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ISTI

Information Gathering and Intelligence Sharing Guidelines

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1.0 Introduction and Scope

1.1 Introduction

The World Anti-Doping Code (Code) Article 5.8 requires Anti-Doping Organizations (ADOs) to ensure that they are able to do each of the following, as applicable and in accordance with the International Standard for Testing and Investigations (ISTI):

- **5.8.1** Obtain, assess and process anti-doping intelligence from all available sources to inform the development of an effective, intelligent and proportionate test distribution plan, to plan *Target Testing*, and/or to form the basis of an investigation into a possible anti-doping rule violation(s);
- **5.8.2** Investigate *Atypical Findings* and *Adverse Passport Findings*, in accordance with Articles 7.4 and 7.5 respectively; and
- **5.8.3** Investigate any other analytical or non-analytical information or intelligence that indicates a possible anti-doping rule violation(s), in accordance with Articles 7.6 and 7.7, in order either to rule out the possible violation or develop evidence that would support the initiation of an anti-doping rule violation proceeding.

These Information Gathering and Intelligence Sharing Guidelines set out the successive steps to:

- Collect and collate information from various sources.
- Analyze information to produce intelligence.
- Formalize information into an intelligence report.
- Use intelligence to design Test Distribution Plans (TDPs).
- Share intelligence with external partners.

1.2 Scope

The primary objective of these Guidelines is to ensure that each ADO understands the successive steps to collect information and produce intelligence to maximize its anti-doping program. The Guidelines are not intended to explain the investigative process.

Each section details the relevant steps of the intelligence cycle and provides best practice recommendations. Key references to consult are identified, with a template for recording external information provided as an appendix.

1.3 Definitions

This document includes defined terms from the Code, International Standard for Laboratories (ISL) and ISTI.

Definitions are provided in Guidelines Section 9.0.

1.4 Key Provisions

Users of these Guidelines are advised to familiarize themselves with key provisions of the Code and ISTI listed below.

1.4.1 Key Code Provisions

- Article 2: Anti-Doping Rule Violations
- Article 5: *Testing* and Investigations

1.4.2 Key ISTI Provisions

- Section 4: Planning Effective *Testing*¹
- Section 11: Gathering, assessment and use of intelligence

1.5 Documentation

The following are considered main references for the Information Gathering and Intelligence Sharing Guidelines, all of which are available on [WADA's Web site](#):

- [2015 World Anti-Doping Code](#)
- [International Standard for Testing and Investigations](#)
- [International Standard for the Protection of Privacy and Personal Information](#)
- WADA's [Guidelines for Implementing an Effective *Testing* Program](#).²

Related support documentation is provided in Appendix 1:

- External Information Form Template.

¹ ISTI Section 4 details different steps necessary to produce an effective TDP, including risk assessment, establishing the overall pool of athletes, prioritizing between sports and/or disciplines, prioritizing between different athletes, prioritizing between different types of testing, and collecting whereabouts information.

² The primary objective of these Guidelines is to ensure that each ADO has an anti-doping program in place that is as effective as resources permit, and that maximizes the probability of both detection and deterrence.

2.0 Purpose of the Intelligence Function

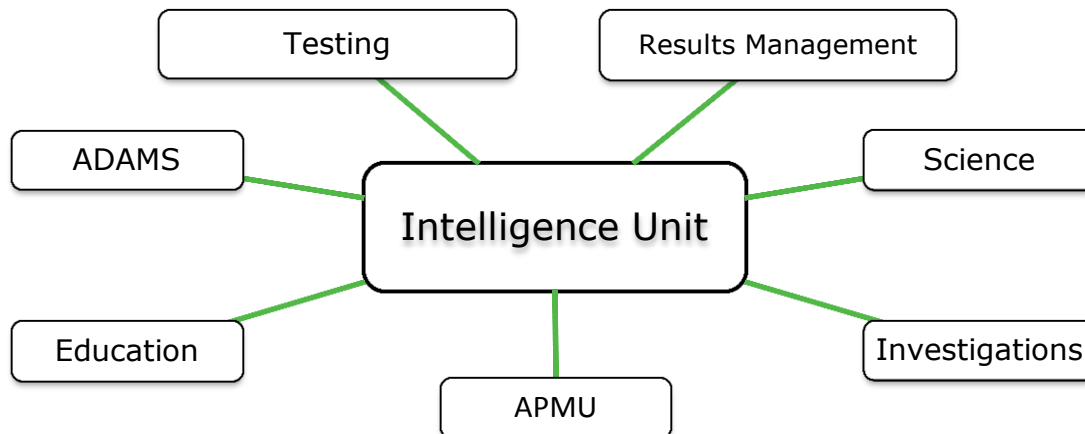
The main purpose of the intelligence function is to support anti-doping programs through intelligence-led anti-doping. Intelligence established by ADOs will provide consistent support to different anti-doping programs, specifically:

- Investigations
- Testing
- Results Management
- Science
- Education.

Depending on the program, the type and form of intelligence support may vary. For example, identifying and analyzing doping issues within specific sports will require a broad analysis. Conversely, a detailed intelligence report will help the ADO determine if a particular athlete or team committed an anti-doping rule violation (ADRV).

The ADO's intelligence manager should interact frequently with other departments/programs within the organization through various formal or informal channels. Such interaction requires a multi-disciplinary approach to intelligence issues, with the intelligence manager acting as a bridge to the different departments/programs.

The following diagram shows how an intelligence manager could interact with other departments/programs.



3.0 Intelligence and Information: Theory and Background

This section provides a general overview of the different steps of the intelligence process and related tools.

However, before diving into the process and detailing intelligence types, it is important to clarify the difference between intelligence and information.

3.1 Definitions

A common mistake is to equate '**information**' with '**intelligence**,' when the two have completely different meanings. Information is not intelligence. Confusion has led to misuse of the phrase 'collecting intelligence,' when the correct term is 'collecting information.'

Too often, **intelligence** is **mistakenly viewed as** a piece (or pieces) of **information** related to individuals, places or events that could be used to provide insight about specific issues.

In fact, information can take many forms, be collected from different resources, evaluated, and collated. However, it is important to remember that **information is simply raw data** and frequently has limited inherent meaning.

The United Nations Office on Drugs and Crime (UNODC) defines information as "knowledge in raw form."³

From a law enforcement perspective, information can be defined as "pieces of raw, unanalyzed data that identify persons, organizations, evidence, events or illustrates processes that indicate the incidence of a criminal event or witnesses or evidence of a criminal event."⁴

Intelligence is the product of the *analysis* of information. The simplest definition comes from the U.S. Department of Justice: "Information plus analysis equals intelligence."⁵

UK Anti-Doping (UKAD) also provides a clear definition: "Intelligence is information that has been analyzed and evaluated."⁶

³ [Criminal Intelligence Manual for Analysts](#). UNODC, April 2011, p. 1.

⁴ [Law Enforcement Intelligence: A Guide for State, Local, and Tribal Law Enforcement Agencies](#). David L. Carter, Ph.D., School of Criminal Justice, Michigan State University. Second Edition, January 2009, p. 11.

⁵ [Intelligence-Led Policing: The New Intelligence Architecture](#). U.S. Department of Justice Office of Justice Programs, September 2005, p. 3.

⁶ [Detecting the Dopers – Intelligence Matters](#). UKAD, November 2013, p. 2.

3.2 Intelligence Cycle and Steps

The intelligence cycle—the systemic, logical process by which intelligence is produced—consists of four successive steps:

1. Direction
2. Collection and Collation
3. Analysis
4. Reporting.

3.2.1 Direction

Direction is the line of work given by an ADO's senior management. There are two main types of direction:

- Standing priority, i.e. Test Distribution Planning, analysis by sport or discipline; and
- Specific tasking, i.e. related to recently emerged doping substances, a specific athlete or coach.

It is important to maintain a two-way discussion between ADO senior management and the intelligence manager to clarify objectives and priorities, and to maintain realistic expectations.

3.2.2 Collection and Collation

During the collection and collation phase of the intelligence cycle, information is gathered from various sources and stored in a way that will assist the intelligence manager with the analysis.

3.2.2.1 Collection

Once the line of work is assigned by the ADO's senior management, it is important that information collection be effectively planned to avoid duplication.

Planning how to collect information from various sources requires:

- Identifying the information required. (What do you need to know? Having too much information may result in losing focus on what is important.)
- Reviewing information already collected and identifying any information gap(s). (What do you need to collect?)
- Identifying the different sources and locations where information can be collected.

- Drafting a collection plan of information deemed most necessary.

The collection plan must focus on the direction provided by senior management and meet these requirements.

Section 4 goes into further detail on collection.

3.2.2.2 Collation

The collation process is defined firstly, as the evaluation of the information collected, and secondly, as the storage of information.

Effective collation is the key precursor of information analysis, as it involves a) identification of relationships among the data, and b) exposure of various patterns and trends.

Upon receiving information, the intelligence manager should first evaluate the reliability of the source, then assess the accuracy of the information itself. This double process is done separately using the Admiralty Scale (a NATO intelligence system), a method for evaluating collected items of information. The Scale comprises a two-character notation assessing the reliability of the source and the assessed level of confidence in the information.

Section 5 goes into further detail on collation and the Admiralty Scale.

3.2.3 Analysis

Analysis is a crucial step in which different, possibly disjointed, pieces of information are analyzed to produce intelligence.

The analysis process involves the examination and interpretation of collected information to:

- a. Identify trends, patterns and relationships; and
- b. Determine the interaction between these elements to establish scenarios and relationships.

The main purposes of analysis are to:

- Identify casual factors.
- Reduce levels of uncertainty.
- Explain a situation.
- Anticipate/predict an outcome.
- Explain the significance of trends, patterns and relationships.

Important clarification: In context of these Guidelines, 'analysis' does not apply to, or occur in, a laboratory context.

Section 6 goes into further detail on analysis.

3.2.4 Reporting

Reporting is the last step of the intelligence cycle.

Intelligence produced by the analysis of collected and evaluated information is formalized in an intelligence report that is forwarded to the ADO's senior management. This report can also be disseminated by the ADO to external partners for the purpose of information sharing and/or action.

There are different issues related to the intelligence report, including writing style, structure, dissemination, and feedback following dissemination.

There are also different kinds of reports, depending on the different types of intelligence produced.

Section 7 goes into further detail on reporting.

3.3 Types of Intelligence

Generally, there are three different types of intelligence:

- Tactical
- Operational
- Strategic.

3.3.1 Tactical Intelligence

Tactical Intelligence primarily focuses on a single issue, and is generally produced for staff in the field who use intelligence in their job, e.g. a Doping Control Officer (DCO) receiving intelligence on doping allegations. This type of intelligence results from a combination of reliable information (proven fact) and analysis, and is usually descriptive.

Examples of Tactical Intelligence

- Is this person an athlete/athlete support person under the Code?
- Has this athlete/athlete support person committed an ADRV?

3.3.2 Operational Intelligence

Operational Intelligence is produced for decision-makers and management, and focuses on broad issues. This type of intelligence results from a balanced combination of information and analysis, and is both descriptive and predictive.

Examples of Operational Intelligence

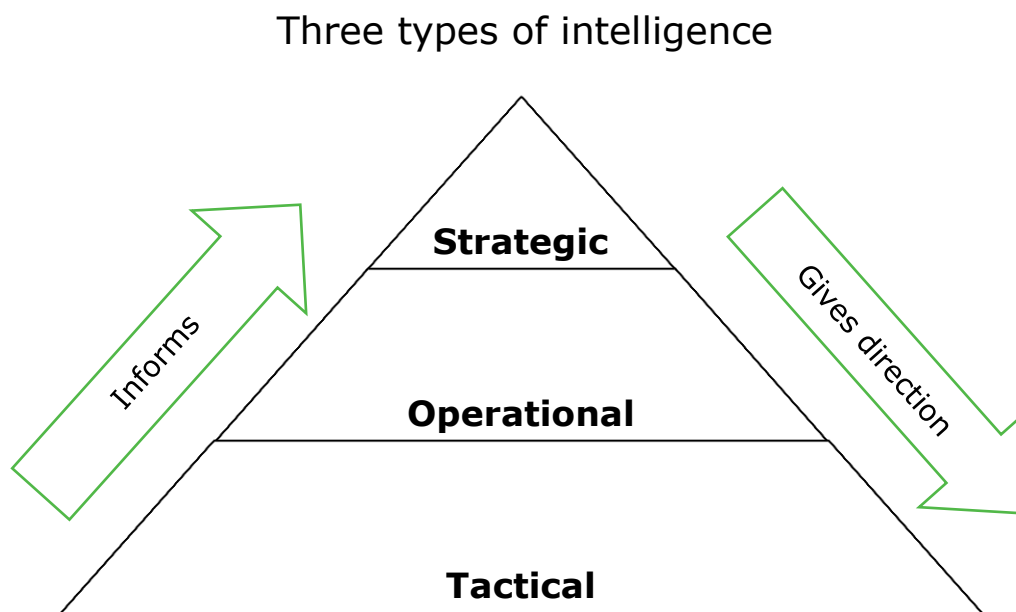
- Seeks to identify and find solutions to repetitive problems.
- Focuses on a specific team where athletes are alleged to have committed ADRVs.

3.3.3 Strategic Intelligence

Strategic Intelligence is dedicated to executive management, and focuses on large-scale issues. This type of intelligence results from a combination of simple information and in-depth analysis, and is more predictive than reactive. Strategic Intelligence evolves over time and explores long-term, large-scale solutions. In this respect, Tactical and Strategic Intelligence are on opposite sides of the intelligence scale.

Example of Strategic Intelligence

- Focuses on new doping threats, e.g. new sophisticated substances with possible doping use.



4.0 Collection of Information From Different Sources

4.1 Collection Planning

Planning the collection of information from various sources requires:

- Identifying the information required. (Clarify what you need to know, as too much information may result in losing focus on what is important.)
- Reviewing the current holdings and identifying the information gap(s). (What you need to collect.)
- Identifying the different sources and locations of information you need to collect.
- Drafting a collection plan of information deemed most necessary.

The collection plan must follow these requirements and reflect the direction provided by the ADO's senior management.

4.2 Different Sources

4.2.1 Internal Sources

4.2.1.1 ADAMS

Under the Code, the World Anti-Doping Agency (WADA) has an obligation to coordinate anti-doping activities and provide a mechanism to assist stakeholders with Code implementation.

The Anti-Doping Administration & Management System (ADAMS) is a secure online database management system created to simplify the daily activities of all stakeholders involved in the anti-doping system.

ADAMS has four primary functions that address key ADO activities:

- Athlete Whereabouts—facilitates the ADO's ability to locate athletes with no notice, maximizes the surprise and efficiency of unannounced out-of-competition testing.
- Information Clearinghouse—in particular, provides access to laboratory results and ADRVs.
- Doping Control Platform—useful in doping control program management.

- Therapeutic Use Exemptions (TUEs)—provides online management of TUE requests and authorizations.

In this regard, ADAMS contains a significant amount of information. Depending on access rights, ADOs have at their disposal multiple resources covering the following topics:

- Associations
- Athlete Biological Passport
- Biographical data
- Competition schedules
- Doping Control Forms
- Hematological Module
- Low density and low volume tests
- Negative findings
- Steroidal Module
- Testing history
- TUEs
- Prior tests
- Whereabouts

When an athlete tests positive for the presence of a prohibited substance, efforts should be made to organize a formal interview to ascertain the facts surrounding the use of that substance (or substances). This information may lead to the detection of other possible ADRVs and the involvement of athlete support personnel or the athlete's entourage. Proof of such involvement can lead to criminal prosecution based on domestic legislation. It may also lead to obtaining information related to the trafficking of illegally supplied substances, which constitutes a criminal offence.

The Substantial Assistance provision articulated in the Code encourages inquiries be undertaken in this regard.

Substantial Assistance is a legal tool that allows credit to be given to athletes or athlete support personnel who assist ADOs in the pursuit of other athletes, support personnel or entourage members involved in doping. Should the information provided result in the discovery or establishment of an ADRV, part of the sanction imposed on the athlete, support personnel or entourage can be suspended.

For the purposes of Code Article 10.6.1, a person providing Substantial Assistance must:

1. Fully disclose in a signed written statement all information he/she possesses related to ADRVs.
2. Fully cooperate with the investigation and adjudication of any case related to that information, including, for example, presenting testimony at a hearing if

requested to do so by an ADO or hearing panel. Further, the information provided must be credible and must comprise an important part of any case that is initiated, and must provide a sufficient basis on which a case could be brought.

In context of an ADRV finding, ADAMS can provide good information on:

- Atypical Findings
- Other ADRVs
- Prior violations (e.g. modus operandi, type of doping substances)
- Sanctions.

4.2.1.2 Athletes and Athlete Support Personnel

Much information can be collected from athletes and/or athlete support personnel (i.e. coaches, trainers, agents, medical staff).

Interviews with athletes, support personnel or entourage members, following an Adverse Analytical Finding (AAF) may provide more information about the circumstances of the AAF.

In this regard, key information can be gathered from:

- Athlete performance results
- Competition schedules
- Educational outreach programs.

Information can be also collected from different units/departments of the ADO, i.e. education, testing, whereabouts/ADAMS.

For example, during education or outreach sessions, young athletes could provide information on possible use of doping substances by other athletes. Such information, collected by the education department, must be forwarded to the intelligence manager.

4.2.1.3 Chaperones and Doping Control Officers

Chaperones and DCOs should collect and document information in the field such as:

- Athlete training locations, partners and support personnel, which may not be available via whereabouts;
- Suspicious athlete and support personnel behavior such as overhydrating or delaying sample provision;
- Any other behavioral or logistical observations that may inform future testing strategies.

4.2.2 External Sources

Based on the different cooperation agreements or Memorandums of Understanding signed by the ADOs, a large amount of information could be collected from various relevant partners such as:

- Health agencies (e.g. information on new/unknown substances with possible or confirmed doping use);
- Sport bodies at the appropriate level;
- Law enforcement agencies (e.g. local/state/national/international police, gendarmerie, border police);
- Other ADOs, including National Anti-Doping Organizations and International Federations (IFs).

4.2.3 Open Source Information/Data

Open source information is generally obtained via the Internet through online media reporting, sport reporting, online user communities, online sport communities, chatrooms, blogs, etc.

Social media contributes to an extensive open source information repository (i.e. Facebook, Twitter, Instagram, Google+, Snapchat, Flickr, etc.).

Additionally, open source information can be obtained from books, magazines, newspapers, academic journals, and research papers.

To conduct effective online searches, follow the tips provided in the next two subsections.

4.2.3.1 Basic Searching Tips

The primary tip is to keep search queries as simple as possible. Use keywords rather than a sentence when using search engines like Google. Descriptive words yield more relevant results. If possible, use only a few words in combination.

Structure how the words or information you are looking for would be written in context of where you are searching, i.e. within a Web site. For example, to collect information on doping substances, use the street name/brand name versus the precise chemical name.

4.2.3.2 Advanced Searching Tips

TERM	DESCRIPTION OF RESULTS DESIRED	EXAMPLE
AND	Must include both terms.	Testosterone AND cycling
OR	Include either the first term or the second term.	Dianabol OR DBOL
NOT	Include the first term, but not the second term.	hGH NOT somatropin
" "	Must include the exact phrase.	"Tour de France"
~	Include synonyms of the term.	~ EPO
+	Ignore synonyms for this term.	Football + dianabol
-	Exclude this term.	Steroid - stanozolol
*	Include all search terms and replace the * with any whole word.	Smith tests positive for *
Site:	Results from certain Web sites or domains.	Stanozolol site:wada-ama.org
File type:	Only the file type specified.	Somatropin filetype: .pdf
(nesting)	Apply a variety of advanced search types in the order specified.	Customs AND (steroid OR ~ hGH)

Note: Using keywords in the search query will enhance the results.

5.0 Collation of Collected Information

Once the intelligence manager collects information from various sources, it must be collated. Collation of information will help identify relationships and patterns between data.

5.1 Admiralty Scale

The intelligence manager evaluates the reliability of the source first, then assesses the accuracy of the information itself. This double process should be done separately using the Admiralty Scale (a NATO intelligence system).

The Admiralty Scale is a method for evaluating collected items of information. The Scale comprises a two-character notation assessing the reliability of the source and the assessed level of confidence in the information.

The basis for these assessments should be the following:

- Source
 - Whether the source has provided accurate information in the past.
 - The motivation of the source for providing the information.
 - How the source obtained the information.
- Information
 - Whether the source is corroborated or contradicted by other sources.

The Admiralty Scale evaluation is summarized in the following two tables.

Assessing the source

RATING	SUMMARY	DESCRIPTION
A	Completely Reliable	Information provided previously was always reliable. The source has good access to information.
B	Usually Reliable	Information provided previously was usually reliable. The source's access to information is mostly good.
C	Fairly Reliable	Information provided previously was occasionally reliable. The source's access to information is partially good.
D	Usually Unreliable	Information provided previously was usually unreliable. The source's access to information is partially good or partially unsound.
E	Unreliable	Information provided previously was always unreliable. The source's access to information is partially or completely unsound.
F	Reliability Unknown	It is impossible to assess reliability of information provided by the source.

Assessing the information

RATING	SUMMARY	DESCRIPTION
1	Confirmed	The information has been confirmed by independent sources.
2	Probably Accurate	The information has been mostly confirmed by independent sources.
3	Possibly Accurate	The information has been partially confirmed by independent sources.
4	Possibly Inaccurate	The information has been partially contradicted by independent sources.
5	Probably Inaccurate	The information has been mostly contradicted by independent sources.
6	Accuracy Unknown	There is insufficient information from sources to confirm or contradict the information.

While evaluating and rating the source and the information, be careful to avoid the 'halo' effect, which occurs when information receives the same rating as the source, i.e. A1, B2, C3.

This may mean that the source and information were not evaluated and rated separately.

6.0 Analysis

6.1 Definition

Analysis is the interpretation of collected information to identify trends, patterns and relationships as directed by the ADO's senior management.

The analysis process involves examining collected information to establish patterns and relationships that could be meaningfully interpreted.

6.2 Purpose

Analysis seeks to explain the significance of the information and clarifies if it is consistent with the direction given by senior management.

The main purposes of analysis are to:

- Reduce levels of uncertainty.
- Explain a situation.
- Anticipate/predict an outcome.
- Explain the significance of trends, patterns and relationships.

6.3 Principles

During the analysis process, there are some principles to follow carefully.

6.3.1 Use of Logic

Logic is the study of the relationships and interdependence of a series of events or facts,⁷ and typically follows a particular method of argument or reasoning.

Logic lies at the heart of all information analysis, with deductive and inductive the two primary types of logic used by analysts.

Deductive logic is defined as drawing conclusions from previously formulated premises.

Inductive logic is defined as arriving at a generalization on the basis of one or more observations.

These two types of logic are represented in the following table.

Two types of logic

DEDUCTIVE LOGIC		INDUCTIVE LOGIC	
Premise 1	All persons named Greg are male.	Observation 1	The last 20 people I have met named Greg have been male.
Premise 2	This person is named Greg.	Observation 2	This person is named Greg.
Conclusion	This person is male.	Conclusion	This person is male.

⁷ [Definitions of logic](#). Collins English Dictionary 2015.

6.3.2 Empirical Method

In addition to the two primary types of logic, the principals of analysis also involve the empirical method of reasoning, which identifies key questions to ask when examining collected information.

The empirical method is summarized in the table below.

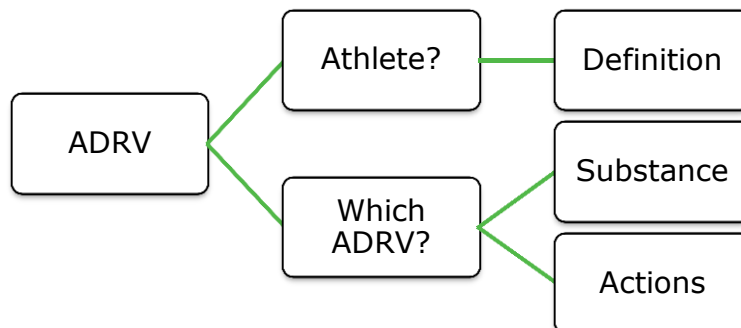
Key questions to ask

QUESTION	IN ISSUE	EXAMPLE
Who?	With whom, on behalf of whom	Responsible, accomplice
What?	With what, in relation to what	Substance, methods
Where?	By, to where	Place
When?	From when, until when	Date, periodicity, duration
How?	Way, under what conditions	Process, methods
How much?	At what dose, what values	Quantities, budget
Why?	Cause, patterns, finality	Justification

6.3.3 Break Down the Information

The information previously collected and collated must be broken down into basic components and studied separately. The dissected pieces of information should be examined to check if they confirm, supplement or contradict each other.

Information dissection



The breakdown of each piece of information is also a method analysts use to check specific points/issues.

6.3.4 Answer the 'So What' Question

While conducting the analysis process, the intelligence manager must keep in mind the direction given by the ADO's senior management. In this respect, the intelligence manager will always be able to answer the 'so what' question, to meet senior management's requirements or expectations.

6.4 Analysis Obstacles to Avoid

There are some hindrances to analysis that must be avoided by the intelligence manager.

Preconceptions

To avoid preconceptions, the ADO should ensure the intelligence manager's knowledge and experience are constantly updated (through relevant training, information sessions, webinars, etc.) to ensure new developments and new issues that arise in daily work are understood and incorporated.

Bias

It is essential the intelligence manager maintains a high level of self-awareness when conducting an analysis, given individual biases could interfere with an objective analysis. Analytical rigour is an effective means to block biases.

6.5 Levels of Confidence

When the intelligence manager produces intelligence on collected information following the analysis process, it is important that the intelligence manager also communicates the level of confidence in the assessment.

Confidence levels are represented in the table below.

Assessing confidence

TERM USED	LEVEL OF CONFIDENCE
Confirmed	100%
Probable	80% - 99%
Likely	60% - 79%

Possible	40% - 59%
Unlikely	20% - 39%
Very Unlikely	Less than 20%

Regarding levels of confidence, important points to comprehend and underscore include:

- Intelligence can only be assessed as 'Confirmed' (100%) if at least two independent sources indicate it to be true.
- An assessment of 'Very Unlikely' reflects a 'Less than 20%' chance the intelligence could be true, and signals that the intelligence is primarily based on incomplete—and possibly contradictory—information. It is important to note that a level of uncertainty, however small, will always exist.

7.0 Reporting

Reporting is the last step of the intelligence cycle. The intelligence produced by the analysis of collected and evaluated information must be formulated in an intelligence report.

Intelligence reports are to be forwarded to the ADO's senior management for review. The report might also be disseminated to external partners for information sharing and/or action.

7.1 General Principles of Report Writing

The intelligence manager must keep in mind that an intelligence report is to be timely, accurate, precise, and concise.

The general principles of sound report writing will determine the style, structure and feedback.

7.1.1 Report Style

When writing an intelligence report, the intelligence manager must follow some basic rules.

The intelligence report serves as a logical argument to convince the reader (mainly the ADO's senior management) that the conclusions reached in the analysis process are sound and would also have been reached by the reader.

The intelligence manager should:

- Present the conclusions reached and the logical reasons for reaching these conclusions.
- Use clear, concise and unambiguous language to ensure brevity and efficiency, minimizing the use of jargon and/or technical words.
- Spell out less commonly used abbreviations on first use, followed by initials or acronyms in parentheses.

If the intelligence report is shared with external agencies (e.g. government agencies, law enforcement, etc.), the intelligence manager should assume the reader is unfamiliar with anti-doping language. The use of terms not commonly known outside of the anti-doping community should be minimized and/or explained to ensure the meaning is clear, so the document is easily understood by the reader.

7.1.2 Report Structure

The report structure should adapt to relevant intelligence—Tactical, Operational, or Strategic.

The suggested structure for the relevant intelligence report is provided in the following table.

Report structure

TACTICAL	OPERATIONAL	STRATEGIC
Issue	Summary	Executive Summary
Background	Background	Issue
Information	Analysis	Background
Conclusion	Conclusion	Discussion
		Conclusion
		Recommendations

7.1.3 Tactical Intelligence Report

In these Guidelines, WADA focuses on the report structure used for Tactical Intelligence—the analysis of a complex issue (possibly in great depth) that may be shared with external agencies.

The four sections of a Tactical Intelligence report are described below.

Issue

This section contains a summary of key information and the conclusion(s) of the intelligence. This stand-alone section allows the reader easily understand the main points of the report.

Background

This section provides information concerning the issues or events that led to the report's creation. For example, if the report focuses on an athlete who illegally imported a performance enhancing drug, this section would contain detailed information regarding the seizure (i.e. who, what, when, where, how, why, etc.) including the type of substance, quantity, price, concealment method, origins, sender, and receiver. The section could further contain additional information establishing, for example, that the involved person is an athlete.

Information

This section is important as it contains all relevant information establishing the athlete, and/or concerned athlete support personnel or entourage has/have committed an ADRV under anti-doping legislation, including the Code. The section should facilitate the reader's understanding of the issue(s) at stake. In this regard, presenting each issue as a subheading is recommended.

As the intelligence report supports test planning and/or possible investigations, relevant details regarding the athlete must be included such as:

- The athlete's performance results and/or history.
- Confirmation from the relevant IFs that the individual is currently an athlete.
- All information supporting or contradicting the allegations made against an athlete involved in an ADRV.
- Any other relevant information regarding the issue(s) identified.

Outlining the logical steps followed should lead the reader to reach the same conclusion revealed in the intelligence report.

Conclusion

This section contains the conclusion reached based on the analysis process; answers the 'so what' question for the ADO's senior management; and allows the reader to make an informed decision on potential action and/or sharing. The conclusion section should summarize the findings in a condensed fashion. Within this section, the intelligence manager assesses the relevance and confidence in the analysis, and the conclusion reached.

7.2 Report Administration

Good report administration safeguards sensitive information, ensures the efficiency of the intelligence process, and allows the intelligence manager to securely share this intelligence with external partners when appropriate.

7.2.1 Brand and Number

The intelligence manager should brand and number all reports to identify and protect work from unwanted dissemination.

While each ADO will have its own administrative rules, an easy way to brand an intelligence report is to use the organization's logo and colors.

The process may be similar to the structure and numbering of an ADO report, and include Product number/Current year, ADO name, Directorate/Issue (report title), intelligence manager name, and dissemination classification (for internal or external purposes).

A branded, numbered report will also facilitate and enhance intelligence exchange with other agencies, particularly law enforcement.

7.2.2 Registration and Classification

The numbering of intelligence reports will help ADOs to effectively register and classify their intelligence products, especially if intelligence reports shared with external agencies involve follow-up requests.

7.3 Other Report Types

These Guidelines mainly address Tactical Intelligence with possible dissemination to external agencies. However, there are also other types of reporting that focus on different kinds of intelligence.

7.3.1 Intelligence Brief

The Intelligence Brief reports Operational Intelligence, with a more in-depth analysis of information applied to illustrate analytical conclusions. This report focuses on larger-scale issues and is designed to support operational planning decisions.

The Intelligence Brief contains the following sections:

- Summary
- Background
- Analysis
- Conclusion.

7.3.2 Intelligence Assessment

The Intelligence Assessment reports Strategic Intelligence. This report includes deep analysis and supports strategic planning decisions for senior management.

The Intelligence Assessment contains the following sections:

- Executive Summary
- Issue
- Background
- Discussion
- Conclusion
- Recommendations.

8.0 Information and Intelligence Storage

There are different methods to rigorously and efficiently store relevant information/data and, consequently, intelligence. Databases and link analysis software are dedicated tools. However, they have some requirements that limit their accessibility to many ADO staff.

Accordingly, these Guidelines do not describe databases and link analysis software in great detail.

8.1 Databases

A database can be defined as a systematized collection of data manipulated by a data-processing system for a specific purpose.

Databases are dedicated tools that store and analyze wide-ranging data. A database provides the analyst relevant information among large sets of data.

Databases offer many benefits, but also have specific requirements that can limit their use. Reliable Information Technology (IT) equipment and infrastructure are required. The intelligence manager must be trained to use all database capacities.

Databases need a large amount of data to work effectively. There are also financial considerations regarding user license fees and how many individuals will use the system. Depending of the type of database, license fees vary significantly.

There are basic tools that can provide an intelligence manager genuine information storing support. The traditional Excel spreadsheet (or OpenOffice free version) is a good, cheap tool that is useful in sorting data and identifying patterns in large data sets. Spreadsheets can easily be imported into visual analysis software.

Important reminder: The storage of data, particularly personal data, is highly sensitive. In this regard, it is crucial for the intelligence manager to consult the 2015 International Standard for the Protection of Privacy and Personal Information.

The intelligence manager and relevant ADO staff members must also carefully check national laws and ensure all legal requirements are met.

8.2 Link Analysis Software

Link analysis software is used to evaluate relationships and/or connections between different data. This software focuses on analysis of relationships among data through visualization methods (e.g. network charts, association matrixes) and integrates the Admiralty Scale.

As with databases, link analysis software offers many benefits, but also has specific requirements that can limit its use.

IT equipment and infrastructure are required, as is connection to relevant databases. Similar to databases, the cost of user licenses vary by software.

9.0 Definitions

9.1 2015 Code Defined Terms

ADAMS: The Anti-Doping Administration and Management System is a Web-based database management tool for data entry, storage, sharing, and reporting designed to assist stakeholders and WADA in their anti-doping operations in conjunction with data protection legislation.

Adverse Analytical Finding (AAF): A report from a WADA-accredited laboratory or other WADA-approved laboratory that, consistent with the International Standard for Laboratories and related Technical Documents, identifies in a *Sample* the presence of a *Prohibited Substance* or its *Metabolites* or *Markers* (including elevated quantities of endogenous substances) or evidence of the *Use of a Prohibited Method*.

Adverse Passport Finding (APF): A report identified as an *Adverse Passport Finding* as described in the applicable *International Standards*.

Anti-Doping Organization (ADO): A *Signatory* that is responsible for adopting rules for initiating, implementing or enforcing any part of the *Doping Control* process. This includes, for example, the International Olympic Committee, the International Paralympic Committee, other *Major Event Organizations* that conduct *Testing* at their *Events*, WADA, International Federations, and *National Anti-Doping Organizations*.

Athlete: Any *Person* who competes in sport at the international level (as defined by each International Federation) or the national level (as defined by each *National Anti-Doping Organization*). An *Anti-Doping Organization* has discretion to apply anti-doping rules to an *Athlete* who is neither an *International-Level Athlete* nor a *National-Level Athlete*, and thus to bring them within the definition of "Athlete." In relation to *Athletes* who are neither *International-Level* nor *National-Level Athletes*, an *Anti-Doping Organization* may elect to: conduct limited *Testing* or no *Testing* at all; analyze *Samples* for less than the full menu of *Prohibited Substances*; require limited or no whereabouts information; or not require advance *TUEs*. However, if an Article 2.1, 2.3 or 2.5 anti-doping rule violation is committed by any *Athlete* over whom an *Anti-Doping Organization* has authority who competes below the international or national level, then the *Consequences* set forth in the *Code* (except Article 14.3.2) must be applied. For purposes of Article 2.8 and Article 2.9 and for purposes of anti-doping information and education, any *Person* who participates in sport under the authority of any *Signatory*, government, or other sports organization accepting the *Code* is an *Athlete*.

[Comment to Athlete: This definition makes it clear that all International- and National-Level Athletes are subject to the anti-doping rules of the Code, with the precise definitions of international- and national-level sport to be set forth in the anti-doping rules of the International Federations and National Anti-Doping Organizations, respectively. The definition also allows each National Anti-Doping Organization, if it chooses to do so, to expand its Anti-Doping Program beyond International- or National-Level Athletes to competitors at lower levels of Competition or to individuals who engage in fitness activities but do not compete at all. Thus, a National Anti-Doping Organization could, for example, elect to test recreational-level competitors but not require advance TUEs. But an anti-doping rule violation involving an Adverse Analytical Finding or Tampering, results in all of the Consequences provided for in the Code (with the exception of Article 14.3.2). The decision on whether Consequences apply to recreational-level Athletes who engage in fitness activities but never compete is left to the National Anti-Doping Organization. In the same manner, a Major Event Organization holding an Event only for masters-level competitors could elect to test the competitors but not analyze Samples for the full menu of Prohibited Substances. Competitors at all levels of Competition should receive the benefit of anti-doping information and education.]

Athlete Biological Passport (ABP): The program and methods of gathering and collating data as described in the International Standard for Testing and Investigations and International Standard for Laboratories.

Athlete Support Personnel: Any coach, trainer, manager, agent, team staff, official, medical, paramedical personnel, parent or any other *Person* working with, treating or assisting an *Athlete* participating in or preparing for sports *Competition*.

Atypical Finding (ATF): A report from a WADA-accredited laboratory or other WADA-approved laboratory which requires further investigation as provided by the International Standard for Laboratories or related Technical Documents prior to the determination of an *Adverse Analytical Finding*.

Code: The World Anti-Doping Code.

Competition: A single race, match, game or singular sport contest. For example, a basketball game or the finals of the Olympic 100-meter race in athletics. For stage races and other sport contests where prizes are awarded on a daily or other interim basis the distinction between a *Competition* and an *Event* will be as provided in the rules of the applicable International Federation.

Doping Control: All steps and processes from test distribution planning through to ultimate disposition of any appeal including all steps and processes in between such

as provision of whereabouts information, *Sample* collection and handling, laboratory analysis, *TUEs*, results management and hearings.

In-Competition: Unless provided otherwise in the rules of an International Federation or the ruling body of the *Event* in question, "*In-Competition*" means the period commencing twelve hours before a *Competition* in which the *Athlete* is scheduled to participate through the end of such *Competition* and the *Sample* collection process related to such *Competition*.

[Comment to In-Competition: An International Federation or ruling body for an Event may establish an "In-Competition" period that is different than the Event Period.]

International Standard (IS): A standard adopted by WADA in support of the *Code*. Compliance with an *International Standard* (as opposed to another alternative standard, practice or procedure) shall be sufficient to conclude that the procedures addressed by the *International Standard* were performed properly. *International Standards* shall include any Technical Documents issued pursuant to the *International Standard*.

National Anti-Doping Organization (NADO): The entity(ies) designated by each country as possessing the primary authority and responsibility to adopt and implement anti-doping rules, direct the collection of *Samples*, the management of test results, and the conduct of hearings at the national level. If this designation has not been made by the competent public authority(ies), the entity shall be the country's *National Olympic Committee* or its designee.

Out-of-Competition: Any period which is not *In-Competition*.

Person: A natural *Person* or an organization or other entity.

Prohibited Method: Any method so described on the *Prohibited List*.

Prohibited Substance: Any substance, or class of substances, so described on the *Prohibited List*.

Substantial Assistance: For purposes of Article 10.6.1, a *Person* providing *Substantial Assistance* must: (1) fully disclose in a signed written statement all information he or she possesses in relation to anti-doping rule violations, and (2) fully cooperate with the investigation and adjudication of any case related to that information, including, for example, presenting testimony at a hearing if requested to do so by an *Anti-Doping Organization* or hearing panel. Further, the information provided must be credible and must comprise an important part of any case which is initiated or, if no case is initiated, must have provided a sufficient basis on which a case could have been brought.

Target Testing: Selection of specific *Athletes* for *Testing* based on criteria set forth in the International Standard for Testing and Investigations.

Testing: The parts of the *Doping Control* process involving test distribution planning, *Sample* collection, *Sample* handling, and *Sample* transport to the laboratory.

Trafficking: Selling, giving, transporting, sending, delivering or distributing (or *Possessing* for any such purpose) a *Prohibited Substance* or *Prohibited Method* (either physically or by any electronic or other means) by an *Athlete*, *Athlete Support Person* or any other *Person* subject to the jurisdiction of an *Anti-Doping Organization* to any third party; provided, however, this definition shall not include the actions of "bona fide" medical personnel involving a *Prohibited Substance* used for genuine and legal therapeutic purposes or other acceptable justification, and shall not include actions involving *Prohibited Substances* which are not prohibited in *Out-of-Competition Testing* unless the circumstances as a whole demonstrate such *Prohibited Substances* are not intended for genuine and legal therapeutic purposes or are intended to enhance sport performance.

TUE: Therapeutic Use Exemption, as described in Article 4.4.

Use: The utilization, application, ingestion, injection or consumption by any means whatsoever of any *Prohibited Substance* or *Prohibited Method*.

WADA: The World Anti-Doping Agency.

9.2 ISL Defined Terms

Athlete Passport Management Unit (APMU): A unit composed of a *Person* or *Persons*, designated by the *Anti-Doping Organization*, responsible for the administrative management of the *Passports* advising the *Anti-Doping Organization* for intelligent, *Targeted Testing* liaising with the Expert Panel compiling and authorizing an Athlete Biological Passport Documentation Package and reporting *Adverse Passport Findings*.

9.3 ISTI Defined Terms

Chaperone: An official who is trained and authorized by the Sample Collection Authority to carry out specific duties including one or more of the following (at the election of the Sample Collection Authority): notification of the *Athlete* selected for *Sample* collection; accompanying and observing the *Athlete* until arrival at the Doping Control Station; accompanying and/or observing *Athletes* who are present in the Doping Control Station; and/or witnessing and verifying the provision of the *Sample* where the training qualifies him/her to do so.

Doping Control Officer (DCO): An official who has been trained and authorized by the Sample Collection Authority to carry out the responsibilities given to DCOs in the International Standard for Testing and Investigations.

No Advance Notice Testing: *Sample* collection that takes place with no advance warning to the *Athlete* and where the *Athlete* is continuously chaperoned from the moment of notification through *Sample* provision.

Test Distribution Plan (TDP): A document written by an *Anti-Doping Organization* that plans *Testing* on *Athletes* over whom it has Testing Authority, in accordance with the requirements of Article 4 of the International Standard for Testing and Investigations.

Whereabouts Filing: Information provided by or on behalf of an *Athlete* in a *Registered Testing Pool* that sets out the *Athlete's* whereabouts during the following quarter, in accordance with Article I.3 of the International Standard for Testing and Investigations.

9.4 Guidelines Defined Terms

Admiralty Scale: A method for evaluating collected items of information. The Scale comprises a two-character notation assessing the reliability of the source and the assessed level of confidence in the information.

analysis: Within the intelligence cycle, the analysis process is the examination and interpretation of collected information to identify trends, patterns and relationships responding to the direction given by *Anti-Doping Organization* senior management.

collation: Within the intelligence cycle, collation is the evaluation of the information collected from various resources to identify relationships and patterns between data.

deductive logic: Could be defined as drawing conclusions from previously formulated premises.

direction: Within the intelligence cycle, direction represents the working guidelines given by *Anti-Doping Organization* senior management.

inductive logic: Could be defined as arriving at a generalization on the basis of one or more observations.

information: Information is knowledge in raw form.

intelligence: Information plus analysis equals intelligence.⁸

intelligence manager: An *Anti-Doping Organization* staff member dedicated to information gathering regarding anti-doping matters. The intelligence manager is in charge of producing intelligence (as per the intelligence cycle) to support an *Anti-Doping Organization's* strategic anti-doping efforts.

intelligence report: An intelligence report is used to document and report tactical intelligence in greater depth, either at the direction of another area—because an issue is large or complex enough to warrant one—or if the intelligence is to be shared with an external agency.

logic: Logic could be defined as a particular method of argument or reasoning. Logic is the study of the relationships and interdependence of a series of events, facts.

non-analytical: The anti-doping rule violations set out in Article 2.2, Article 2.3, Article 2.4, Article 2.5, Article 2.6, Article 2.7, Article 2.8, Article 2.9 and Article 2.10 of the *Code*.

⁸ [Intelligence-Led Policing: The New Intelligence Architecture](#). U.S. Department of Justice Office of Justice Programs, September 2005, p. 3.

open source information: Information generally obtained via the Internet through online newspaper, media reporting, sport reporting, online user community.

reporting: The action to provide documented intelligence to *Anti-Doping Organization* senior management, the anti-doping community or external agencies.

results management: Process that includes pre-hearing administration of potential Anti-Doping rule violations, laboratory analysis (or the collection of other evidence establishing a potential ADRV), notification and charge, through to resolution of the process.

Appendix 1: External Information Form Template

INFORMATION FORM – EXTERNAL

Produced By:

Date of Report (DD-MM-YYYY):

ADO Reference:

Detailed Information

Information Received:

Grading:

Sport:

Information Details:

Research:

Distribution List:

There have been _____ copy(ies) of this document circulated

Distributed To:

Distributed By:

Date (DD-MM-YYYY):

Neither this report nor any of its contents may be disseminated without prior agreement from the author(s).