

Intelligence and Investigations (I&I) Department

2023 Annual audit conducted by the Independent Supervisor from:

- 15 August to 25 September 2023 at WADA's European office in Lausanne (Maison du Sport international, Av. de Rhodanie 54); and
- 6-7 September 2023 at WADA's headquarters in Montreal (Stock Exchange Tower, 800 Place Victoria)

In keeping with article 9(a) of [WADA's I&I Policy](#), on an annual basis, an Independent Supervisor is required to conduct an audit of WADA I&I. Such audits are intended to ensure that the work of the Department is regularly reviewed to ensure it continues to meet international best practice standards in a lawful and ethical way, while protecting the rights of individuals at all times.

Annually, the Independent Supervisor is required to submit a written report to WADA's Director General and [Executive Committee](#) (ExCo). To ensure transparency, once approved by the ExCo, the conclusions of the report are made public on WADA's website. The ExCo approved the 2023 report at its [16 November meeting](#) in Montreal, Canada.

Outlined below are the report's conclusions and suggested improvements concerning the sixth annual audit conducted by the Independent Supervisor, Jacques Antenen¹. Mr. Antenen is a former Commander of the Vaud Cantonal Police in Switzerland and a former Investigating Judge of the Canton of Vaud and Special Federal Prosecutor of the Swiss Confederation.

Audit report conclusions — points to consider, potential improvements and areas of concern

I. Glossary

- ADIIN: Anti-Doping Intelligence and Investigation Network
- ADO: Anti-Doping Organizations
- CAS: Court of Arbitration for Sport
- CIS: Compliance Investigation Section
- CIM: Confidential information manager
- CIU: Confidential information Unit
- Code: World Anti-Doping Code

¹ Mr. Antenen concluded his second term as Independent Supervisor in December 2023. Per regulations, he was unable to perform the role beyond a second three-year term.

- Department: Intelligence and Investigations Department
- GY (the director): Günter Younger
- HR: Human Resources
- IA: Intelligence Analyst
- I&I: Intelligence & Investigation
- IP: Investigation policy
- ISPPPI: International Standard for the Protection of Privacy and Personal Information
- ITA: International Testing Agency
- IU: Investigation Unit
- NADO: National Anti-Doping Organization
- NTR: Nothing to report
- OSINT: Open-Source Intelligence
- SHIN: Sport Human Intelligence Network
- Supervisor: Independent supervisor
- WADA: World Anti-Doping Agency
- WB: Whistleblower

A. According to the Department

1. The EU-funded [I&I Cap Building Project](#) has been a success. It now needs to be extended outside Europe, and the funding for this needs to be found.
2. As a result of the development of the I&I Cap Building Project, and also because of the development and strengthening of NADOs and ADOs, the Department intends to continue along the path outlined last year, spending an estimated 60% of its time investigating non-compliant organizations, 20% educating and supporting partners, and 20% working on major investigations.
3. A process for sorting cases brought to the Department's attention through [Speak Up!](#) has been put in place and is working reliably and consistently. A three-point intelligence grading scale has been introduced, bringing greater scientific certainty to the sorting of cases. This reduces the risk of processing/delegating minor cases of little importance and ensures a degree of consistency in the processing of information, although of course the human factor and subjective assessment will always play a role.
4. HR is satisfied. The recruitment of an analyst in Montreal for the CIU and the replacement of the senior analyst previously based in Lausanne, who was removed from the departmental structure to take up other duties, have met the expectations expressed a year ago.
5. One of the director's main concerns is the professional development of the team members to ensure that they have the most current knowledge in the rapidly changing field of anti-doping.
6. The director has noted an increase in his administrative workload (including the issue of data protection) and that of his team members.
7. The director hopes that the updated case management system will be implemented quickly, as its current state does not inspire confidence or satisfaction among his team members.

B. According to the Supervisor

1. The supervisor is pleased to note that his calls to replace the senior analyst in Lausanne and to recruit an analyst for Montreal have been heard. As a result, many of the tensions that existed until last year have been alleviated, and the team members are generally happy, enthusiastic, competent, and satisfied with their work. The CIS is now the priority area for reinforcements.
2. Some team members, particularly those involved in the I&I Cap Building Project, are on short fixed-term contracts. The Department can only develop a medium-term vision of its strategy if the team members are assured that they will be able to continue their work when their contracts expire. The supervisor therefore recommends that these contracts be adjusted as soon as possible.
3. The structural reforms initiated last year are continuing. In the future, the Department will have to further shift its main activity toward training partners and providing them with guidance and support, in particular when the cases that they investigate are referred to the CAS.

As a result, compliance activities are likely to be the main focus of the Department in the future. As we have seen, an increasing number of cases will be referred to NADOs and International Federations for processing. The trust that can be placed in these partners is, and will become, increasingly important as educational projects change and the number of targets reached increases. However, when missions are delegated or subcontracted, a tool must be put in place to ensure that monitoring is carried out reliably. And this tool must be in the hands of compliance.

The Department will still have to directly handle major investigations and confidential sources in far-reaching or high-profile cases. It will continue to do so as long as the educational projects have not reached every country in the world, and there is still a risk that some cases will not be dealt with here or there, for a wide variety of reasons such as a lack of skills or resources, a lack of independence from politicians, or difficulties in dealing with national icons (the last two reasons may be linked).

As a result, the role of the CIS, its place in the current organizational chart and its interdependence with other WADA departments will change and play a key part in the Department of the future.

4. The I&I Cap Building Project can already be considered a success, probably enhanced by the fact that all the partners were generously invited by WADA. Given the high turnover of staff among the partners, both government authorities and NADOs, one of the challenges will be to ensure that the skills and knowledge acquired by the staff through the training seminars are properly transferred. This can be done through e-learning and by encouraging partners to organize themselves to do so, but realistically, training seminars such as those organized in Warsaw will need to be held on a regular basis. Based on his professional experience and considering the mobility of the staff within the criminal prosecution authorities, the supervisor recommends that the training seminars be held every four years.
5. While most staff are in favour of teleworking, albeit with some concessions, the supervisor continues to believe that, for the specific work of the Department, at least two days a week in

the office should be required, with at least all members of the unit in the office at the same time, with travel obviously being an exception. Interaction between colleagues, with eye contact not through a screen, is necessary to maintain high-quality relationships and professional performance.

6. As is the case each year, the Department's team members must continue to undertake professional development to ensure that they have the most current knowledge in the field of anti-doping, where everything changes so fast.

Professional development also helps to boost self-esteem by reassuring team members that their employer needs them and invests in them. At least one week, if not two, should be set aside in each team member's schedule for this purpose.

7. The audit was conducted in an extremely positive atmosphere and under ideal conditions since, as already mentioned, all the team members except one were interviewed. The supervisor was given access to all of the documents and information he felt he needed to complete his mission.

For obvious reasons, this report is anonymized. Only the director is named.

Jacques Antenen

Former Commander, Vaudois Cantonal Police
Former Investigating Judge, Vaud Canton
Former Special Federal Prosecutor of the Confederation

Lausanne, Montreal and Lutry, October 2023