

## Compliance systems: WADA

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### The fight against doping

The phenomenon of doping has always occurred in sports (Wadler and Heinline, 1989).<sup>11</sup> However, in particular in the period spanning from the end of 1980s to the 1990s, several scandals concerning the issue of doping in sport have received extensive media coverage. In recent years, an increasing numbers of elite athletes from sports such as cycling, baseball, boxing, and track and field have been convicted or accused of using performance enhancing drugs.

Following peaks in doping abuse in the 1960s, the International Olympic Committee (IOC) established a Medical Commission responsible for developing a list of prohibited substances and methods in 1967. One year later, drug tests were introduced for the first time at the Olympic winter games in Grenoble and at the summer games in Mexico City (Fraser, 2004; Todd and Todd, 2001). Meanwhile, the European continent played a leading role in the fight against doping.<sup>12</sup> The Council of Europe promoted co-operation in this field and in 1989, it adopted the Anti-Doping Convention (Council of Europe, 1989). The Convention focused on the need for harmonisation of anti-doping efforts across countries and sports and was also open to non-members of the Council of Europe. It also recognised the IOC doping list as a reference document. However, as each country could define the scope for action of its public authorities in accordance with its own 'constitution, sports legislation and tradition', in practice states retained a large discretionary power to fill in the concrete commitments (Vermeersch, 2006). Altogether, prior to 1999, the global anti-doping campaign was characterised by fragmentation, in particular between the IOC, the international sports federations and the national governments who adopted anti-doping legislation and this left loopholes for drug abusing athletes to evade penalties (Houlihan, 2004). Moreover, there was mutual suspicion among key actors, a general lack of momentum and a severe lack of resources (Houlihan, 2002).

In the 1998 Tour de France, French police revealed systematic doping abuse among several professional teams. The massive criticism following the scandal prompted renewed efforts to tackle the issue and commitment to the fight against doping shifted to international fora. In February 1999, the IOC convened the First World Conference on Doping in Sport in Lausanne, Switzerland. The Conference produced the Lausanne Declaration on Doping in Sport, which provided for the creation of an International Anti-Doping Agency (WADA) to be operational for the Games of the XXVII Olympiad in Sydney in 2000 (World Conference on Doping in Sport, 1999). The IOC's initiative to launch the Agency can be seen as an attempt to consolidate its own role. Indeed, the

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<sup>11</sup> For an overview of the history of doping in sport, see Yesalis and Bahrke (2002).

<sup>12</sup> For instance, Italy, France and Belgium adopted anti-doping legislation as early as the 1950s and 1960s (Chaker 1999).

public outrage following the 1998 Tour de France, challenged the IOC to prove its commitment to the anti-doping policy (Houlihan, 1999).

WADA was formed on the basis of equal representation from the Olympic movement and public authorities. One of its mandates was to harmonise the Olympic anti-doping code and develop a single code applicable and acceptable for all stakeholders which would achieve closer harmonization between sports organizations and public anti-doping authorities in important areas of anti-doping policy (WADA Statutes: article 4). During the second World Conference on Doping in Sport in March 2003, representatives of the sports world and of governments agreed on the adoption of the first World Anti-Doping Code (WADA, 2004). The Code, its most recent version being adopted in 2009, basically outlines the procedures for the legal implementation of a globally harmonized set of rules for future doping controls, testing procedures, a compulsory two-year ban on first-time positive tests, and the establishment of national anti-doping agencies (Houlihan, 2004). It can be regarded as WADA's most significant contribution to the anti-doping campaign.

## What is WADA?

WADA is an independent organisation, namely a private Swiss Foundation incorporated under Swiss Law (WADA Statutes: art. 1.). It defines itself as a 'unique hybrid organisation' governed and funded equally by the Sports Movement and Governments. It has been set up under the initiative of the IOC, with the support and participation of intergovernmental organisations, governments, public authorities, and other public and private bodies fighting against doping in sport, following the World Conference on Doping in Sport in Lausanne, Switzerland. The Conference produced the Lausanne Declaration on Doping in Sport, which provided for the creation of WADA.

The IOC essentially transferred its anti-doping enforcement wing to the newly created WADA in 1999. The hybrid nature of the organisation is a result of the protests by public governments following the IOC's initial proposal at the Conference. This was rejected because of a too close link between the agency and the IOC and the absence of representatives of governments on the board. Public authorities requested a more significant role and they were also sceptical about the IOC, after the episodes of corruptions related to the awarding of the 2002 Winter games in Salt Lake City (Houlihan, 2000, p. 125).

The IOC is a full partner in the on-going efforts of WADA. The Agency consists of equal representatives from the Olympic Movement and public authorities and it may be defined as a sort of international organisation with the scope to promote, coordinate and monitor the fight against doping in sports. For the first two full years of operation, it was entirely funded by the Olympic Movement. Therefore, WADA may be considered as an appendix of the IOC, to which the Olympic Movement *de facto* has delegated the fight against doping.

WADA is composed of a Foundation Board, Executive Committee and several other Committees. The Foundation Board is WADA's supreme decision-making body and it is composed equally of representatives from the Olympic Movements and governments (WADA Statutes: article 6). WADA's Foundation Board delegates the actual manage-

ment and running of the Agency, including the performance of activities and the administration of assets, to the Executive Committee, WADA's ultimate policy-making body (WADA Statutes: article 11).

In its activities, WADA coordinates the development and implementation of the Anti-doping Code, the document harmonising anti-doping policies in all sport and all countries (WADA, 2012a). The Code is the core document that provides the framework for harmonised anti-doping policies, rules and regulations within sport organisations and among public authorities. It works in conjunction with five International Standards aimed at bringing harmonisation among anti-doping organisations in various areas: Testing, Laboratories, Therapeutic Use Exemptions (TUEs),<sup>13</sup> the List of Prohibited Substances and Methods and for the protection of privacy and personal information.

More specifically, the Agency furthermore carries out the following activities (WADA, 2012b):

- Code compliance monitoring: facilitating sport and government acceptance of the Code and its principles to ensure a harmonized approach to anti-doping in all sports and all countries; monitoring implementation of and compliance with the Code; working for the proper adjudication of results.
- Cooperation with law enforcement: developing protocols to ensure evidence gathering and information sharing between the sports movement and governments; cooperating with Interpol; in collaboration with UNESCO, working with individual governments to persuade them to have laws in place that allow to combat manufacturing, supply and possession of doping substances on their territories.
- Science and medicine: promoting global research to identify and detect doping substances and methods; exploring new models for enhanced detection; developing and maintaining the annual List of Prohibited Substances and Methods; accrediting anti-doping laboratories worldwide; monitoring Therapeutic Use Exemptions granted by stakeholders.
- Anti-doping coordination: developing and maintaining the Anti-doping Development Management System (ADAMS), the web-based database management system to help stakeholders coordinate anti-doping activities and comply with the Code.
- Anti-Doping development: facilitating the coordination of Regional Anti-Doping Organisations by bringing together countries in regions where there are no or limited anti-doping activities so that they can pool resources to implement anti-doping activities.
- Education: leading and coordinating effective doping prevention strategies and education; assisting stakeholders in their implementation of anti-doping education programs.
- Athlete outreach: educating athletes at major international and multi-sport events through direct one-on-one interaction with anti-doping experts, answering their questions about the dangers and consequences of doping; empowering stakeholders to implement high-impact athlete outreach programs.

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13 The WADA code (2009) defines a TUE as 'permission to use, for therapeutic purposes, a drug or drugs which are otherwise prohibited in sporting competition'.

- WADA drafts Model Rules for NOCs, IFs and National anti-Doping organisations in order to assist these organizations in drafting anti-Doping rules in line with the Code.

## Compliance

### Who?

Signatories: All signatories of the WADA Code must comply with the Code. Pursuant Article 23.2.1 of the Code: “The signatories shall implement applicable Code provisions through policies, statutes, rules or regulations according to their authority and within their relevant spheres of responsibility”. The Code sums up the entities that shall be Signatories: WADA, The International Olympic Committee, International Federations, The International Paralympic Committee, National Olympic Committees, National Paralympic Committees, Major Event Organisations, and National Anti-Doping Organisations (WADA Code: article 23.1.1).

By accepting the Code, signatories agree to the principles of the Code and agree to implement and comply with the Code. Consequently, they must implement the Code by amending their rules and policies to include mandatory articles and principles of the Code. These anti-doping rules must be submitted to WADA for review, in order for the rules to be pronounced in line with the Code. Finally, the Signatories must enforce its amended rules and policies in accordance with the Code.

States: Since the WADA Code is drafted by a non-governmental organisation, governments cannot be Signatories of the Code. Public authorities however declared their support for the Code as the foundation in the worldwide fight against doping in the Copenhagen Declaration on Anti-Doping in Sport (2003; David, 2008, p. 5). The Declaration is a political document that allows states to signal their intention to formally recognise and implement the Code. Following extensive lobbying by WADA, it was also agreed that an International Anti-Doping Convention under the auspices of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) would be created (Ravjani, 2009, p. 267). The International Convention against Doping in Sport (UNESCO, 2005) was adopted unanimously by the 33rd UNESCO General Conference on October 19, 2005, and went into force on February 1, 2007, following the 30th ratification. The Convention is available for UNESCO member states to ratify according to their respective constitutional jurisdictions. It is expected that those states that signed the Copenhagen Declaration, now 192 (WADA, 2012c), will also ratify the UNESCO Convention.

Athletes: The WADA Code explicitly requires athletes to: “*Comply with all applicable anti-doping policies and rules adopted pursuant to the Code*”(WADA Code: article 21.1.1).

## How is compliance achieved?

The Olympic Movement: The IOC is an international, non-governmental, non-profit organisation, in the form of an association with the status of a legal person, recognised by the Swiss Federal Council in accordance with an agreement entered into on 1 November 2000. Since its creation in 1894, it has been the ‘supreme authority’ on all questions surrounding the Olympic movement, an incredibly complex system created to regulate the Olympic Games (Chappelet and Kübler-Mabbott, 2008).

The IOC draws on the Olympic Charter to form its very own ‘Constitution’, which sets forth not only the fundamental principles and rules of the Olympic Games, but also the organisational and procedural rules governing the Olympic movement (Casini, 2009, p. 4). The Charter serves as statute for the International Olympic Committee, and defines the main reciprocal rights and obligations of the three main constituents of the Olympic Movement: IOC, the International Federations (IF’s) and the National Olympic Committees (NOC’s). The Olympic Movement also includes other organisations and institutions as recognised by the IOC.<sup>14</sup>

The IOC is composed of NOCs, whose mission is to develop, promote and protect the Olympic Movement in their respective countries in accordance with the Olympic Charter. The Olympic Charter states that *‘any person or organisation belonging in any capacity whatsoever to the Olympic Movement is bound by the provisions of the Olympic Charter and shall abide by the decisions of the IOC’* (Olympic Charter: Rule 1.2). The Charter was amended in 2003 to state that *‘The World Anti-Doping Code is mandatory for the whole Olympic Movement’* (Olympic Charter: Rule 43). Only sports that adopt and implement the Code can be included and remain in the program of the Olympic Games. Therefore, sports federations and NOC’s, which may be public authorities, are obliged to fully comply with the code. Thus, to date, more than 630 sport organisations, including the IOC, the IPC, all Olympic Sport International Federations (IFs) and all IOC-recognised IFs, National Olympic and Paralympic Committees have accepted the World Anti-Doping Code (WADA, 2012d).

States: WADA rules generally only apply and are legally binding to those States which have ratified the UNESCO Convention. Currently, 110 States have ratified the Convention, among which 18 EU Member States (UNESCO 2012). These States are, by international law, bound to the terms of the Convention. However, in order for the Convention to have direct effect on citizens, it must first be incorporated into national law. Some countries have implemented the rules of the Code fully and literally, so the National Anti-Doping Rules as adopted by Member States may be assessed as a mirror transposition of the Code.

The Convention outlines clear obligations required of governments. States Parties undertake to:

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<sup>14</sup> In that respect, Rule 1 of the Olympic Charter (IOC 2011) states that ‘under the supreme authority of the International Olympic Committee, the Olympic Movement encompasses organisations, athletes and other persons who agree to be guided by the Olympic Charter. The goal of the Olympic Movement is to contribute to building a peaceful and better world by educating youth through sport practiced in accordance with Olympism and its values’.

- adopt appropriate measures at the national and international level consistent with the principles of the Code;
- encourage all forms of international cooperation aimed at protecting athletes and ethics in sport and sharing the results of research, and;
- foster international cooperation between States Parties and with WADA in particular.

The Convention however is a permissive document. It provides flexibility in the approach governments can take to implementation, either by way of legislation, regulation, policies or administrative practices.

Athletes: When an athlete signs a sport employment contract (or performs his activity as a self-employed worker), National Anti-Doping Rules require an authorisation form to be signed in order to be registered before the NFs or the IFs. In case the athlete refuses to sign this form, the athlete may not freely practise sport or participate in any official competitions organised by the NOCs, the NFs or the IFs. Thus, athletes are to accept the rules of the WADA Code as a condition of participation. They are bound by anti-doping by virtue of their agreements for membership, accreditation, or participation in sports organisations or sports events subject to the Code.

CAS: The Court of Arbitration for Sport (CAS) is an arbitral institution created by the IOC in 1983 devoted to resolve disputes directly or indirectly related to sport. It is based in Lausanne, Switzerland, and has two permanent branches in Sydney, Australia, and New York, USA. The Court of Arbitration for Sport is competent to resolve all types of disputes of a private nature relating to sport. Although CAS supposedly is an institution independent of any sports organisation (WADA, 2012e), the IOC has always played a major part in its funding and governing.

It can be said that CAS forms an integral part of the world-wide fight against doping (Oschütz, 2002). As a condition of participating in international sporting competition, athletes generally agree to mandatory arbitration of disputes to CAS. Through compliance with the WADA Code, all Olympic International Federations have recognised the jurisdiction of CAS for anti-doping rule violations. Besides, WADA has a right of appeal to CAS for doping cases under the jurisdiction of organisations that have implemented the Code (WADA Code: article 13.2.3).

Through its overarching jurisdiction in doping issues, CAS strengthens the application of anti-doping sanctions, ensuring punishment of athletes from individual countries that do not act independently to apply sanctions and overcoming the traditional multiplication of legal disputes before the state courts of various jurisdictions. Moreover, through the treatment of a large number of doping cases over the past years, CAS has developed a certain expertise in the field of doping (Oschütz, 2002). The jurisprudence of CAS in doping cases is said to contribute to the development of a body of sport law/lex sportiva which can give greater authority to the decisions and administrative actions of those responsible for anti-doping policy (Foster, 2003).

## Monitoring compliance

In order to be fully compliant with the Code, Signatories must undertake three steps: acceptance, implementation, and enforcement. Once a sport organisation has accepted the Code, it then needs to implement it. The latter means that the organisation needs to amend its rules and policies in order for them to be in line with the articles and principles of the Code.

Implementation: WADA is involved from the implementation stage on. As models of best practice (WADA Code: Article 20.7.5) it has developed so-called Model Rules for International Federations (WADA, 2012f), National Olympic Committees (WADA, 2012g) and National Anti-Doping Organisations (WADA, 2012h). In order for anti-doping rules to be pronounced in line with the Code, they must be submitted to WADA for review. If needed, WADA can provide further guidance in order for a particular organisation to achieve complete compliance.

WADA also helps countries and organisations develop anti-doping programs that are compliant with the World Anti-Doping Code in regions of the world where there are little or no quality anti-doping activities through Regional Anti-Doping Organisations (RADOs). Currently, there are 15 established RADOs bringing together 117 countries (WADA 2012i).

RADOs are composed of government and sport representatives. Their purpose is to establish effective anti-doping programmes among countries in a distinct geographical region through the coordination of testing as well as the training and funding of doping control officers. RADOs are also responsible for results management and appeals, as well as the dissemination of education and information materials. Small or less developed countries are allowed to develop testing programmes whilst maximising economies of scale and the sharing of expertise and costs.

In order to facilitate the fulfilment of the reporting obligations of the Signatories, WADA has developed an online anti-doping survey: 'Code Compliance Assessment Survey' (WADA 2012j). The survey consists of multiple-choice questions which refer to requirements and stipulations within the rules adopted by the Anti-Doping Organization or to the actions taken or not taken by the same organization. The online tool also assists WADA in evaluating the status of each signatory as regards Code compliance and enables WADA to provide guidance, if needed, to achieve complete compliance.

Compliance: By virtue of the WADA Code, compliance with the Code shall be monitored by WADA (WADA Code: article 23.4.1). WADA has committed significant resources to follow up with every signatory with the objective of assisting each of them achieve Code compliance. To facilitate monitoring, each Signatory has to report to WADA on its compliance with the Code every second year and has to explain reasons for non-compliance (WADA Code: Article 23.4.2). Failure by a Signatory to provide compliance information requested by WADA may be considered noncompliance with the Code (WADA Code: Article 23.4.3).

The first way WADA monitors compliance is by closely monitoring doping cases on a daily basis. If appropriate, WADA exercises its right of appeal to CAS for cases under the jurisdiction of organizations that have implemented the Code.

Secondly, WADA formally reports on stakeholder compliance with the Code every two years. The first official report was released in November 2008. WADA makes reports on compliance to the International Olympic Committee, the International Paralympic Committee, International Federations, and Major Event Organisations. The reports are also made publicly available. All WADA compliance reports have to be approved by the WADA Foundation Board. Before reporting that it is non-compliant, WADA engages in a dialogue with the Signatory. The Signatory also has the opportunity to submit its written arguments to the Foundation Board (WADA Code 23.4.4). The final decision that a Signatory is noncompliant is made by the Foundation Board. This decision may however be appealed by the Signatory to CAS (WADA Code: Article 13.5).

There are two situations in which a Signatory will be deemed to be non-compliant. Firstly, when it has failed to provide compliance information requested by WADA (WADA Code: Article 23.4.3). Secondly, when it has sent WADA the required information and/or all sources of information have been considered, however, after analysis they are considered to be not in compliance with the Code.

Sanctions for noncompliance: The organisations to which WADA reports non-compliance all have the jurisdiction to impose sanctions. For example, since 2003, the adoption and implementation of the Code by the Olympic Movement is mandatory by virtue of the Olympic Charter and only Code compliant sports can be part of the Olympic program. Pursuant to the WADA Code, noncompliance with the Code by any Signatory may result in consequences in addition to ineligibility to bid for Events (WADA Code: Articles 20.1.8; 20.3.10; and 20.6.6). These can be, for example, forfeiture of offices and positions within WADA, ineligibility or non-admission of any candidature to hold any International Event in a country, cancellation of International Events, symbolic consequences and other consequences pursuant to the Olympic Charter (WADA Code: Article 23.5). The imposition of such consequences may however be appealed to CAS by the affected Signatory (WADA Code: Article 13.5).

The above sanctions also count as regards governments who have failed to ratify, accept, approve or accede to the UNESCO Convention or to comply with the UNESCO Convention (WADA Code: Article 22.6). However, the overall responsibility for the implementation of and the monitoring of compliance with the Convention lies with the Conference of Parties which is held every two years at UNESCO headquarters in Paris (WADA Code: Article 23.4.1). Governments are required to provide a report which outlines all the measures they have taken to comply with the provisions of the Convention (including the development of anti-doping programmes). WADA is invited as an advisory organisation to the Conference (UNESCO, 2012b).

## Statistics on compliance

According to the WADA Compliance Report of 20 November 2011 (WADA, 2012k):

### Countries

#### *Africa*

Compliant Signatories (31) Non-Compliant Signatories (22)

#### *Americas*

Compliant Signatories (34) Non-Compliant Signatories (7)

#### *Asia*

Compliant Signatories (35) Non-Compliant Signatories (9)

#### *Europe*

Compliant Signatories (41.5) Non-Compliant Signatories (7.5)

#### *Oceania*

Compliant Signatories (14) Non-Compliant Signatories (3)

### Olympic International Federations

– ASOIF/AIOWF (35)

Olympic Summer IFs (28)

Olympic Winter IFs (7)

### IOC Recognised International Federations

- ARISF (32)

Compliant Signatories (32)

### Paralympic International Federations (8)

Compliant Signatories (6) Non-Compliant Signatories (2)

### Non-IOC Recognised Sportaccord Members (24)

Compliant Signatories (19) Non-Compliant Signatories (5)

### National Olympic Committees (NOC)

All NOCs are Code-compliant except the British Olympic Association (BOA). The BOA's non-compliance is based on the Court of Arbitration for Sport (CAS) decision of October 4, 2011 that advised the International Olympic Committee (IOC) that its Rule 45 was non-compliant because it was, in effect, a double sanction. In light of this ruling, the BOA's byelaw number 74 renders the BOA non-compliant.

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