

REPORT OF THE

INDEPENDENT OBSERVERS

2019 AFRICAN GAMES
RABAT, MOROCCO



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EXECUTIVE SUMMARY

The Rabat 2019 anti-doping program was the culmination of only a few months of planning, due to Morocco stepping in to host the African Games as an emergency replacement, along with an excellent collaboration and coordination between internal and external stakeholders. The Rabat African Games Organizing Committee (COJAR), despite a very limited amount of time, managed to host a successful 12th edition of the African Games, with reference not only to a well-managed anti-doping program, but an overall highly acclaimed event.

This program would not have been possible without the continuous support and assistance provided by the Association of National Olympic Committees of Africa (ANOCA)'s Medical Commission as well as the dedication and devotion of the Regional Anti-Doping Organization (RADO) Zone I.

The program's success also relied largely on the resourcefulness and professionalism of both the national and international DCOs as well as the Station Managers and Chaperones who could be considered as the biggest legacy that this event will leave behind. The IO Team trusts that going forward, all of their ADOs will be able to profit immensely from their capacities as well as the experiences they acquired throughout the event to continue in the fight against doping in the region.

The 2019 African Games "the Games" had a robust testing program that included out-of-competition testing for the first time in the event's history. The total number of tests conducted during the event was 633 tests, comprised of 522 in-competition urine tests, as well as 55 out-of-competition urine tests and 56 out-of-competition blood tests.

Since this was the pilot project for such a program, out-of-competition testing only took place in Morocco once the athletes had arrived to participate in the Games with most tests taking place in the Athletes' Village after its opening. The IO Team commends COJAR for taking the initiative and organizing out-of-competition testing, but since it is an integral part of any successful anti-doping program, all Event Organizers should in the future liaise with other Anti-Doping Organizations (ADOs) in order to start testing qualified athletes before they arrive in the host country. The Event Organizers should also inquire on where the athletes will be staying in the host country prior to the opening of the Village in order to ensure athletes continue to be subject to out-of-competition testing during their final preparation for the Games.

The IO Team would also like to salute the efforts made by COJAR in developing and publishing education material for the 12th edition of the African Games. COJAR was also very cooperative in facilitating the presence of the WADA Athlete Outreach Booth and made sure that the booth was successful and well equipped throughout its runtime ensuring an efficient and interactive anti-doping education program. We would like to acknowledge COJAR's efforts and recommend this continues for future editions of Games.

While the IO Team notes that multiple challenges were faced due to the fact that planning for the Games started very late because of the change of host countries, a strong recommendation would be for all organizers in the future to develop and adopt the Games' Anti-Doping Rules well in advance of the event and to clearly outline the procedures for Therapeutic Use Exemptions (TUEs) as well as Results Management to avoid confusion and delays that took place in this edition. These documents and procedures should also be clearly communicated to the relevant International Federations (IF), National Anti-Doping Organizations (NADO) as well National Olympic Committees (NOC) to ensure all parties are up to date.

BACKGROUND

The African Union (AU) is a continental body consisting of the member states that make up the countries of the African Continent. It was officially launched in 2002 as a successor to the Organization of African Unity (OAU, 1963-1999). The Association of National Olympic Committees of Africa (ANOCA) is an international organization that unites the 54 National Olympic Committees of Africa. The Association of African Sports Confederations (AASC) is an umbrella organization composed of 53 African Sports Confederations.

On 15 February 2018, a trilateral agreement was concluded between the AU, as the owner of the African Games, ANOCA and AASC, under which ANOCA was entrusted with the management and the organization of the African Games, while AASC was entrusted with the technical aspects and coordination of the Games.

As the Major Event Organizer (MEO), ANOCA delegated the day to day operations and planning of the anti-doping program to the Local Organizing Committee, the Rabat African Games Organizing Committee (COJAR). COJAR had the task, amongst other functions, of developing and implementing the anti-doping program for the 12th edition of the African Games and ensuring that it was held in accordance with the Games' Anti-Doping Rules that were adopted by ANOCA. In order to do so, COJAR signed an Agreement with the Africa Zone I Regional Anti-Doping Organization (RADO), under which the RADO was designated as the Sample Collection Authority for the program.

GAMES OVERVIEW

The 12th edition of the African Games was initially planned to take place in Malabo, Equatorial Guinea. However, following Malabo's withdrawal due to financial reasons, Rabat was selected in July 2018 as the new host city for the event, which was held from 19 to 31 August 2019. This was the first time that the African Games were hosted by Morocco following the country's readmission to the AU in January 2017. Morocco therefore returned to the Games after missing the last eight editions, having last participated in the event in 1978.

The Games were held in the cities of Rabat, Salé, Casablanca, El Jadida and Benslimane. This edition involved almost 7,000 athletes from 54 African countries competing in 26 sports, out of which 17 acted as qualifiers for the Tokyo 2020 Olympic Games.

1.0 INTRODUCTION

1.1 Acknowledgements

Rabat became the host city for the 12th edition of the African Games only a few months before the event, with the Memorandum of Understanding (MoU) having been officially signed on 10 November 2018, thus giving Morocco a very limited amount of time to prepare for and organize such a major international event. We would therefore like to acknowledge all the efforts that have been made by The Kingdom of Morocco to welcome all the African delegations in Rabat. Morocco was confronted with an enormous challenge and not only embraced it, but also succeeded in delivering an outstanding and historic edition of the African Games.

The anti-doping program of the 12th edition of the African Games would not have been a success without the hard work and dedication of the COJAR Anti-Doping Commission who served as the Testing Authority, the Africa Zone I RADO, who served as the Sample Collection Authority; as well as the ANOCA Medical Commission, who was in charge of the overall smooth running of the program.

We would like to commend in particular Dr. Fatima Abouali, COJAR Medical and Anti-Doping Commission Director, and Dr. Maria Windy, COJAR Anti-Doping Department Director, as well as Dr. Mohamed Majidi, Africa Zone I RADO President, and Mrs. Rym Zerifi, Africa Zone I RADO Manager, for their hard work and combined efforts in the fight against doping in sport and their dedication to ensure fair play and integrity were preserved for all participating athletes.

We would also like to extend our deepest gratitude to Dr. Patrick Coker, ANOCA Medical Commission President, who made sure to always be available throughout the Games, participating in every morning meeting and taking a very pro-active role in resolving issues that came up along the way.

We would also like to take this opportunity to thank all the people who worked and helped to develop and implement the anti-doping program of the 12th edition of the African Games. Our special thanks go to all the Station Managers, National and International Doping Control Officers (DCOs), as well as the Chaperones, who worked tirelessly from Day 1 to make these Games a reality and a success.

1.2 WADA IO Team

ANOCA kindly extended an invitation to the World Anti-Doping Agency (WADA) to have an Independent Observer (IO) Team present and active for the 12th edition of the African Games. Having a WADA IO Team at major sporting events across the world ensures anti-doping practices and procedures are of consistent quality to the benefit of participating athletes.

The four-member IO Team started its mandate upon being nominated by WADA and provided assistance and guidance to the event organizers in the lead-up to the Games, including an in-person meeting in Rabat as well as regular teleconferences. The IO Team was present on-site during the Games from 15 August to 1 September 2019. The arrival date was four days prior to the Opening Ceremony, which was held on 19 August 2019, allowing the IO Team enough time to follow the remaining preparatory activities for the anti-doping program, as well as to be present from the start of the out-of-competition testing program. Throughout its mandate, the WADA IO Team provided real-time expert advice to the event

organizers on all matters relating to the doping control program in place. The IO Team, which was composed of international experts in anti-doping and was intended to instill confidence in athletes and other stakeholders as to the quality, effectiveness and reliability of the anti-doping program being carried out at these Games.

The IO Team was composed of four members:

- Sophie Berwick (IO Team Chair), Anti-Doping Consultant
- Sameh Elray, World Anti-Doping Agency (WADA) Africa Office
- Dr. Elske Schabort, South African Institute for Drug-Free Sport (SAIDS)
- Issoufou Aliou, Africa Zone II & III Regional Anti-Doping Organization (RADO)

The IO Team observed all aspects of the African Games' anti-doping program, including:

- Test Distribution Planning (TDP), including out-of-competition and In-Competition testing programs;
- Doping Control Stations (DCSs), including set-up and security parameters;
- Selection and notification of athletes;
- Sample collection procedures;
- Transport of Samples and Chain of Custody (CoC);
- Therapeutic Use Exemption (TUE) procedures;
- Results management procedures and administration of the Anti-Doping Review Panel; *and*
- Any other relevant areas of the program.

As with any Major Event, it was impossible for the IO Team to observe every aspect of the doping control program on the ground. Therefore, the IO Team attempted to optimize its expertise in the best and most efficient way to examine all planning aspects of the program prior to the beginning of the Games, as well as the subsequent implementation of these plans.

The Rabat 2019 WADA IO Team worked alongside the organizers as well as the doping control personnel every step of the way. Daily comments, observations and recommendations based on the World Anti-Doping Code (Code), relevant International Standards (IS) and the Games Anti-Doping Rules were shared with the event organizers. Daily feedback was provided to ANOCA, COJAR and the RADO at a daily morning meeting that was held at 9 a.m. from 16 August onwards. The IO Team was thus able to suggest possible areas of improvement so that these could be addressed rapidly.

The daily morning meeting was attended by the following parties:

| | |
|---------------------|---|
| ANOCA | Dr. Patrick Coker, Medical Commission President |
| COJAR | Dr. Fatima Abouali, Medical and Anti-Doping Commission Director Dr. Maria Windy, Anti-Doping Department Director |
| RADO Zone 1 | Dr. Mohamed Majidi, President Mrs. Rym Zerifi, Manager |
| WADA IO Team | Sophie Berwick (IO Team Chair), Anti-Doping Consultant Sameh Elray, WADA Africa Office Dr. Elske Schabort, South African Institute for Drug-Free Sport (SAIDS) Aliou Issoufou, Africa Zone II & III Regional Anti-Doping Organization (RADO) |

Following each daily morning meeting, the relevant parties i.e. COJAR Anti-Doping Commission and the RADO Zone 1, passed on information or points of clarification to all concerned doping control personnel in order to address them quickly.

The WADA IO Team also had the opportunity to participate in various other meetings, including the Chefs de Mission Meeting, the National Olympic Committee (NOC) Team Physicians' Meeting, the DCO Refresher Workshop at the beginning of the Games, the Station Managers' Meeting as well as the African Games Anti-Doping Forum.

This post-event report includes a series of observations and recommendations that cover all aspects of the anti-doping program that have been observed. The main objective of publishing such a report is to enhance anti-doping activities at future editions of the Games.

1.3 Anti-Doping Program

The general objectives of the Rabat 2019 anti-doping program were not only to promote and protect the integrity of sport and the health of athletes, but also to protect the athletes' right to participate in a doping-free environment, as well as to ensure a harmonized, coordinated and effective anti-doping program with regards to the detection, deterrence and prevention of doping.

The 2019 edition of the African Games was the first to include out-of-competition testing, which was a very positive step to guarantee a more comprehensive and credible anti-doping program. As per the 2019 African Games Anti-Doping Rules, athletes competing at this event were subject to doping control in- competition and/or out-of-competition, at any time without advance notice.

Due to this being the pilot project for out-of-competition testing at the African Games, COJAR only planned to test athletes after they arrived in the host country. While this remains a very important step forward in the overall anti-doping program of the African Games, the IO Team recommends that for future editions the Testing Authority liaises with the relevant ADOs to ensure that athletes are tested out-of-competition even prior to arriving at the host country and to inquire on where they will be staying upon arrival to be able to test them prior to the opening of the Athletes' Village.

Prior to their official adoption, the Games' Anti-Doping Rules defined IC as the period commencing from the opening of the Athletes' Village on 13 August until the official closing ceremony on 31 August, while out-of-competition was defined as any period which was not IC.

Based on the IO Team's recommendation, the definitions in the Rules were changed to reflect that IC was the period starting 12 hours before a competition in which the athlete was scheduled to participate until the end of such competition and the Sample collection process related to it, with out-of-competition being defined as any period which was not IC. The recommendation was made to allow for a more balanced TDP and to provide more freedom to the organizers to test athletes out-of-competition even after the opening of the Village especially with all out-of-competition tests planned to take place in the host country.

The Test Distribution Plan (TDP) for the 2019 African Games was developed by COJAR, under the authority of ANOCA, and was intended to take into consideration the rules and

regulations of the relevant International Federations (IFs), African Confederations, as well as WADA's Technical Document for Sport Specific Analysis (TDSSA).

However, on the ground it was clear that there was often a lack of understanding of certain sport specificities as well as some IFs and African Confederations' expectations. This often led to misunderstandings and confusion between the Doping Control Staff and the Confederation Technical Officials.

The IO Team recommended that each Station Manager for each competition clarify the specificities of the sport as well as other relevant operational and/or technical requirements that were applicable to each sport/discipline, this led to a better understanding by all parties and more fruitful cooperation moving forward.

The testing plan provided to the IO Team by COJAR, as specified in Appendix 1, was comprised of 522 In-Competition urine tests, as well as 55 out-of-competition urine tests and 56 out-of-competition blood tests, i.e. 633 tests in total.

Recommendations:

- *The rights of clean athletes at any major event can only be protected by the concerted efforts of all ADOs in the lead-up to the Games, and ultimately by the governing body for these Games. As out-of-competition testing is an integral part of any successful anti-doping program, in the future, the Event Organizer should liaise with other ADOs in order to start testing qualified athletes before they arrive in the host country, which was not done at this edition of the Games. The event organizers should also inquire on where the athletes will be staying in the host country prior to the opening of the Village in order to ensure athletes continue to be subject to out-of-competition testing during their final preparation for the Games.*
- *In addition to contacting each IF and African Confederation to ask for their expectations in terms of testing in their sport as well as information regarding target testing, it would be valuable to confirm with them their sports specificities to ensure proper draw procedures during the Games, as well as necessary amendments to the notification procedure depending on the competition set-up and access to the Field of Play for doping control staff. This would also ensure an overall more fruitful cooperation between the Games doping control staff and the IF and Confederation officials and Technical Delegates.*

1.4 Anti-Doping Administration & Management System (ADAMS)

Under the World Anti-Doping Code (WADC), WADA has an obligation to coordinate anti-doping activities and to provide a mechanism to assist stakeholders with their implementation of the Code. The Anti-Doping Administration & Management System (ADAMS) was developed for this purpose. ADAMS is used as a clearinghouse to simplify daily activities and to increase the efficiency and effectiveness of the fight against doping as well as to protect the security and confidentiality of all data and to facilitate the sharing of information amongst relevant Anti-Doping Organizations (ADOs).

As such, ADAMS was used at the Games, thus enabling the smooth running of the program with efficiency, transparency and effectiveness. Due to the sensitivity of the data collected, the IO Team reinforced how extremely important it was to have a dedicated and secure space

to allow for the anti-doping daily administration to be processed and for the confidential information collected during the Games to be entered into the system. A strong recommendation was thus made to ensure that the RADO Zone I, as the Sample Collection Authority in charge of entering the data into ADAMS, had a secure and private working area.

ADAMS addressed the key areas of the Games' anti-doping operations:

➤ Test Planning and Results Management

The Test Planning and Results Management functions were used to assist with the smooth running of the IC and out-of-competition doping control programs. They were used to plan, coordinate and order tests, as well as to manage test results. Coordination of doping control programs in ADAMS helped to avoid duplication of testing efforts and harmonized communications between COJAR as the Testing Authority, Zone I RADO as the Sample Collection Authority, as well as the WADA-accredited Laboratory in Lausanne, Switzerland.

However, despite several strong recommendations made by the IO Team in the lead up to the Games urging COJAR to finalize the agreement with the WADA ADAMS Team, there were still pending issues regarding the creation of the account as well as the designation of the Testing and Results Management Authorities that had to be dealt with once the Games started. This created delays in the use of the Games' dedicated ADAMS account and the RADO Zone I had to use their own account while this was being sorted out, which added an unnecessary and avoidable extra workload to the RADO once the Games' account was operational as they had to amend the information in each DCF that was created using the RADO account.

➤ Laboratory Results

The Laboratory Results Module was used to submit test results to the appropriate authorities, including WADA. This way, the relevant ADOs were notified of results promptly and clearly, and WADA was automatically engaged to ensure transparency in all results management processes.

➤ Therapeutic Use Exemption (TUE) Management

The TUE Management function was used to facilitate online management of TUE requests, as well as online notification of those involved in the process. This was particularly helpful as COJAR automatically recognized all TUEs granted by ADOs beforehand, which made it easier for them to check the existence of such an exemption.

Also, the TUE function was used to delegate the TUEs requested made during the Games to the South African Institute for Drug-Free Sport (SAIDS) for TUEs in English and to the Agence Française de Lutte contre le Dopage (AFLD) for TUEs in French as per COJAR's agreement with these organizations, which facilitated the transmission and communication of information in a secure and practical manner.

TUE information was shared with only relevant parties, thus for the athlete one submission was all that was necessary. In case of approval of the TUE, ADAMS also provided the athletes with the option to print their Certificate of Approval for their records.

During the Games, ADAMS was in maintenance for a few hours, which caused a delay in the use of the Games account. Though this was planned in advance, it created an extra burden for the Zone I RADO and made it difficult for them to operate during that period.

Recommendations:

- *For future editions, the IO Team strongly advises the Major Event Organizer (MEO), in this case ANOCA, to better communicate with the WADA ADAMS Team well in advance of the Games to confirm who was appointed as the Testing and Results Management Authority for the event and to ensure that a dedicated ADAMS account is created for the Games. This would avoid unnecessary delays in setting up the account as well as unnecessary additional workloads and would ensure the smooth running of the system from Day 1.*
- *A secure and dedicated space should be scoped from the very beginning for the daily administration of ADAMS, this will allow for the data and information collected to be processed in a confidential and secure manner ensuring the smooth running of the program.*
- *In the future, WADA and the Event Organizer should communicate to ensure that if maintenance is scheduled to take place in ADAMS, that it shall not coincide with the working hours of a Regional Major Event such as the African Games.*

2.0 ANTI-DOPING PUBLICATIONS

2.1 Anti-Doping Rules

Anti-Doping Rules are rules governing the conditions under which sport is played. The 2019 African Games Anti-Doping Rules were developed in accordance with COJAR's responsibilities under the WADC and in furtherance to all stakeholders' continuing efforts to eradicate doping in sport.

The Rules were declared to be in line with the Code by WADA and ANOCA formally adopted them in accordance with their responsibilities as the Games' organizers. The COJAR Anti-Doping Commission was responsible for implementing these Rules.

Though the Rabat 2019 Anti-Doping Rules were published on the COJAR website in both French and English, this was done very late notably with the English version being published on the day of the opening ceremony. This left very few opportunities for National Olympic Committees (NOCs), IFs, African Confederations and other stakeholders to access these Rules and familiarize themselves with their content prior to the event. Hard copies were also made available in both languages, but they were only accessible once the delegations had arrived in the host country.

Also, due to issues that rendered the COJAR NOC Relations Department nonoperational, communications between the COJAR Medical and Anti-Doping department and the NOCs were a major challenge prior to and during the beginning of the Games. Apart from their website, the Anti-Doping department was unable to communicate any information pertaining

to the Games with participating NOCs. COJAR eventually managed to work around this challenge as communications were sent through the ANOCA Medical Commission.

Recommendations:

- *In the future, it is critical to distribute the Anti-Doping Rules of the Games sooner to ensure proper understanding of the Rules in force during the Games, thus avoiding any confusion at competition time with regards to access rights and selection procedures for doping control.*
- *In the future, Local Organizing Committees (LOCs) must ensure they have an efficient and constant method of communication with all relevant stakeholders to maintain contact and share important communications when needed, in particular through the NOC Relations Department to ensure important communications can be distributed in a timely manner.*

2.2 Anti-Doping Guide

COJAR created an Anti-Doping Guide that detailed the doping control procedures carried out under its responsibility through its Anti-Doping Commission. The document went through most processes including:

- Selection of athletes;
- Notification process;
- Doping Control Stations;
- Sample Collection Procedures;
- Transport of Samples to the WADA-accredited Laboratory;
- Sample Analysis; *and*
- Results Management

It also included WADA's 2019 List of Prohibited Substances and Methods, as well as a copy of the TUE application form.

While the IO Team understands the purpose of such a Guide and commends COJAR's efforts, it was our view that the Anti-Doping Guide was not enough to cover all areas pertaining to anti-doping operations and lacked a certain level of detail and technical requirements. The IO Team was not able to advise COJAR accordingly prior to the Games as this document was not made available to the IO Team prior to the Games.

Recommendations:

- *While the IO Team commends COJAR's efforts in developing the Anti-Doping Guide, the Guide could have also provided practical information pertaining to the Rabat 2019 anti-doping program, as well as useful anti-doping resources from an education perspective. The Guide could have also introduced the team responsible for implementing the anti-doping program at the Games. This type of document could have been made available at the Doping Control Station of each venue.*
- *The TUE application form in the Guide could have been accompanied with information pertaining to the process of how to apply for a TUE and the competent entity that will*

render the decision to either grant or refuse a TUE as well as the appeal process. Reference should have also been made to the fact that COJAR had decided to automatically recognize all TUEs granted by other ADOs prior to the Games. This would have helped reassure athletes that they did not need to apply for additional TUEs specifically for the Games, which could have helped avoid unnecessary duplicate TUE requests.

- It would have been beneficial to have a separate Doping Control Manual for the doping control staff that could serve as a Guideline for the anti-doping program at the Games with regards to the Sample Collection process. The Doping Control Manual could have been developed in compliance with the Games' Anti-Doping Rules to provide Doping Control Personnel with sufficient guidance to fulfil their duties. Such a manual could have been the reference document embedded in the workforce training program. This is of particular importance when the Doping Control Staff is sourced from a number of ADOs with divergent procedures.*

3.0 ANTI-DOPING EDUCATION

3.1 “All Together for the Anti-Doping Fight”

An educational leaflet was published under the title “All Together for the Anti-Doping Fight”, the aim of which was to alert athletes and their support personnel to the risks of doping and its consequences to their health. It also gave a brief overview of the sanctions that may arise in the event of an Anti-Doping Rule Violation (ADRV). The leaflet was made available at some Doping Control Stations throughout the Games.

Recommendations:

- While this was a good endeavor on the part of COJAR, this leaflet should have been made available at all the Doping Control Stations, in both English and French, together with the Games Anti-Doping Rules and the Anti-Doping Guide, in order to have more practical education literature available for athletes and their support personnel.*
- A general recommendation would be for all Organizing Committees to submit any material regarding doping control to WADA prior to its publication in an effort to harmonize such resources. That way, one could ensure that all stakeholders pass on the same messages in favor of a doping-free environment.*

3.2 Anti-Doping Poster

COJAR developed a poster illustrating the doping control process, outlining the different steps an athlete would need to follow during the testing procedure. Most of the versions created of this poster were in French and it was placed at the Doping Control Stations.

This is the first edition of the African Games that such material has been developed specifically for the event. It is a big step forward in terms of sensitization and education, and the IO Team would like to acknowledge the efforts of COJAR in that sense.

Recommendations:

- *The IO Team would like to acknowledge the efforts of COJAR to produce education material specifically for the Games, we highly recommend that this continues for future editions of the Games.*
- *While the IO Team commends COJAR for its efforts, the fact that mainly French versions were published at the Doping Control Stations reduced the targeted audience, since not all African countries communicate in French. The poster should ideally have been produced in all languages spoken at the Games. It should also be noted that WADA already has a Doping Control Process leaflet, available in six languages, that has been developed for a large audience to have a better understanding of the doping control process.*
- *A variety of other useful WADA resources are also available online to assist in understanding the processes of doping control and the implications of doping in sport, including the WADA Quiz and The Dangers of Doping - Get the Facts leaflet. All these materials could have been published on the COJAR website and sent to NOCs as a mass communication ahead of the Games via the NOC extranet.*

3.3 WADA Education Materials

During the coordination meetings ahead of the Games, the IO Team recommended to COJAR to publish WADA education materials such as the At-A-Glance series, the Doping Control Process video, the Doping Control Process leaflet for athletes, as well as the WADA Quiz on the COJAR website. It was also recommended to have a few other useful resources available to reach a maximum number of stakeholders to ensure proper education material and resources were made available to athletes and their support personnel prior to the start of the Games.

COJAR created a direct portal from their website to WADA's [Anti-Doping e-Learning platform \(ADeL\)](#), which offered access to topics related to clean sport and anti-doping including courses for athletes, coaches, doctors, administrators and anyone interested in learning more about anti-doping and protecting the values of clean sport.

Recommendations:

- *While it is very positive that COJAR guided individuals consulting their website to ADeL for further education resources, the WADA Prohibited List could have also been made available on the COJAR website as it is an important document that identifies the substances and methods prohibited at all times, in-competition and/or out-of-competition, and in particular sports.*
- *Similarly, the IO Team recommended that WADA's Prohibited Association List of Athlete Support Personnel be published on the COJAR website, and that printed copies be made available at Doping Control Stations and Medical Centers. This did not happen despite the importance of such document seeing that continuous association with an individual on the list could be constitutive of an ADRV.*
- *All these useful resources could have also been communicated to NOCs well in advance of the Games to allow for better preparation prior to the event. In the future, COJAR and the LOC should take this into consideration.*

3.4 WADA Outreach Booth

The education of athletes, coaches and medical practitioners is critical to the success of any anti-doping program. As such, WADA promotes a social awareness campaign that aims to familiarize audiences with clean sport messages.

The WADA Outreach Booth was set-up in the Athletes' Village in Rabat to educate participating athletes and their support personnel on the dangers of doping. The Outreach Booth was only operational for a short period from 18 to 23 August 2019 and was run by a team of anti-doping experts from the region, which helped with language and communication in order to reach the maximum number of athletes.

The booth included WADA's Play True Quiz, which is an interactive computer game with 10 questions that tests the player's knowledge in anti-doping. The booth was visited every day while it was operational by both athletes and their support personnel and was extremely successful.

Recommendations:

- *The IO Team commends COJAR for facilitating the WADA Outreach Booth's presence and activities during the Games. Future event organizers should similarly make all necessary arrangements to ensure that the program is well-equipped and successfully accommodated throughout its runtime.*
- *Given the success that the Outreach Booth had during its running time, a recommendation would be for the booth to be active for a longer period of time for future events in order to reach a larger number of athletes and support personnel, specifically seeing that their arrival and departure times vary according to the competition schedule.*
- *The success of the Outreach Booth should also encourage all NOCs to use a similar model to reach out to their athletes and their support personnel in order to better prepare for international events. It should also encourage all interested Major Event Organizers to contact WADA regarding the possibility of having the booth present during their events.*

4.0 THERAPEUTIC USE EXEMPTION (TUE) MANAGEMENT

Under the Games Anti-Doping Rules, all athletes requiring the use of a Prohibited Substance for therapeutic reasons and participating in the Games required a recognized TUE or had to apply for one.

COJAR made the decision to automatically recognize all TUEs granted beforehand by an ADO under the Games Anti-Doping Rules; however, COJAR had some difficulties in establishing a clear process for athletes to apply for a TUE if they did not already have one. A Games-granted TUE was effective for the period of the Games only.

Though it was preferred for TUE applications to be submitted via ADAMS, the COJAR Medical and Anti-Doping Commission accepted TUE applications received by e-mail. There was no mailbox to

submit TUE applications via the polyclinic in the Athlete's Village.

4.1 TUE Application Process

International-level athletes are required to apply directly to their IF or National Anti-Doping Organization (NADO) for any TUE required. As such, it was expected for many of the participating athletes who require the use of a prohibited substance to already have a TUE.

However, COJAR did not publish information on its website clearly explaining the fact that all TUEs granted prior to the Games would be automatically recognized. This would have helped reassuring athletes as well as their personnel that they do not need to apply for duplicate TUEs.

Also, the TUE application process for athletes who did not have a prior TUE was not properly explained on the COJAR website. The information did not include which TUE Committee (TUEC) would examine their request as well as the appeal process following the TUEC decision. In addition, no clear procedure was communicated to NOCs or IFs and Confederations.

In order to examine the TUE requests submitted during the Games, COJAR asked for the support of two established NADOs and their TUE Committees:

- TUEs submitted in French would be examined by the AFLD TUEC; *and*
- TUEs submitted in English by SAIDS TUEC.

However, despite the fact that the IO Team recommended that this matter be finalized well in advance of the Games, the agreement to proceed with this arrangement was reached at a very late stage, which created some confusion.

Eventually, an agreement was reached where COJAR was responsible for handling the initial review of any TUE application, to ensure both TUECs had a complete file to process the application in accordance with the WADA International Standard for TUEs.

During the Games, two (2) complete TUE requests were received and processed – one (1) by SAIDS and one (1) by AFLD. One (1) TUE was rejected, while the other request was made even though the substance did not require a TUE.

Recommendations:

- *The TUE application process and guidelines needed to be detailed and published on the COJAR website well in advance of the Games. The information should have then been communicated to all NOCs and IFs as they needed to have a solid grasp of the TUE process so that they could ensure that their athletes had a better understanding of their rights and responsibilities.*
- *In the future, in case the MEO requires assistance from an established NADO to handle the TUEs received during the Games, contact should be made, and an agreement has to be finalized well before the Games. That way, there would be no confusion as to the process in place and it would give the MEO sufficient time to inform the athletes and their support personnel of the procedures.*

- *While it was asked that TUEs be submitted prior to the event, there should have been a possibility for NOCs to provide copies of their TUE applications in a mail slot in the Villages for acute medical situations.*
- *The COJAR website should have included the WADA At-A-Glance TUE series online for education purposes in terms of TUE management.*

4.2 TUE Appeal Process

Under the Games Anti-Doping Rules, any appeal against a decision by COJAR not to recognize or grant a TUE would be examined by an independent body established by COJAR for that purpose. If the athlete did not appeal (or the appeal was unsuccessful), then they were prevented from using the substance or method in question for the duration of the Games.

Despite the Rules indicating that COJAR would establish an independent body to examine all TUE appeals, COJAR decided to delegate this procedure as well to SAIDS and AFLD as it did not have the capacity to compose such a body.

Up until the conclusion of the Games, no TUE appeal was requested.

Recommendation:

- *COJAR should have assessed its capacities beforehand and decided whether or not it would be able to create such an appeal committee. That would have allowed them to secure the support of the two established NADOs' TUE Committees for appeal processes in advance of the Games. The lack of communication on this subject led to clear confusion as to who would be in charge of an appeal process up to the start of the event.*

4.3 Retroactive TUE

There was no clear process for retroactive TUE management, and nothing was communicated to NOCs and IFs on this matter. Only one (1) athlete applied for a retroactive TUE which was granted by the Africa Zone VI RADO and then automatically recognized by COJAR.

Recommendations:

- *A clear comprehensive strategy needs to be developed for TUE requests, retroactive TUEs and appeal procedures well before the start of the Games. This strategy must then be communicated to all relevant parties and must be formalized with official agreements signed with those established NADOs assisting so that each party is aware of the extent of its responsibilities.*
- *The Team Physicians' Meeting at the beginning of the Games should be used as an opportunity to clarify, amongst other things, the TUE process for the Games. The IO Team strongly recommends that this is the case for future events.*

5.0 DOPING CONTROL PROGRAM

The 2019 African Games had a robust testing program that included out-of-competition testing for the first time in the event's history. Based on the IO Team's recommendation and in order to facilitate the process, it was agreed, in conformity with the Rules, that the period for out-of-competition testing would not only cover the period preceding the official opening of the Athletes' Village, but would extend into the Games period, i.e. the period commencing twelve (12) hours before the competition in which the athlete was scheduled to participate. This Rule allowed for any athlete to be tested out-of-competition during the Games period.

5.1 Test Distribution Plan (TDP)

The TDP was developed by COJAR in line with the WADA International Standards (IS) and the Technical Document for Sport Specific Analysis (TDSSA). The TDP was amended on a daily basis during Games' time to accommodate the continuous changes to the competition schedule. The Doping Control Team focused on obtaining and using intelligence to construct an effective testing program, and as such, the TDP was developed taking into consideration the risk of each sport and discipline, as well as intelligence received by IFs.

The overall anti-doping program of the Rabat 12th African Games comprised of 522 in-competition urine tests, as well as 55 out-of-competition urine tests and 56 out-of-competition blood tests, i.e. 633 tests in total.

Recommendations:

- *For future editions, out-of-competition testing will become an even more important and integral part of the TDP.*
- *For periods when athletes come under the Testing Authority of a Major Event Organizer such as the case during the African Games, it is recommended that:*
 - *If they are in a Registered Testing Pool (RTP), the MEO should have access to their Whereabouts Filings for the relevant period in order to conduct out-of-competition testing on them;*
 - *If they are not in an RTP, then the MEO should adopt Games-specific rules requiring them to provide such information concerning their whereabouts for the relevant period as deemed necessary and proportionate in order to conduct out-of-competition testing on them.*

5.2 Doping Control Personnel

In order to ensure the smooth running of the anti-doping program at the Games, COJAR decided, based on the IO Team's recommendation, to recruit experienced international DCOs from different countries and ADOs in the region to work alongside the national DCOs and BCOs. The mixture of national and international DCOs allowed COJAR to benefit from a highly experienced and diverse Doping Control Team, this proved particularly important with regards to the diversity of languages spoken. The Anti-Doping Commission also took

the opportunity of the Games to train less experienced staff, such as chaperones.

The final list of Doping Control Staff members was composed of the following:

- 7 Station Managers,
- 9 national DCOs,
- 8 international DCOs, *and*
- 50 Chaperones.

As expected, all DCOs showed dedication, commitment and great professionalism in performing their duties. We would like to particularly commend the national DCOs for their performance during the Games, as they proved their ability to work at the highest levels.

Despite the IO Team's recommendation to have one Station Manager per Doping Control Station (DCS) to oversee the smooth running of the DCS, there were only seven at Games' time and this number was insufficient to cover the active venues during most competition days. The RADO Zone I made every effort to keep the same Station Manager at a specific DCS per sport to avoid confusion among the IFs, African Confederations and other officials on-site, which was highly appreciated.

COJAR provided indemnities to Doping Control Personnel for their services during the Games. However, it was not clear in advance as to the level of indemnities they would receive in exchange for their services during the Games as well as the method of payment. The International DCOs were also not informed until the last minute of their accommodation arrangements. This did not cause too many problems since the staff were extremely cooperative; however, in future editions, there needs to be a clear agreement on the process provided in advance of the Games that shall be followed to avoid any confusion or dissatisfaction.

In addition, the Doping Control Personnel did not receive a sufficient amount of dedicated vehicles. This led to multiple last-minute changes, which were handled with professionalism and reactivity by COJAR and the RADO Zone I. In future events, it would be much easier for designated transportation and vehicles to be assigned to the Doping Control Personnel.

Recommendations:

- *Overall, the recruitment of International DCOs proved to be a very good investment on the part of COJAR. Not only did it facilitate the testing process, but it generally created a more diverse and capable anti-doping team altogether. It is recommended for future LOCs to consider recruiting International DCOs for their events, and hopes that the doping control staff for this edition will be able to utilize the experience they acquired during the event in the fight against doping as part of their respective ADOs.*
- *Any Organizing Committee needs to budget accordingly for the staff they recruit, and the staff needs to be informed well in advance of the Games of the indemnities for each position, the accommodation costs, the travel/transport costs, flights and phone costs for the international staff, as well as any other expenses that the staff may require (e.g. uniforms, food when not on a shift).*
- *Each Doping Control Station should have one dedicated Station Manager to ensure proper follow-up of the operations and to act as the only contact person for the IF or any*

other Functional Areas (FAs) on-site. Thanks to the professionalism and dedication of the staff, the lack of Station Managers did not cause many issues during the Games, but this recommendation would make things easier for future editions.

- *In future editions, the LOC Anti-Doping Commission needs to develop a Masterplan that details its needs in terms of sufficient and adequate transportation based on its TDP and submit it to the MEO. This was recommended by the IO Team but was never done by the COJAR Anti-Doping Commission, which led to some last-minute changes and certain difficulties in planning.*

5.3 Doping Control Stations (DCS)

Due to the fact that Morocco stepped in to host the Games only a few months prior to their start, the organizers mainly used existing facilities. COJAR was responsible for ensuring that the adequate infrastructure was available for the Doping Control Stations (DCS) and that each Station was appropriately set up as per the International Standards with sufficient security parameters.

Prior to the start of the Games, members of the IO Team conducted a site visit to inspect the identified DCS at each venue and to advise on any possible areas of improvement. The IO Team's comments and feedback were taken into consideration, especially regarding a few "mobile stations" that did not conform with the International Standards' requirements, and therefore it was advised to transfer athletes to another existing adequate DCS in proximity to protect the integrity of the doping control process.

Generally, some Stations were better equipped and located than others, providing athletes with a very different experiences depending on their sport and where they would be tested. However, thanks to the highly experienced Doping Control Team, the operations ran smoothly, and the organizers were able to achieve the targeted TDP despite certain logistical difficulties in some Stations.

In terms of security, the Doping Control Personnel were unsure until the actual start of the Games as to whether it would be safe to store some of the Sample collection equipment and material in certain Stations. This led to a lot of back and forth transport of equipment and material that could have been avoided had the proper security measures been taken beforehand to ensure that the Stations were secure enough to store the material.

Taking into consideration the TDP and each sport's competition schedule, COJAR and RADO Zone I should have considered the possibility that a number of athletes selected to be tested might arrive at the DCS simultaneously. Therefore, they needed to ensure that the number of DCOs, processing tables and chairs as well as toilets for Sample collection was sufficient to complete the Doping Control process adequately, this was not the case in several instances most notably on the final day of the Athletics event where multiple athletes (10+) and their representatives crowded the waiting area, with only two DCOs available to attend to these athletes. The situation could have resulted in the Doping Control process being compromised.

Recommendations:

- *While it certainly would have been logistically easier to have an on-site DCS at each*

venue, including the more challenging ones such as Cycling and Beach Volleyball, COJAR should have taken the appropriate measures to provide a suitable mobile DCS. Some of the facilities provided, which were an open tent and a chemical toilet, did not provide the level of security or privacy required to conduct a proper testing procedure and the only choice left was to move the athletes to another suitable DCS in proximity. This should be taken into consideration for future editions.

- *When working with existing venues that may not have had current suitable facilities for a DCS, COJAR should have explored more temporary solutions such as partition walls with temporary doors or portable cabins that could have been constructed or brought into the venue at Games' time and removed afterwards.*
- *To provide the necessary level of privacy to conduct the testing, the DCS should be located in the Back-of-House (BoH) area, in close proximity to the Field of Play (FoP), with restricted access to only those individuals required in the area. The DCS should definitely not be accessible to the public or the media, and access to the DCS should not be possible through public areas. This was not always the case for the Stations, but the Doping Control Personnel managed to work around these circumstances with extreme professionalism and dedication to ensure the athletes and their Support Personnel received the maximum amount of privacy possible in these circumstances.*
- *When planning for a suitable DCS within a venue, COJAR should have ensured a minimum of security around the Station. It should have also been made clear that as far as security around the DCS is concerned, the Doping Control Team is in charge, not the IF.*
- *For future events, the LOC needs to ensure that the DCS is equipped with sufficient material and human resources to accommodate the anticipated number of athletes based on the TDP as well as the sport specificities.*

6.0 DOPING CONTROL PROCEDURES

6.1 Random Draw Procedures

Despite the regular changes to the sports competition schedule, the Doping Control Team, led by the RADO Zone I on the operational level, liaised closely with the Confederation Officials and the IF Technical Delegates in each sport to ensure the smooth running of the process with regards to the draw of athletes to be selected for random testing.

The Doping Control Team liaised with the relevant IFs before the Games to obtain intelligence information regarding target testing, this information was utilized both for in-competition and out-of-competition testing.

Other than the target testing based on intelligence, the Doping Control Team also agreed with the IFs and Confederations on the general draw procedures. For IC in some individual sports, the testing took place based on the final ranking of the athletes at the competition. While in others, as was the case in team sports, the draw was done in a completely random manner by choosing athletes' names from the start-list or team sheet according to the sport's regulations.

Recommendations:

- *The IO Team commends the Doping Control Team for managing to constantly liaise with the relevant Confederations and IF Technical Delegates during the Games regarding the draw procedures for no-advance notice testing for their sport. However, in future events, the Anti-Doping Rules need to be finalized well in advance and must be communicated to the participating African Confederations and IFs so that they can have sufficient time to highlight any specificities related to the Doping Control procedures in their particular sport.*
- *Another recommendation for future editions would be for the Testing Authority to follow a more strategic approach in the draw procedures, selection should be conducted according to defined criteria and may take into consideration several factors in order to rank athletes to increase or decrease their chances of selection. The criteria could include testing history and prior ADRVs, sport performance history and sudden major improvements, repeated failure to comply with whereabouts, suspicious whereabouts filing patterns, training in a remote location, withdrawal or absence from expected competition, association with someone with a history of involvement in doping, medical injury, stage of career and financial incentives among others.*

6.2 Notification and Chaperoning

According to WADA's International Standards and Guidelines, an athlete selected for testing and subsequently notified needs to be escorted from the moment they have been notified for Doping Control as they exit the Field of Play (FoP) all the way to and inside the DCS.

The process worked well at the Games, in general due to the experience and devotion of both the national and international DCOs. However, it was essential for the DCOs to explain how the sport worked to Chaperones, as well as where to position themselves and how to properly notify the athlete. In most cases, a DCO was present in close proximity of the FoP to assist Chaperones when necessary. It should however be noted that there were in some instances language and communication difficulties that perturbed the notification procedure, notably with athletes who were tested for the first time and therefore were not familiar with the process.

DCOs and Chaperones usually ensured that they were monitoring the correct athletes as they left the FoP, and prior to the notification made sure that the athlete was not due to compete again on the same day. However, there were situations, namely in Beach-Volleyball and Gymnastics, where this process was not followed, and the athletes were tested even though they still had competitions on the same day as it was assessed that there was enough time between the two events. This did not sit well with the athletes, especially in Gymnastics where the athlete did not do as well as expected and blamed the Doping Control procedure for his poor performance as it disturbed his preparation.

Normally, once notified, the athletes were allowed to participate in medal ceremonies and to finalize all necessary procedures, while being constantly monitored by the chaperones, before being accompanied to the DCS to commence the doping control process. This, however, was not followed in some instances, such as in Taekwondo and Badminton, where the lack of communication between the Station Manager and the African Confederation and

IF Technical Officials led to the athletes being tested prior to the medal ceremony, which led to delays and confusion.

Unlike the medical staff, the Doping Control Personnel's accreditation only covered the Back of House (BoH) area. This caused a few issues with the notification procedure as in some cases, Chaperones and DCOs were denied access to the FoP while the athletes were allowed to leave. This could have led to the athlete leaving the FoP via another exit point without being notified but this was again avoided thanks to the resourcefulness of the Doping Control Personnel and the cooperation of most African Confederations and IF Technical Delegates.

Also, asking athletes if they knew their rights and responsibilities upon verbal notification was inconsistent across venues. When this was not done upon notification, the DCOs always asked the athletes once back in the DCS to ensure that they understand the procedure.

Recommendations:

- *In the future, the Testing Authority should always take into account the linguistic capacities of each DCO and Chaperone when assigning them to a specific Testing mission. If the Doping Control Personnel does not fluently speak the language of the athlete and/or his support personnel, appropriate measures need to be taken to ensure an interpreter or a representative of the athlete that can serve as an interpreter is available. This should also be taken into consideration at the DCS between the Station Manager and the DCOs in order to assign the staff members to athletes according to their language of preference whenever possible. To try and reduce this risk, the Chaperone should always determine along with the DCO upon verbal notification whether the athlete requires an interpreter or a third party to assist in the notification procedure as well as during the Sample collection session in the DCS.*
- *To avoid disrupting athletes and their preparations, notification and testing should preferably take place at the end of their competition day to ensure that the Doping Control process does not interfere with their preparation and participation at any given time, as the objective behind Doping Control is never to penalize the athletes in anyway.*
- *For future events, the Organizing Committee needs to ensure that the Doping Control Personnel receive the necessary accreditation to fulfil their duties. It would be preferable if they were allocated seats in a pre-arranged position close to where the athletes exit from the Field of Play. Communication with the relevant IF and African Confederation Officials is required in advance of the competition starting to make sure they are aware of and cooperate with the entirety of the procedure.*
- *Chaperones should always inform the athlete of their rights and responsibilities, regardless of whether or not they have been tested before. This would help protect not only the process but also the Doping Control Personnel in case an incident arises, and should an athlete claim that they were not made aware of their rights and responsibilities.*
- *The Station Manager should always liaise in advance with IF Technical Delegates to inquire about the post-event activities that the athlete is required and/or allowed to attend as per the sports specificities and regulations to ensure that there is no interruption during the Sample collection procedure. The Station Manager should then inform the DCOs and Chaperones of the procedure to avoid disrupting or disturbing the athletes as well as to*

preserve the integrity of the Sample collection process.

- *For the future each Organizing Committee should provide the Station Manager with a Log to record every entry and exit at the DCS. This would help create a format that is consistent throughout the venues and a formalized log of all individuals who were in the DCS at any given time, in case such information is needed.*

6.3 Sample Collection

In general, both the national and international DCOs, as well as the Station Managers and Chaperones, showed great professionalism and dedication throughout the Games despite the long and tiring working hours. Sample collection procedures were conducted in accordance with the Games Anti-Doping Rules, the WADA International Standards and Guidelines as well as the Sports Regulations and no major issues transpired during this process. The RADO, as the Sample Collection Authority, used Sample collection vessels that were provided by Berlinger and used refractometers to measure the specific gravity of Samples.

However, in some instances, athletes were not aware of the specific gravity requirements for the Sample to be considered acceptable according to WADA's International Standards and the Guidelines. The procedure and the requirements were not clearly explained to all athletes and especially those having never gone through the procedure. This was at times difficult due to language issues or to the large number of athletes waiting to provide their Samples.

At times, the Doping Control Personnel did not thoroughly check the date of birth of the athletes to ensure that in case they were minors, they were informed of their specific rights and were accompanied throughout the procedure. This should have been clearly communicated to the Doping Control Personnel during their DCO Refresher Training as it is critical to have an adequate and legitimate testing procedure.

Recommendations:

- *In order to help make the athlete feel at ease during the process, the DCO must introduce himself/herself to the athlete and introduce anyone else in the processing room, including a member of the IO Team when present. This was done in most cases but was sometimes overlooked by the DCOs.*
- *DCOs expressed concerns regarding the Berlinger collection vessels when pouring the urine into the A and B bottles. We would recommend to the RADO Zone I, as the Sample Collection Authority, to inform Berlinger of the challenges encountered during the Sample Collection procedures.*
- *The DCO should clearly explain each step of the process as well as its usefulness and importance to the athlete. This is particularly important for athletes who are going through the process for the first time so that they understand what they are doing as well as their rights and responsibilities.*
- *Similarly, for athletes who are going through the procedure for the first time the Chaperones and/or DCOs should clearly explain how excessive hydration could produce Sample(s) that do not meet the suitable specific gravity for analysis and would therefore*

prolong the Sample collection session. This would of course be much easier if the Doping Control Personnel members are able to easily communicate with the athlete through a mutually spoken language.

- With regards to Partial Sample procedures, the DCOs should always clearly inform the athletes that the partial Sample provided will be securely stored until the Athlete is ready to provide the required Sample volume. The DCOs should also take the time to reassure the athletes that the fact that even though the Sample is a partial, it will not affect the final result of the analysis. This was done the majority of the time but on some occasions the Doping Control Personnel did not have sufficient time or faced communication difficulties.*
- The Doping Control Personnel needs to determine as soon as possible if an athlete is a minor to ensure that proper measures are taken as per the International Standard for Testing and Investigations (ISTI). For future events, the Sample Collection procedures for athletes who are minors should be clearly explained to the Doping Control Personnel well in advance of the Games.*
- DCOs should be encouraged to write supplementary reports, even when a problem had been resolved on-site. This will allow for all issues, even small ones, to be reported back to the Testing Authority and the MEO should there be a need to follow up on a specific matter.*
- Although lab sticks are adequate to measure Specific Gravity according to the ISTI, for the future, the IO Team would recommend the use of digital refractometers to ensure a more accurate procedure, which also permits the acceptance of a sample with a lower specific gravity that is suitable for analysis.*

6.4 WADA Accredited Laboratory

COJAR signed an agreement with the WADA Accredited Laboratory in Lausanne, Switzerland, to analyze all the Samples collected during the Games. During the coordination meetings prior to the Games, the IO Team recommended COJAR ask the Laboratory for a 48-hour turn-around time for the results to allow them to be processed as quickly as possible. In the end, COJAR signed an Agreement with a 72-hour turn-around time.

Prior to the Games, COJAR decided to only collect two Samples in case the athlete provided dilute ones in order to accommodate the number of collection vessels available. This however was not in line with the ISTI Annex G and was not properly communicated during the DCO Refresher Training of the Doping Control Personnel, which led to a few athletes providing three Samples contrary to what was agreed upon.

The Laboratory also analyzed all the dilute Samples; however, this procedure took, in some instances, a significant amount of time, which COJAR should have taken into consideration from the beginning.

COJAR informed the IFs and NADOs that the Laboratory would only store the Samples collected for a duration 3 months as per the International Standard for Laboratories (ISL), it would then be up to them to advise if they wished to store any of the samples collected beyond that period and in that case they would have to pay the costs involved. The IO Team strongly recommended to both COJAR and ANOCA, as the MEO, to consider developing a Sample storage policy as per their obligation in the ISTI, as this proved to be incredibly

important, especially within the past few years, to guarantee the integrity of the event's results as well as to support the fight against doping. ANOCA asked COJAR to inquire from the Laboratory and advise on the costs involved and ultimately decided not to pursue this due to a lack of funding.

Recommendations:

- *In the future, all procedures that are specific to the event, such as the number of dilute samples collected, need to be compliant with the WADC and the International Standards, and need to be clearly explained and communicated to all relevant parties. This would help eliminate any discrepancies between the procedures followed and would guarantee that the anti-doping program remains compliant with the WADC and the Standards.*
- *In addition, when developing an agreement with the Laboratory, the Testing Authority needs to take into consideration possible delays, such as the additional time to process a dilute Sample with further analysis. Appropriate measures should be taken to ensure that the turn-around time is as brief as possible to allow the smooth running of the program and to foresee that even if the results are sent later than expected, the process overall would not be affected.*
- *ANOCA, as the MEO, should plan and budget for a Sample Storage Policy for the Games, as per their obligations according to the ISTI. A Sample Storage Policy increases the credibility of the results obtained during the event and makes a clear statement regarding ANOCA's support of the fight against doping. The IO Team strongly recommends that for future editions this is planned and budgeted for ahead of the Games.*

7.0 SECURITY AND POST-TEST ADMINISTRATION

Security was at times problematic at certain DCS. This was noted in several venues at the start of the Games where the DCS was not sufficiently secured and isolated to guarantee the confidentiality and integrity of the process, as it seemed that it could be easily accessible to any person located near it. However, the Doping Control personnel succeeded to overcome these challenges and managed to complete the testing missions with no issues.

The IO Team nonetheless recommended that the areas leading to the DCS would have restricted access and that dedicated security personnel would be assigned to the station. This was followed and no problems regarding security were noted afterwards.

7.1 Storage of Samples and Documentation

At the completion of each Sample collection session, the Station Manager or lead DCO stored the Samples collected either in a refrigerator, for the bigger missions, or sometimes in a cool box in the processing room as the Doping Control Forms (DCF) and supplementary reports were being completed. The Sample numbers were appropriately recorded on the Chain of Custody (CoC), and all the necessary documents were completed inside the DCS.

Because COJAR did not plan for any Sample to be stored overnight at the DCS, since all collected Samples would be transferred back to the Doping Control Command Centre (DCCC), it was decided not to have any storage capacity in any of the DCS.

Recommendation:

- *As the Testing procedure is extremely confidential, the MEO along with the TA need to always ensure that the DCS are adequately secured so that only people who are allowed to enter may do so. This would provide the athletes with a sense of security and will allow the Doping Control Personnel to carry-on their work uninterrupted.*

7.2 Transferring Athletes to an adequate DCS for Completion of the Sample Collection Session

Most venues had an adequate DCS on-site. However, there were instances, mainly for sports taking place at temporary venues or at outside venues, where the athletes had to be transferred to the nearest DCS to complete the testing process, this would often be the Athlete's Village or another DCS in proximity prepared for another Sport/Event.

Those venues with an inadequate DCS had been identified at the beginning of the Games when the IO Team went on a site visit of each DCS to assess if they were in line with WADA's International Standards and Guidelines. It was therefore recommended either to provide a mobile DCS for these venues, or to transport the athletes to another DCS.

COJAR chose to pursue the latter option, the IO Team then strongly recommended that designated transport be made available for those venues, where the DCS was not appropriate for Doping Control, to ensure a quick and smooth transfer to the closest DCS. Despite our recommendations, transportation was unfortunately not always available on-demand and there were several incidents, including one in Rowing and another in Road Cycling, where an athlete had to provide Samples in a chemical toilet, that was deemed not adequate for Doping Control purposes at the beginning of the Games, due to transportation not being available to take him to the other DCS nearby.

This reinforces the need to have a pool of vehicles dedicated to Anti-Doping to ensure that transport does not compromise the safety and integrity of the Sample Collection process.

Recommendations:

- *For future Games, we strongly encourage the organizers to have a DCS on-site for each Sport to ensure a smooth Sample Collection process and to facilitate the procedures for the athlete as well as the Doping Control Personnel. This would require site visits by the Anti-Doping Commission well in advance to make sure suitable Stations are made available according to WADA's International Standards and Guidelines.*
- *In case a venue does not have a DCS on-site, dedicated transportation should be made available at all times for Doping Control Personnel to transfer athletes to the closest DCS. The TA should also explore the possibility of having a mobile DCS, especially in venues that are located at a considerable distance from the closest DCS.*

7.3 Chain of Custody (CoC)

All Samples collected at the DCS were transported by the Station Manager or the Lead DCO in their own car back to the COJAR headquarters in Rabat to await shipment to the WADA

accredited Laboratory in Lausanne for analysis, as recorded on the Chain of Custody (CoC) form.

Daily pick-ups were organized by the courier service on week days to ensure the Samples were delivered to the Laboratory as quickly as possible.

Samples and documentation that missed the daily courier deadline or were collected during the week-end were stored securely at the COJAR headquarters and were sent on the next business day, as per the Games procedures. COJAR dedicated a locked storage room for this and access was limited to the COJAR Anti-Doping Commission Officials and the RADO Officials.

Since the COJAR headquarters (HQ) were located in Rabat, there were no issues in transporting Samples collected at competition venues located there to the HQ. However, the logistics were a bit more complicated for competition venues located in other cities such as Casablanca and El Jadida, where the Station Managers had to transport the Samples themselves to the Courier office located in the same city, with certain pick-ups taking place at their homes.

Recommendations:

- *The transport and storing of the Samples did not create many issues during the Games, mostly due to the reactivity and dedication of the Doping Control Personnel. However, in the future, the event organizers should ensure that the Doping Control Personnel entrusted with the task of transporting the Samples receive dedicated transportation to fulfil their duties.*
- *It would be preferable to agree on fixed locations where pick-ups take place even in cities where only a handful of competitions take place. This would immensely facilitate the work of the Doping Control Personnel entrusted with transporting the Samples. The ideal scenario would be for the courier to have access to the competition venues and the Village to collect the Samples. Every effort should be made to get the courier vehicle and the driver proper accreditation so that Samples could be collected from each venue post-competition.*

8.0 RESULTS MANAGEMENT

The Results Management procedure was contained in the Games Anti-Doping Rules in conformity with the World Anti-Doping Code and WADA's Guidelines for Results Management, Hearings and Decisions. According to the Rules, COJAR was responsible to deal with Results Management for Anti-Doping Rules Violations (ARDVs) taking place during the Games and for all consequences related to the Games. For all consequences extending beyond the scope of the Games, the matter was delegated to the applicable IF or ADO.

Though the IO Team originally recommended during the Pre-Games preparation meetings that COJAR entrust this matter to the Games Disciplinary Committee, provided its members had sufficient anti-doping experience, COJAR decided this was not feasible mainly due to the fact that the Disciplinary Committee had not been constituted and members had not been nominated until a few weeks before the start of the Games.

COJAR instead chose to create their own Disciplinary Panel named the “Anti-Doping Review Panel”, which was responsible for conducting the Results Management procedures during the Games.

8.1 Anti-Doping Review Panel

Under the Rules, upon receipt of an Adverse Analytical Finding (AAF), COJAR was responsible for conducting an initial review to ensure that no issues were detected regarding the Sample code and that the athlete did not possess a TUE, before notifying the athlete and transferring the matter to the Anti-Doping Review Panel.

If a possible ADRV was to be reviewed, COJAR was responsible for notifying the athlete by an official letter. Upon notification of a possible ADRV, the athlete was requested to attend a hearing. According to the Rules, if it is stipulated in the notification, an athlete can be requested to contest the allegations presented against them in the notification letter within a specified time period otherwise they are deemed to have accepted the consequences and renounces their right to a hearing.

Following the hearing, the Anti-Doping Review Panel would render their decision for the period of the Games and inform the athlete that disciplinary proceedings would follow with their IF, or competent NADO, concerning any period of ineligibility.

The creation and constitution of the Anti-Doping Review Panel proved to be more difficult than originally planned. Even though the Rules state that COJAR would compose the Panel at its discretion, COJAR and ANOCA agreed that the Panel would be composed of 6 members (3 nominated by ANOCA and 3 nominated by COJAR) and chaired by the ANOCA Medical Commission Chair.

ANOCA nominated three members and sent its choices to COJAR; however, a miscommunication happened as to who would cover the costs for the flights and accommodation of these members leading to them not receiving their invitations in time. ANOCA was cooperative and managed to nominate three other members who were already on-site at the Games and possessed sufficient experience; however, this caused a delay in the overall constitution of the Panel and nomination of its members that could have created significant issues had an anti-doping hearing been required.

As per the Rules, the Anti-Doping Review Panel was the sole authority capable of rendering decisions with regards to consequences related to the Games before delegating the matter to the applicable IF or ADO. Therefore, the Panel remained the only authority to issue a disqualification decision even after the Games. This proved to be problematic as multiple positive results were received by COJAR after the end of the Games (11 AAFs – detailed in Appendix 2) and after the members of the Panel had left Morocco. COJAR managed to get the Panel members to convene after the Games but this took a lot of time which caused a delay in rendering the final decisions, which as of now are yet to be issued.

Recommendations:

- *Since COJAR decided to create its own disciplinary committee composed of anti-doping experts to handle Results Management, this procedure should have been clearly explained and discussed with ANOCA to avoid the confusion that led to the Panel being*

officially constituted only after the beginning of the Games.

- *When developing Anti-Doping Rules, Major Event Organizers need to be fully aware of the rules' implications and the responsibilities the Organizers are accountable for. In this case, ANOCA and COJAR should have established a clear process to ensure that the Panel members remained available until all results were received from the Laboratory, which would have helped avoid the significant delays in rendering decisions post Games.*
- *For future Games, it is advised that the Results Management process be properly discussed in advance and documented between all the concerned parties in order to ensure everyone is aware of their responsibilities.*

8.2 Delegation to International Federation and National Anti-Doping Organization

The Games Anti-Doping Rules stipulated that the scope of responsibility for the Games' Anti-Doping Review Panel was limited to the exclusion of the athlete from the event and/or disqualification. COJAR was then required to promptly forward the matter to the relevant IF or NADO, including a copy of the Games' decision and all supporting documents, for further management and processing. However, because the Rules were communicated very late to IFs, some of them were not aware of the results management process beforehand.

Recommendations:

- *The procedure by which COJAR delegated responsibility of Results Management to the relevant IF or NADO for further processing outside of the Games period, should have been clearly specified to each IF in advance of the Games to ensure prompt management.*
- *The IFs should have also received, well in advance of the Games, copies of the Anti-Doping Rules to familiarize themselves with their content in anticipation of any Results Management procedures that they would have to conduct or follow.*

9.0 GENERAL RECOMMENDATIONS FOR FUTURE GAMES

9.1 Key Partnerships

The success of any Major Event stems from the establishment of good working relationships between the key partners involved in the Games. The fundamental partnership between the Major Event Organizer and the Local Organizing Committee forms the basis of hosting a successful event. Once the relationship is established, other key partners will include:

- The relevant IF(s) or African Confederation(s),
- The NADO, and/or RADO or any other Sample Collection Authority,
- A WADA-Accredited Laboratory,
- The Doping Control Equipment service provider,
- Doping Control Officers (National and invited International DCOs),
- The relevant Government Agencies in the host country, *and*
- Any other Agencies that may be required in hosting a successful event.

In a major multi-sport Event such as these Games, the IFs and African Confederations involved should be engaged from the outset to avoid any conflicts that could be identified between the Games' Rules and the IFs' Rules and Regulations. IFs have a wealth of knowledge with regards to their sports and disciplines, and as such, can provide additional guidance when implementing an anti-doping program for their sport. The local NADO or RADO can contribute expertise and, in some cases, has established systems in place to facilitate various processes (e.g. local transport, telecommunication, language, courier services, intelligence from border agencies).

For that purpose, every MEO should consider producing a Venue Anti-Doping Operational Manual, specific to each site, that would cover the following:

- FoP positions for Chaperones,
- Athlete notification points,
- Post-Event sequence locations and routes for athletes and Chaperones,
- DCS and waiting room locations,
- Sport-specific procedures, e.g. repêchages, and how they may affect the timing of notification,
- Key in-venue contacts, *and*
- Health and safety information, as well as evacuation routes.

The principle should be to familiarize the workforce so that they become experts of the specific venue and the sport(s) at which they will operate.

Similarly, common anti-doping-specific procedures should be drafted for Major Events where other service providers are required to deliver anti-doping activities or provide services, such as transport of athletes after doping control, transfer of Samples to the Laboratory, basic equipment and requirements in a DCS, maintaining and cleaning the DCS, food in the DCS, etc.

9.2 Planning

Planning an anti-doping program for a Major Event can be a significant opportunity for the ADOs and personnel involved to use that event as a catalyst for their own development. Both COJAR and the RADO Zone I had the opportunity to show athletes and the anti-doping community that they were competent organizations, able not only to host, but also to deliver a successful edition of the African Games with a high-quality anti-doping program.

Throughout the planning phase, every MEO should ensure good use of the latest techniques and expertise in the field of anti-doping. This includes scientific advancements in Sample analysis and effective management of all relevant stakeholders involved in the Major Event.

The key to hosting a successful Major Event is to learn from previous editions and similar events. Which is why in this edition, the IO Team ensured that the MEO as well as the LOC receive a copy of the IO Report for the previous edition of the Games that was held in Brazzaville in 2015. This alerted them to certain issues such as the importance of having international DCOs and the need to have a clear and established structure for the Anti-Doping Team.

This also made the LOC aware of the fact that the IO Team is available to assist them in the lead-up to the Games. Through several teleconferences as well as coordination meetings,

COJAR was provided with several tools to assist with its Doping Control program, this included project plans, task lists and general recommendations. Because they were receptive to this assistance, COJAR was able to better plan ahead for many critical areas. However, after the Games started, there was still too much time spent on trying to secure basic necessities for the program such as designated transport and functional TUE and Results Management Committees, hopefully this can be avoided for future editions.

9.3 Timeline

Thanks to coordination meetings, both COJAR and the RADO Zone I were able to address important anti-doping related matters and finalize key issues before the start of the Games, these issues included recruitment of international DCOs, the appointment of Station Managers, and the inspection of DCS among others. This resulted in the implementation of an efficient anti-doping program. With only a few months available to prepare for the Games, it was crucial for COJAR to use any opportunity to hold fruitful discussions with all stakeholders, and in particular to strengthen collaboration with the RADO Zone I based in Morocco.

Any Major Event's anti-doping program should be project-based, to include budgets, timeframes and milestones identified for each Functional Area (FA) and integrated into the event project plan. This was not the case for this edition of the Games, despite the IO Team recommending COJAR to develop a concrete project plan along with the RADO.

It would have also been helpful for ANOCA to include clear expectations of when key milestones should be completed by COJAR. These deliverables could then have been reviewed on a regular basis, either through formal coordination meetings, or through less formal project review meetings that would have included all relevant parties. Such meetings would have been an excellent opportunity to present the progress made to ensure that all the relevant stakeholders are present and are aware of the issues and challenges faced in the lead up to the Games. These meetings would also ensure that deadlines are met, and that new or unforeseen anti-doping activities are added to the project planning and assigned to the appropriate responsible person for further management.

9.4 Workforce

If there is one thing that this report cannot stress enough, it is the professionalism of the local DCOs, who exceeded expectations and worked alongside the international DCOs to ensure the delivery of a professional and adequate anti-doping program. These Games were a unique opportunity for the national DCOs to perform at an international level, and they are probably the best legacy that this event will leave behind. We hope that Morocco will take the opportunity to benefit from them in developing their own national program.

The international DCOs also proved to be a very important and necessary investment that formed an integral part of the smooth running of the program. They were also able to return to their respective ADOs with important knowledge and experience that will no doubt enrich their skills going forward.

9.5 Education

In addition to the recommendations already included in this report, we would like to reinforce

that WADA already offers many different tools to assist stakeholders with their education programs and help them educate targeted groups with suitable activities.

There are tool kits of activities customized for coaches, teachers, program officers and sport physicians, and many different brochures providing anti-doping information that all MEOs should use when developing their own anti-doping education programs.

9.6 Communication

Communication is key. Every MEO should value the importance of communicating all the relevant information regarding the anti-doping program in advance of the Games, for example through their own website, local media or the website of the Organizing Committee.

In addition to mass communications to NOCs, which did not work at the occasion of the 12th edition of the African Games, we would highly recommend every Organizing Committee to establish a NOC extranet, allowing for better sharing of information to all participating nations. Anti-doping could benefit from such an extranet and make a lot of various materials available directly to NOCs via this channel.

Communication with IFs is an integral part of the success of an anti-doping program, it allows for the clear establishment of the roles and responsibilities of all parties involved and permits each party to openly present their expectations and requirements. This is particularly important when certain tasks are delegated to the IFs that will require for them to prepare and plan accordingly. For future Games, the MEO and LOC need to explore more efficient ways of interactive communications with IFs and certainly need to prioritize this to be done as early as possible.

9.7 Opportunities

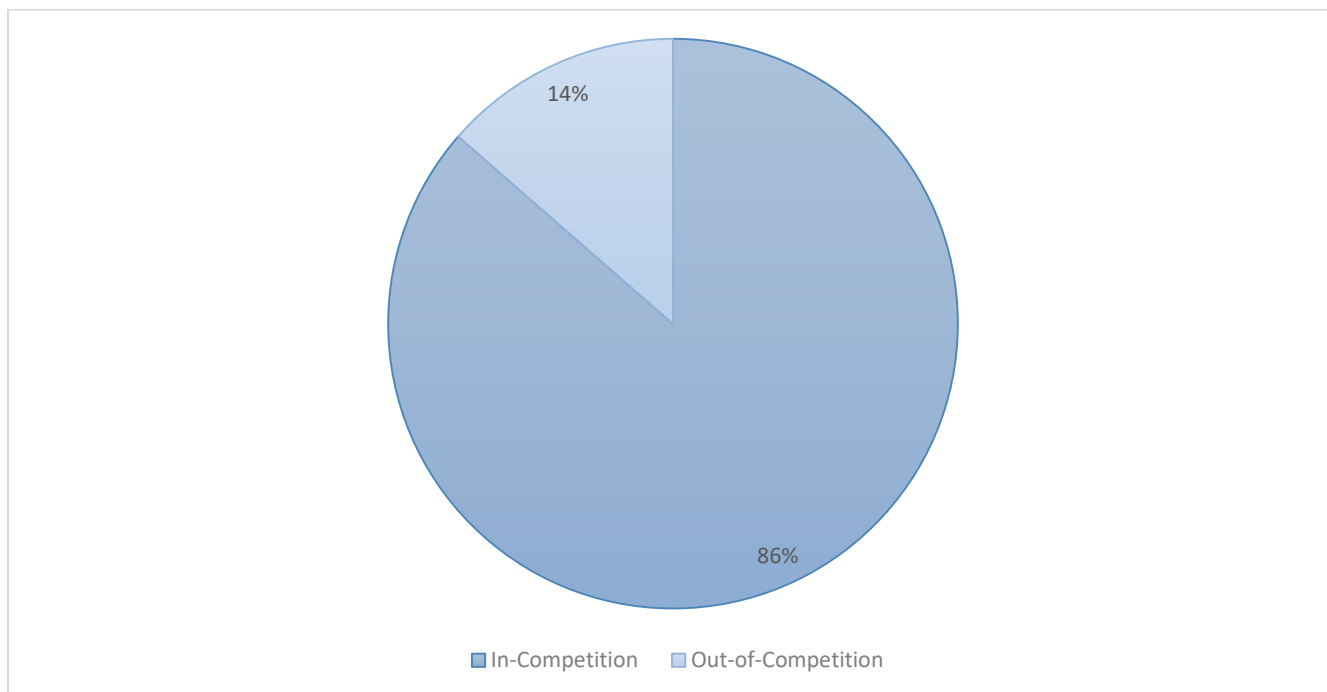
Several other valuable opportunities arose from these Games that should be considered not only for future editions of the African Games, but also for any other Major Event:

- Whilst this was not in place for the 12th edition of the African Games, it is the view of the IO Team that whistleblowing should be encouraged, and mechanisms established to make such activity possible. Athletes and Athletes Support Personnel must become more proactive in the fight against doping in sport, they should be encouraged and incentivized to come forward with information on doping activities and should insist on the establishment of mechanisms for doing so.
- In addition to the WADA Outreach Booth in the Village, the IO Team feels that value-based education is an essential way to prevent doping and encourage athletes to stay clean and true to the spirit of their sport. For future editions, the MEO could make it mandatory for NOCs to offer athletes in-person anti-doping education prior to participating at the event. All athletes can also be required to complete certain anti-doping activities such as the WADA Alpha module available on ADeL.
- All host countries should benefit from the legacy that such a Major Event leaves behind. In the case of the 12th African Games, Morocco has to ensure that the capacity building achieved in anti-doping during this event are applied to the national anti-doping program going forward.

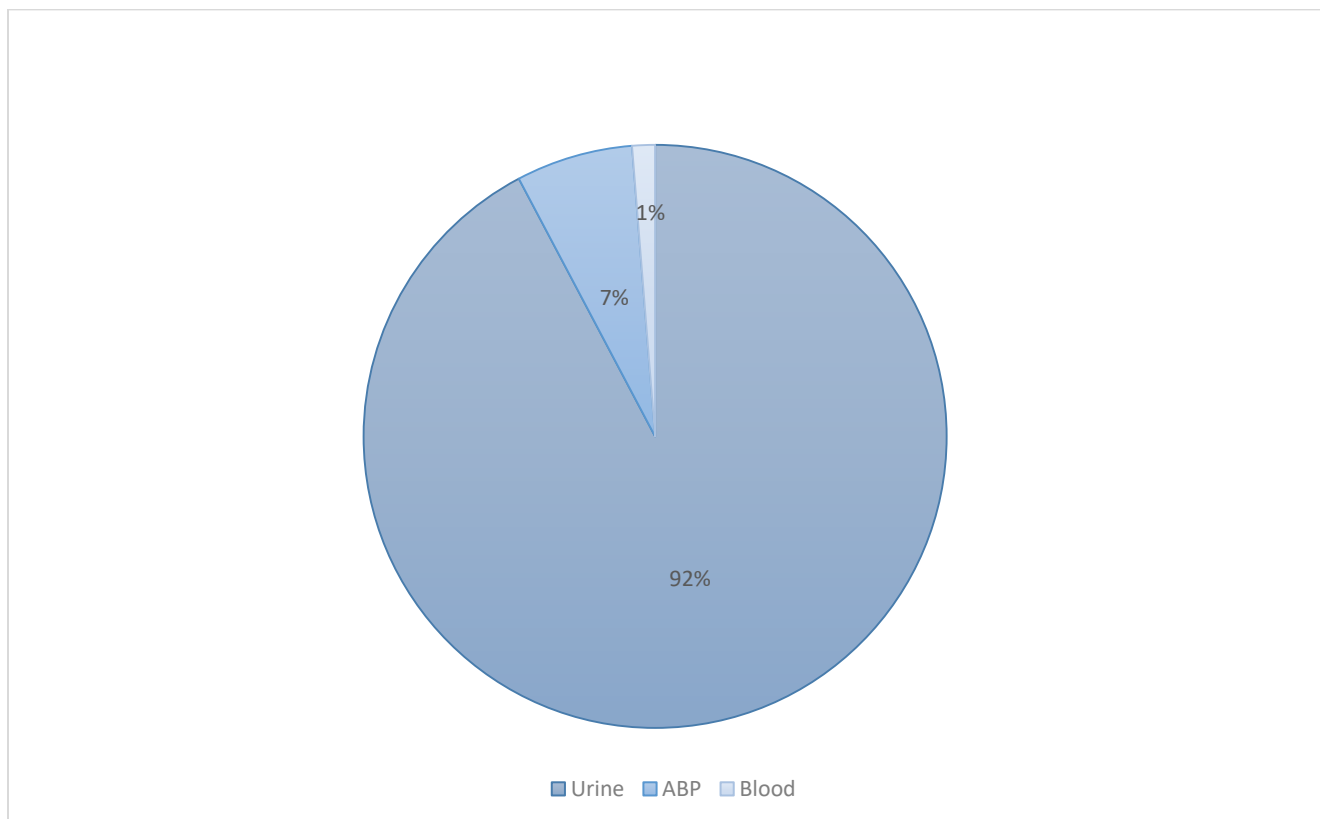
APPENDIX 1: BREAKDOWN OF TESTS

| | |
|--|------------|
| Number of tests | 633 |
| Number of In-Competition (IC) tests | 547 |
| Number of Out-of-Competition (OOC) tests | 86 |
| Number of Urine Samples | 584 |
| Number of Blood Samples | 8 |
| Number of ABP Blood Samples | 41 |
| Number of tested athletes | 533 |
| Number of ESA analysis | 111 |
| Number of GH analysis | 8 |
| Number of GHRFs analysis | 60 |
| Number of Adverse Analytical Findings | 11 |

In-Competition (IC) to Out-of-Competition (OOC) ratio



Sample Type Breakdown



APPENDIX 2: SUMMARY OF ADVERSE ANALYTICAL FINDINGS (AAFS)

| | Sex | Sport | IC / OOC | Substance |
|----|-----|-------------------|-------------|--|
| 1 | M | Equestrian Sports | IC | S8 Cannabinoids |
| 2 | M | Cycling | IC | S1.1A AAS Exogenous/Metandienone |
| 3 | M | Badminton | IC | S6 Octodrine + metabolite heptaminol |
| 4 | M | Athletics | IC | S8 Cannabinoids |
| 5 | M | Weightlifting | IC | S6 Stimulant 5-methylhexan-2-amine (1,4-dimethylpentylamine) |
| 6 | F | Weightlifting | IC | S6 Stimulant 5-methylhexan-2-amine 1,4-dimethylpentylamine |
| 7 | M | Weightlifting | IC | S6 Stimulant 5-methylhexan-2-amine 1,4-dimethylpentylamine |
| 8 | F | Weightlifting | IC | S6 Stimulant 5-methylhexan-2-amine 1,4-dimethylpentylamine |
| 9 | M | Weightlifting | IC | S6 Stimulant 5-methylhexan-2-amine 1,4-dimethylpentylamine |
| 10 | F | Weightlifting | IC | S6 Stimulant 5-methylhexan-2-amine 1,4-dimethylpentylamine |
| 11 | M | Boxing | IC | S9 Deflazacort S1.2 Anabolics/Clenbuterol |