 2018 Games](#).
  - WADA acknowledged the IOC's decision not to lift the suspension of the Russian Olympic Committee (ROC) for the Closing Ceremony of the Olympic Winter Games PyeongChang 2018.
  - WADA noted that subject to the continued compliance with the IOC Executive Board decision of 5 December 2017, the suspension of the ROC was considered to be lifted once the DFSU of the Global Association of International Sports Federations had confirmed that there were no additional ADRVs by members of the OAR delegation.
- In the end, 169 Russian athletes were permitted to compete (as neutral 'Olympic Athletes from Russia') at the PyeongChang Winter Olympics. Around 30 Russian athletes competed in the PyeongChang Winter Paralympics as 'Neutral Paralympic Athletes'.
  - Three days after the closing ceremony, the IOC reinstated the ROC.
  - RUSADA, RusAF and the Russian Paralympic Committee remain suspended by WADA, the IAAF and the IPC respectively.
- On **11 March 2018**, [WADA issued a statement regarding a call for negotiations to break the deadlock for RUSADA's reinstatement by WADA](#).
  - This was in reference to the Inside the Games article that ran on 9 March titled 'Exclusive: IOC Executive Board member calls for negotiations to break Russian deadlock with IAAF and WADA', WADA wished to advise stakeholders that the Agency's President and Director General had been in regular contact with Russian authorities, including the Minister of Sport, to address and resolve the matter of RUSADA's non-compliance status; and that, it would specifically be addressed with stakeholders during the Agency's Annual Symposium in March.
- On **27 March 2018**, [WADA's CRC issued a post-meeting update](#).
- On **29 March 2018**, [WADA announced that its new Compliance Standard and Code Revisions would enter into Force on 1 April 2018](#).
- On **17 May 2018**, [WADA's Board Endorsed a Budget Increase to Strengthen the Agency's Capacity to Deliver Clean Sport](#).

- Following on from its decision in November 2017 to endorse an 8% increase in WADA's 2018 budget, the Board approved further 8% increases for each of the next four years, from 2019-22.
- On **31 May 2018**, [WADA published a Summary of Outcomes from the Agency's Executive Committee and Foundation Board Meetings](#).
- On **18 June 2018**, WADA announced that the [Quebec Assembly would protect WADA's mission to fight doping in sport](#). The [Private Bill 238](#), which was passed by the legislative body of the Canadian province where WADA has its global headquarters, provides civil jurisdiction immunity for decisions taken by the organization. This will help defend WADA when it is targeted by third parties who want to disrupt or intimidate it from carrying out its mission.
- On **23 August 2018**, [WADA's CRC issued a post-meeting update](#).
- On **14 September 2018**, WADA announced that its Executive Committee would discuss an [updated recommendation from the CRC](#) that RUSADA be reinstated as compliant due to the following:
  - During its usual pre-ExCo conference call, held on 13 September, the CRC reviewed at length a letter from the Russian Ministry of Sport to WADA and was satisfied that this letter sufficiently acknowledged the issues identified in Russia, therefore fulfilling the first of the two outstanding criteria of RUSADA's Roadmap to Compliance.
  - For the second outstanding criterion, the CRC accepted that the new commitment to provide access to the data and samples in the Moscow laboratory to WADA via an independent expert would be sufficient to justify reinstatement, provided that the ExCo imposes a clear timeline for such access.
- On **15 September 2018**, WADA was forced to issue a statement [clarifying misinformation regarding the independent CRC recommendation](#) due in large part to documents having been leaked in the public domain.
- On **20 September 2018**, [WADA's Executive Committee reinstated RUSADA](#) subject to strict conditions, namely that:
  1. RUSADA and the Russian Ministry of Sport must procure that the authentic Information Management System (LIMS) data and underlying analytical data of the former Moscow Laboratory set out in the WADA President's letter of 22 June 2018 are received by WADA (via access to the data by an independent expert agreeable to both WADA and the Russian authorities) by no later than 31 December 2018.
  2. RUSADA and the Russian Ministry of Sport must procure that any re-analysis of samples required by WADA following review of such data is completed by no later than 30 June 2019.
- On **24 September 2018**, Sir Craig Reedie published an [open letter on the RUSADA](#)





[reinstatement](#) explaining the rationale for the decision.

- On **16 October 2018**, WADA's [CRC issued a post-meeting update](#) including an update on the situation of RUSADA, in particular in relation to the strict conditions imposed by WADA's ExCo for RUSADA to maintain its compliance.
- On **24 October 2018**, [WADA's Governance Working Group announced its recommendations](#) for the Foundation Board meeting of 15 November 2018 in Baku, Azerbaijan. Among the proposals made by the Working Group were the following:
  1. An independent President and Vice-President, with a small remuneration going with the role of the President;
  2. The addition of two independent seats – with full voting rights – to the Executive Committee. Nominations for these positions could be proposed by the sports movement and the governments but the candidates should have no link to either group in accordance with the strict criteria that will be vetted by the Nominations Committee;
  3. A limit of three three-year terms (nine years in total) for all members of the Foundation Board, Executive Committee and the Standing Committees with no possibility of stepping out for a term and returning;
  4. Formation of a Nominations Committee to ensure the right people in terms of skills and independence serve in senior governance roles within WADA;
  5. Formation of an Independent Ethics Board to ensure compliance with the standards of conduct required for good governance; and
  6. One seat each at a minimum for both athlete and NADO representation in all Standing Committees.
- On **15 November 2018**, [WADA's Foundation Board approved wide-ranging reform to its governance model](#). Also, during the meeting, Sir Craig Reddie informed the Board that a WADA delegation would visit Russia on 28 November to meet with the authorities and visit the Moscow Laboratory. This meeting had been arranged to prepare for a full technical mission shortly thereafter to retrieve the LIMS and underlying data of the Laboratory before 31 December 2018 as required by the ExCo.
- On **28 November 2018**, [WADA representatives held meetings with the Russian authorities in Moscow](#) regarding Laboratory access, which the Agency expected to pave the way for a full technical mission mid-December 2018.
- On **30 November 2018**, [WADA's Athlete Committee published the outcomes of their 13 November meeting](#). The Committee expressed their disappointment with WADA's decision to declare RUSADA compliant before having met all the conditions established by the roadmap. However, acknowledged that full access to the LIMS data must be obtained by WADA by Dec.31, 2018. They also requested that as soon as the data has been validated, or not, a decision on compliance be rendered immediately.
- On **12 December 2018**, [WADA completed the audit of RUSADA](#) in line with conditions set for its reinstatement as compliant with the World Anti-Doping Code.

- On **14 December 2018**, [WADA announced that the Agency would be accessing Moscow Laboratory data the following week](#). The five-person delegation, led by independent expert Dr. José Antonio (Toni) Pascual, travelled to Moscow on Monday 17 December to access the LIMS and the underlying raw data of the Laboratory.
- On **21 December 2018**, WADA announced that while its team accessed the laboratory and progress was made with the Russian authorities regarding extraction and export of the data outside Russia, [the team was unable to complete its mission](#) within the prescribed time due to an issue raised by the Russian authorities that the team's equipment to be used for the data extraction was required to be certified under Russian law.

In keeping with the process that was outlined by the WADA ExCo in September, Dr. Pascual prepared his formal report on the mission and, as planned, the report was sent to the CRC ahead of their meeting on 14-15 January 2019 when RUSADA's Code compliance status was again to be considered.

- On **1 January 2019**, [WADA confirmed that the 31 December 2018 deadline – by which time the Russian authorities had to provide access to the data – had elapsed without the data having been retrieved](#).

The Agency also wrote to Russia's Minister of Sport, Pavel Kolobkov, and the Director General of RUSADA, Yury Ganus, to officially notify them of the situation and to remind them of the next steps in the process.

- On **2 January 2019**, [WADA's Athlete Committee issued a statement](#) expressing their disappointment that the Dec. 31 deadline imposed on Russia by WADA had not been adhered to by the Russian authorities.
- On **7 January 2019**, WADA announced that, the equipment issue having been resolved by the Russian authorities, [a three-person expert team would travel back to Russia on 9 January to access and extract data](#) from the LIMS and the underlying analytical data generated by the former Moscow Laboratory.
- On **17 January 2019**, [WADA announced that its expert team had successfully retrieved the data](#) from the LIMS and the underlying analytical data generated by the former Moscow Laboratory.
- On **22 January 2019**, [WADA announced that its Executive Committee endorsed the CRC's recommendation](#) to continue applying conditions of RUSADA compliance.
- On **6 March 2019**, [WADA provided an update on progress regarding the Moscow Laboratory data authentication process](#).
- On **21 March 2019**, [WADA's CRC issued a post-meeting update](#).



- On **30 April 2019**, [WADA announced that it had successfully retrieved the samples required from the Moscow Laboratory](#) ahead of the 30 June 2019 deadline.
- On **2 July 2019**, [WADA announced that it had provided International Federations with the first batch of cases with respect to the Russia investigation](#).