



6CP

Conference of Parties to the International Convention against Doping in Sport

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Item 8 of the agenda

Review of the national anti-doping policy of the Russian Federation in the context of the Policy Advice Project

Summary

At the extraordinary meeting of the Bureau of the Conference of Parties (COP), held on 1 August 2016, following the publication of the McLaren report, the Bureau of the COP recommended a review of the national anti-doping policy of the Russian Federation, in accordance with the practices of the Conference of Parties. Thus, the review of the national anti-doping policy of the Russian Federation was conducted in 2017 using the methodology described in document ICDS/5CP/Doc.10.

The annexes to the present document contain the report of the independent international consultants and the report of the national consultants, under the supervision of the Bureau of the COP.

Decision required: Paragraph 7

INTRODUCTION

1. On 18 May 2016, the World Anti-Doping Agency (WADA) appointed Professor Richard H. McLaren to lead an independent investigation team to determine the facts relating to the allegations of Grigory Rodchenkov, former Director of the WADA-accredited laboratory in Moscow, concerning the manipulation of samples collected for the doping control process.¹ The first part of the McLaren report was published on 18 July 2016, and according to WADA, the “independent investigation confirms Russian State manipulation of the doping control process”.
2. The Bureau of the Conference of Parties (COP) to the International Convention against Doping in Sport held an extraordinary meeting at UNESCO Headquarters on 1 August 2016. At that meeting, the Bureau of the COP recommended, *inter alia*, an assessment of the national anti-doping policy of the Russian Federation, in accordance with the practices of the Conference of Parties.
3. On 28 September 2016, at the second ordinary meeting of the Bureau of the COP held in Pyeongchang, Republic of Korea,² it was decided that the assessment would be conducted by two independent international consultants and three national consultants, under the supervision of the Bureau and using the methodology for supporting the formulation anti-doping policies outlined in document ICDS/5CP/Doc.10.³ The budget required for the implementation of this review was covered by a donation from the Russian Federation to the Fund for the Elimination of Doping in Sport.
4. The review process, which took place between March and August 2017, included documentary studies and interviews with national stakeholders representing both public authorities and the sports movement.
5. Annex I to the present document contains the report of the international consultants. The report of the national consultants, in Annex 2, is inseparable from the independent report of the international consultants.
6. In this report, several recommendations were made by the consultants, including the following main points:
 - (i) Implement the reforms provided for in the National Anti-Doping Plan (NADP)⁴ in particular with regard to training and raising awareness of athletes and staff, public opinion, supervision of the food supplement industry, provision for sanction mechanisms, etc.;
 - (ii) Appoint model athletes, spokespersons or goodwill ambassadors;⁵
 - (iii) Strengthen the independence and safety of whistle-blowers;⁶
 - (iv) Support scientific research, particularly in the social sciences;⁷
 - (v) Improve surveillance and monitoring mechanisms and coordination between governmental and civil sports agencies;⁸

¹ <https://www.wada-ama.org/en/media/news/2016-07/wada-statement-independent-investigation-confirms-russian-state-manipulation-of>

² The report of the second meeting of the Bureau is available online:

³ <http://unesdoc.unesco.org/images/0024/002466/246678E.pdf>

⁴ <http://unesdoc.unesco.org/images/0023/002351/235131e.pdf>

⁵ Published on 25 May 2017 (see 2.1 of the international consultants' report in Annex 1 to the present document)

⁶ See section 3.2 of the international consultants' report in Annex 1 to the present document

⁷ See section 3.2 of the international consultants' report in Annex 1 to the present document

⁸ See section 3.3 of the international consultants' report in Annex 1 to the present document

⁸ See section 4.1 of the international consultants' report in Annex 1 to the present document

- (vi) Provide assistance for the strengthening of anti-doping public policy evaluation and assistance to States, particularly self-evaluation systems and international evaluation missions.⁹

Draft Resolution 6CP/8

7. The Conference of Parties may wish to adopt the following resolution:

The Conference of Parties,

1. *Having examined* document ICDS/6CP/Doc.8 and its annexes;
2. *Welcomes* the review of the national anti-doping policy of the Russian Federation in the context of the Policy Advice Project initiated by the Bureau of the fifth session of the Conference of Parties;
3. *Expresses its gratitude* to the Government of the Russian Federation and to the national and international consultants for their cooperation and contribution to the preparation of this evaluation report on the commitments and objectives of the Convention;
4. *Requests* the Russian Federation to formulate a plan of action, including a timetable for implementation, in accordance with the recommendations of the evaluation report and before the end of the second half of 2018;
5. *Encourages* the Russian Federation to follow the recommendations contained in documents ICDS/6CP/Doc.6 and ICDS/6CP/Doc.8; and *requests* the Russian Federation to cooperate with the Bureau of the Conference of Parties, responsible for following up, with the assistance of the Secretariat, the implementation of the plan of action;
6. *Calls upon* the Bureau accordingly, with the support of the Secretariat, to draw up, if necessary, recommendations on the plan of action, and where appropriate, to conduct a phased evaluation, in consultation with the competent authorities of the Russian Federation, to monitor its implementation;
7. *Requests* the Bureau to report to it at its seventh session on progress in the implementation of this resolution.

⁹ See section 4.2 of the international consultants' report in Annex 1 to the present document

ANNEX I

MISSION TO EVALUATE THE RUSSIAN FEDERATION'S PUBLIC POLICY ON THE FIGHT AGAINST DOPING IN THE LIGHT OF THE COMMITMENTS UNDER AND OBJECTIVES OF THE UNESCO INTERNATIONAL CONVENTION AGAINST DOPING IN SPORT

Draft final report of the international consultants
August 2017

Jean-François Vilotte and Theresa Zabell

In cooperation with Elena Grimau and Rhadamès Killy

The ideas and opinions expressed in this publication are those of the authors; they are not necessarily those of UNESCO and do not imply any commitment on its part.

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List of abbreviations

<i>AD</i>	<i>Anti-doping</i>
<i>AEPSAD</i>	<i>Spanish Agency for Health Protection in Sport</i>
<i>WADA</i>	<i>World Anti-Doping Agency</i>
<i>CAS</i>	<i>Court of Arbitration for Sport</i>
<i>WAC</i>	<i>World Anti-Doping Code</i>
<i>IC</i>	<i>Independent Commission established by the World Anti-Doping Agency</i>
<i>IPC</i>	<i>International Paralympic Committee</i>
<i>IOC</i>	<i>International Olympic Committee</i>
<i>ROC</i>	<i>Russian Olympic Committee</i>
<i>RPC</i>	<i>Russian Paralympic Committee</i>
<i>ADC</i>	<i>Anti-Doping Disciplinary Committee of the Russian Anti-Doping Agency</i>
<i>ISL</i>	<i>International Standard for Laboratories</i>
<i>IF</i>	<i>International Federations</i>
<i>FMBA</i>	<i>Federal Medical-Biological Agency</i>
<i>GDP</i>	<i>Gross Domestic Product</i>
<i>IAAF</i>	<i>International Association of Athletics Federations</i>
<i>IPADC</i>	<i>Independent Anti-Doping Commission (Smirnov Commission)</i>
<i>ISCCS</i>	<i>International Standard for Code Compliance by Signatories</i>
<i>ITA</i>	<i>Independent Testing Authority</i>
<i>ITFCW</i>	<i>Interdepartmental Working Group on Coordination of Operations in the Fight against Doping in Sport of the Russian Federation</i>
<i>MADL</i>	<i>Moscow Anti-Doping Laboratory</i>
<i>MSU</i>	<i>Moscow State University</i>
<i>NADO</i>	<i>National Anti-Doping Organization</i>
<i>NADP</i>	<i>National Anti-Doping Plan</i>
<i>NSF</i>	<i>National Sports Federations</i>
<i>MIA</i>	<i>Russian Ministry of Internal Affairs</i>
<i>MS</i>	<i>Russian Ministry of Sports</i>
<i>RUSADA</i>	<i>Russian Anti-Doping Agency</i>
<i>DCO</i>	<i>Doping Control Officer</i>

The report by the Russian national consultants annexed to the present report is an integral part thereof.

1. The International Convention against Doping in Sport, approved by UNESCO in October 2005 (hereinafter « the Convention »), represents an important stage in the commitment to the fight against doping made by the States parties to the Convention. States Parties must adopt appropriate measures with a view to attaining the objectives set forth in the Convention, and are consequently bound to ensure the efficacy and implementation of their policies.
2. The successive revelations about widespread doping among Russian athletes and the mechanisms developed to circumvent the anti-doping rules under the World Anti-Doping Code, by the Russian athletic authorities, and those arising from international commitments, by the Russian public authorities, have undermined the indispensable sense of trust between the Russian sports movement, the national authorities in charge of sport policy, and the international community.
3. The procedure used during the present mission to evaluate the Russian Federation's public policy in respect of the objectives and stipulations of the Convention, which entered into force on 1 February 2007, must therefore be considered within a special context.
4. The evaluation procedure has, however, remained unchanged since the mission covering seven countries undertaken in 2015 and 2016.
5. The aim of the mission was not to conduct a reappraisal of the McLaren reports submitted to the World Anti-Doping Agency (WADA) but, while giving due consideration to the debate in the wake of their publication, to evaluate the current situation and the measures announced by the Russian Federation in respect of its commitments under the Convention.
6. The task of surveying, and producing an expert analysis of, the standards set, institutions established and policies implemented was entrusted to three Russian national consultants appointed by UNESCO, on the basis of their expertise and experience relating to the fight against doping in sport. An analysis grid was provided to them by the international consultants. In addition to carrying out a fact-based expert analysis, the national consultants were asked to assess the efficiency and effectiveness of the policies put into practice.
7. Following the publication of the McLaren report on the Russian situation, the World Anti-Doping Agency (WADA) and the International Olympic Committee (IOC) informed the Bureau of the Conference of the Parties (hereinafter « the Bureau ») of their findings.
8. The Bureau held an extraordinary meeting in Paris in August 2016 with a delegation of the Russian Federation. At the meeting, a series of measures and recommendations were adopted with a view to ensuring consistency and transparency in the fight against doping and protecting the integrity of sport, in relation mainly to articles 4 and 5 of the Convention.
9. During an ordinary meeting of the Bureau, held in the Republic of Korea on 28 September 2016, it was decided to launch a process of evaluation of public policy in the Russian Federation in order to prevent and fight against doping in sport.
10. The three national consultants chosen to carry out the evaluation of the Russian Federation's anti-doping policies formed a multidisciplinary team of experts in the legal, health and sports economy fields:

Mr Valeriy Fedoreev
Mr Mikhail Gershkovich
Mr Boris Tarasov
11. The national consultants produced an interim report and a final report which were submitted to the international consultants on 19 June 2017 and 14 August 2017 respectively. The reports provide a description of the current anti-doping system, and of the principal reforms made and measures implemented by the Russian authorities; the aim was to assess the degree to which the

criteria defined under the Convention had been met, identifying weaknesses and making recommendations for improving the effectiveness of anti-doping policies.

12. The mission of the international consultants began with an initial visit to Moscow on 1 May 2017. A series of meetings were held with top Russian Federation officials:

- Ms Yelena Isinbaeva, Director of the RUSADA Supervisory Board;
- Mr Vladimir Lukin, President of the Russian Paralympic Committee;
- Mr Gennadiy Aleshin, Chairperson of the Approval Committee of the Fund for the Elimination of Doping in Sport (UNESCO);
- Mr Pavel Kolobkov, Russian Minister of Sport;
- Mr Vitaly Mutko, Deputy Director of the Russian Government.

13. The national consultants attended all the meetings, except for those held with Mr. Kolobkov and Mr Vitaly Mutko.

14. The second visit took place from 26 to 28 July 2017. During the visit, meetings were held with:

- Mr Vitaly Smirnov, Chairman of the Independent Anti-Doping Commission (IPADC);
- Mr Pavel Kolobkov, Russian Minister of Sport;
- Russian Anti-Doping Agency (RUSADA).

15. The present final report aims, first and foremost, to describe the fight against doping in the Russian Federation in terms of legislation, institutions established and resources mobilized.

16. The principal reforms made will be analysed and evaluated, with a particular focus on educational measures and social issues. The impact of the crisis in the Russian Federation's fight against doping on the worldwide campaign will then be analysed.

17. In the view of the authors, it appears, without evidently overlooking the particularities of the events studied, that the crisis occurring in Russia is symptomatic of the flaws in the international anti-doping strategy, flaws that had already been identified in the previous evaluation report on seven countries which have ratified the Convention and which have very different cultures and histories.

18. We should like to pay tribute to the excellent analysis and documentation work carried out by the national consultants, as presented in their final report, which served as the basis for the present report.

1. The Russian Federation and the fight against doping: historical context

19. To understand the current fight against doping in the Russian Federation, it is useful to review from a historical perspective the development of the anti-doping movement worldwide as well as the events that have had a direct impact on the Russian campaign.

20. The first body set up to fight doping was the Medical Commission of the International Olympic Committee, established in 1967. The Medical Commission drew up an initial list of prohibited substances and carried out the first anti-doping monitoring during the 1968 Olympic Games in Mexico.

21. Following the Tour de France scandal in 1998, the International Olympic Committee decided to convene, in Lausanne in February 1999, an international conference on doping in sport, which

issued the Lausanne Declaration on Doping in Sport and led to the establishment on 10 November 1999 of the World Anti-Doping Agency (WADA). The Agency's mission is to coordinate, promote and evaluate the work of sport organizations and governments in the fight against doping. The first World Anti-Doping Code entered into force on 1 January 2004.

22. In 2005, the UNESCO International Convention against Doping in Sport was adopted unanimously. The purpose of the Convention is set out in article 1:

The purpose of this Convention, within the framework of the strategy and programme of activities of UNESCO in the area of physical education and sport, is to promote the prevention of and the fight against doping in sport, with a view to its elimination.

23. Under the Convention, States Parties undertake to adopt all measures needed to fight against doping. This is a vital aspect since only governments are in a position to implement policy and instruments to fight effectively against doping. According to article 5 of the Convention:

In abiding by the obligations contained in this Convention, each State Party undertakes to adopt appropriate measures. Such measures may include legislation, regulation, policies or administrative practices.

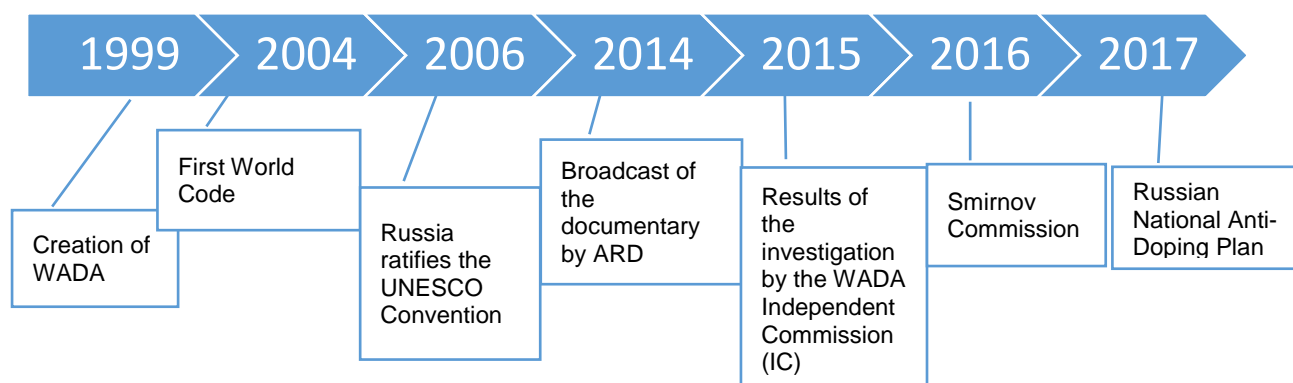
24. The Russian Federation ratified the Convention in December 2006.

25. In December 2014, the German television channel ARD broadcast a documentary¹ which revealed the alleged existence of institutional doping combined with corruption in sport within the Russian Athletics Federation involving athletes, trainers, personal physicians, members of sport institutions and the Russian Anti-Doping Agency (RUSADA) itself. The World Anti-Doping Agency (WADA) decided to establish an Independent Commission (IC) to investigate the allegations made in the documentary. The Independent Commission was chaired by Dick Pound (former vice-president of the International Olympics Committee and first president of the World Anti-Doping Agency) and included the Canadian lawyer, Richard McLaren, and the WADA chief investigator, Jack Robertson.

26. In November 2015, the conclusions of the Commission's initial report led to:

- the resignation of the head of the Moscow Anti-Doping Laboratory;
- revocation of the accreditation of the Moscow Anti-Doping Laboratory;
- suspension of the Russian Anti-Doping Agency (RUSADA) by the World Anti-Doping Agency (WADA) for non-compliance with regulations;
- exclusion of the Russian track and field team from the 2016 Olympic Games held in Rio de Janeiro (and from all international competitions) and exclusion of all Russian paralympic athletes from the 2016 Rio Olympic Games.

¹ "Doping, the secret dossier: how Russia fabricates its champions" (Hajo Seppelt, ARD, December 2014)



27. The International Association of Athletics Federations (IAAF) determined the criteria under which Russian athletes could participate in international competitions as neutral athletes. To date, out of 130 requests received, 12 Russian athletes (10 in 2017; two in 2016) have been declared eligible to compete under this category in international competitions.²

28. As a result of the scandals and doping offences in which a large number of Russian athletes were implicated, the Smirnov Commission, chaired by Vitaly G. Smirnov, was set up on 25 July 2016 in the Russian Federation. Its aims were:

- To develop and implement effectively a new national anti-doping plan;
- To ensure that the Russian Anti-Doping Agency (RUSADA) and the Moscow Anti-Doping Laboratory (MADL) become operational again, in compliance with the conditions laid down by the World Anti-Doping Agency (WADA);
- To improve the image of Russian sport worldwide while rectifying the situation created by the doping scandal.

29. On 25 May 2017, the Smirnov Commission issued the National Anti-Doping Plan which set out the reforms to be made. In it, the Commission declared, in particular, that the doping scandal was neither institutional nor the fault of the Russian Government.³ In the framework of the present report, the mission of the authors is not to evaluate the veracity of that statement but rather to assess the consequences of those events in relation to the aims of the Convention.

2. Overall reform of the anti-doping system in Russia

2.1 The National Anti-Doping Plan (NADP)

30. The National Anti-Doping Plan provides guidelines for the reform needed in the Russian Federation in the field of anti-doping. Under the plan, complete change is envisaged in order to ensure that the objectives of the Convention are met.

31. The plan was favourably received and approved by the President of the Russian Federation. In July 2017, the Russian Government launched a series of measures to implement the plan:

² IAAF press bulletin, 31 May 2007. <https://www.iaaf.org/news/press-release/iaaf-approves-aksyonova-rebrik-rudakova>.

³ English version of the National Anti-Doping Plan (NADP): <http://www.sportsintegrityinitiative.com/russias-national-anti-doping-plan-denies-institutional-doping/>.

*On 10 July 2017, the Russian Government completed and approved the measures requested and mandated the Russian Ministry of Sport to coordinate and monitor the application of those provisions by the Russian authorities.*⁴

32. Depending on how fully it is implemented, the Plan should help to attain the objectives of the Convention and to fill in the gaps identified by the national consultants. The main reforms of the Plan provide for:

- Training of athletes and protection of whistle-blowers;
- Creation of a database for online consultation of prohibited substances in drugs;
- Reform of the food supplement industry to ensure that manufacturers indicate on the label the presence of any prohibited substance;
- Return of payments received by athletes and trainers who have committed infractions against anti-doping regulations;
- Suspension of national sport federations that have a high level of infractions;
- Stronger legal sanctions for offences committed by athlete support staff.

33. Under the Plan, particular attention is given to reform that is needed in the field of social issues, education and new technologies in order to create the conditions which will enable the sport movement to remain fully informed about the fight against doping and which will ensure the existence of clean and ethical sport. Such reforms should also help to improve the image of and increase trust in Russian sport worldwide, a concern that has been acknowledged and integrated into the Plan.

34. Two important measures under the Plan concern the pharmaceutical industry and the establishment of a national certification system for food supplements. In this respect, the Russian strategy will be more advanced than that of many States parties to the Convention.

35. Nevertheless, the legislative reforms envisaged and the integration into Russian positive law of the principles of the World Anti-Doping Code will be a long process which may be subject to slowdowns.

36. Some of the planned objectives and mechanisms will not, moreover, actually be implemented, as highlighted in the report of the national consultants:

*Following the most recent presidential decree regarding the cessation of presidential subsidies, other State agencies and sport organizations, which provide funding to athletes and their support staff, should adopt similar regulations. There is no direct legal mechanism for maintaining financial support of sport organizations.*⁵

*Meanwhile, to date, the national consultants have identified very few examples of any administrative or penal procedure initiated in Russia for anti-doping violations.*⁶

37. As pointed out in previous evaluation reports, the difficulty of integrating the principles of the World Anti-Doping Code into internal law is not exclusive to the Russian Federation.

38. The deadline for the implementation of the measures recommended by the Commission is set for December 2017 at the latest.

⁴ Unesco Anti-doping Policy Advice Project. Final report of the national consultants, p. 24.

⁵ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p. 44.

⁶ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p. 34.

39. Other, less urgent, measures will be implemented each year.

40. The implementation programme is described in detail in Annex II of the final report of the national consultants.

2.2 Overview of anti-doping legislation in Russia: obstacles encountered and measures implemented

41. In the course of the international consultation on evaluation of public policy concerning the fight against doping, conducted by UNESCO in 2015 in Saudi Arabia, Brazil, Spain, France, Jamaica, Kenya and Romania, several obstacles to the application of the Convention were identified. The same difficulties are also found in the Russian context.

42. The Convention sets out a series of objectives without providing any operational or related provisions (for example, there is no deadline for attaining the objectives or any remedial measure in the case of non-compliance with the objectives).

43. Furthermore, in the absence of adequate advance coordination and owing to a failure to acknowledge the national and international legal constraints under which they operate, States parties to the Convention encounter obstacles when endeavouring to integrate the World Anti-Doping Code into their internal law.⁷

44. Beyond these objective legal difficulties, States Parties sometimes lack the political will to act. They often fail to take action until a crisis occurs and the resulting media attention then becomes a political issue that must be dealt with.

45. For example, in Spain, the first anti-doping law, Organic Law 7/2006 of 21 November 2006, on health protection and the fight against doping in sport, was adopted in the wake of the “Operation Puerto” affair.

46. In Brazil, the doping control laboratory was accredited one month before the 2016 Rio Olympic Games were held.

47. Russia has been experiencing the same difficulties and has therefore been acting under the same type of constraints.

48. Prior to 2016, the Russian Federation had a legal framework that was not well suited to an effective fight against doping. It was based mainly on Federal Law No. 329-FZ of 4 December 2007. The doping scandal that occurred following the publication of the McLaren report and the ensuing media attention provided a point of departure and an initial political mobilization in favour of strengthening the anti-doping system.

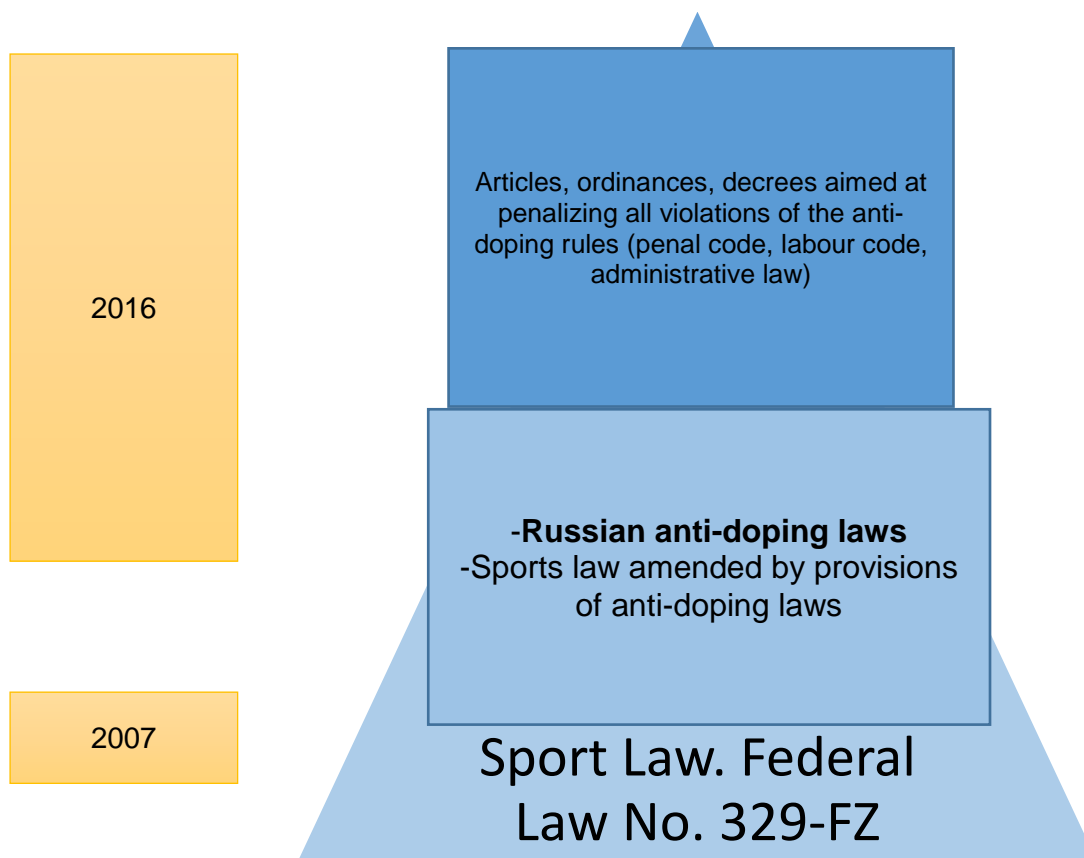
49. Nonetheless, integrating the objectives of the Convention and the World Anti-Doping Code into Russian internal law still presents some difficulties with respect to the country’s internal legal structure, which might not be compatible, at the jurisdictional level, with the sanctions recommended for failure to comply with anti-doping regulations.

50. The consultants point out, for example, that professional penalties (provided for under the Russian labour code) for violation of anti-doping regulations are applicable solely to athletes under employment contracts and not to their trainers.

51. In order to satisfy fully the requirements of article 9 of the Convention and to improve the system of anti-doping sanctions in Russia, the professional penalties mentioned above could be applied not only to athletes but also to their support personnel.

⁷ UNESCO international consultant final report, 2015.

Chronology of the anti-doping legal framework in Russia



52. In addition, the demarcation line between penal and administration law in relation to the use of prohibited substances or methods in the field of sport by athletes depends on the list of prohibited substances in question. The inherent complexity of Russia's internal law - in this case, the existence of two lists of prohibited substances – makes it difficult to meet the Convention objectives in an effective manner.

The list used for the purpose of administrative penalties is approved by RMS and corresponds to the WADA Prohibited List, while for the purposes of criminal penalties Russian government approved a separate list. Not every item from the WADA Prohibited List appears on the criminal list. The criminal list has fewer items compare to the WADA List. Such inconsistency in practice may lead to an awkward situation when for administering to an athlete of two different substances, both of which are on the WADA List, one coach or doctor will be subject to minor administrative penalty, while the other one will be subject to more serious criminal penalty.⁸

53. Institutional obstacles have also been encountered owing to the large number of national entities involved in the fight against doping: the Russian Ministry of the Interior, the Russian Ministry of Sports, the Smirnov Commission, the Russian Anti-Doping Agency and the national federations.

54. Domestic coordination is one objective set out in the Convention (article 7).

55. To reach that goal, a cooperation agreement was concluded between the different Russian entities concerned and a working group, known as the Interdepartmental Coordinating Group on

⁸ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p.39.

Doping in Sport, was set up. This internal cooperation has made it possible to resolve the problem of “closed cities”.

National advisors point out that even if the implementation of a cooperation agreement is aimed at increased cooperation between RMIA and RMS, in practice, cooperation is still inadequate. According to the information provided, cooperation has been implemented mainly by the participation in ITFCW. (...) To strengthen cooperation with Russian law-enforcement agencies, RMS plans to invite RMIA to the next working group meeting (ITFCW), to be held in July-August 2017. The aim of the meeting is to set up a more effective interactive mechanism between Russian sport organizations and Russian law-enforcement agencies for the purposes of the investigation into the criminal cases linked to doping.⁹

56. Urgent legal measures relating to the pharmaceutical industry are also planned with a view to ensuring that commercial drug labels include the name of any prohibited substance that might result in a positive drug test.

57. In respect of food supplements, the problems concerning contamination and labelling have not yet been resolved. The national consultants made the following recommendations in relation to prevention:

- Consideration should be given to conducting clinical tests to determine whether food supplements have a positive effect on athletes' performance and health;
- Large-scale advertising of food supplements in the media should be reduced and such advertising restricted to medical and pharmaceutical journals, exhibitions and specialized conferences. It might be possible to consider authorizing public advertising of certain certified food supplements;
- Consideration should be given to transferring the authority regulating the food supplement market from Rospotrebnadzor to Roszdravnadzor;
- The website of the Russian Anti-Doping Agency provides an online mechanism for verifying whether a drug is prohibited under the WADA list of prohibited substances. A similar online verification method for food supplements and their ingredients should be set up.
- Consideration should be given to a compulsory certificate for food supplements authorized under the WADA list of prohibited substances. The label could be created, for example, by the new anti-doping laboratory of Moscow State University.¹⁰

58. The Plan and the legal modifications contained in it arose from an urgent crisis situation which led the Russian authorities to make substantial changes in the anti-doping system. The same was true in Spain, as recalled above, and in France in 1998 to 1999.

59. Compliance rests on the effective ability to monitor and follow up the new measures and on the rules of internal compliance governing the implementing agencies and designed to ensure that implementation goes forward.

60. The Russian crisis has demonstrated both inappropriate behaviour on the part of individuals and the absence of mechanisms to prevent such behaviour. Internal as well as external, national and international monitoring have turned out to be inadequate.

61. Successful compliance with the Convention will depend in future on dealing effectively with these inadequacies.

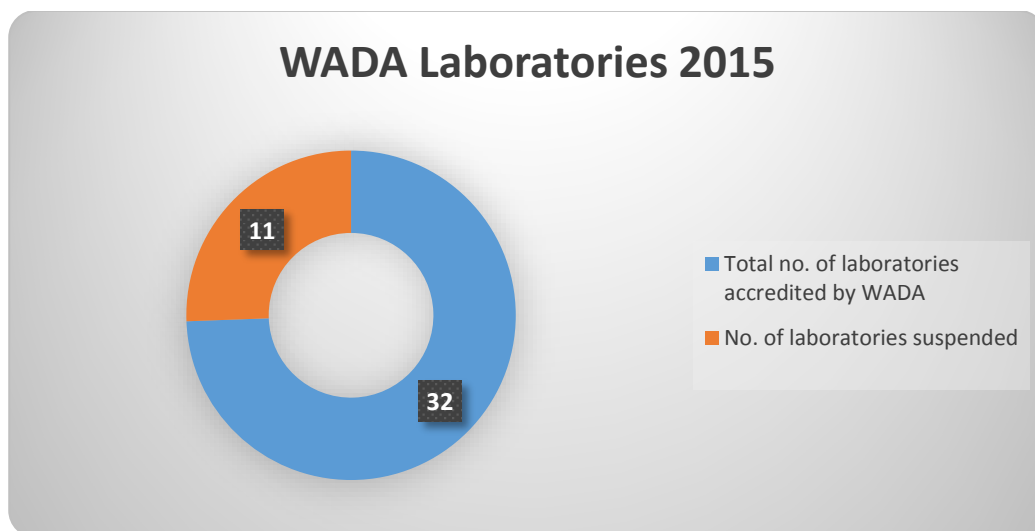
⁹ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p. 34.

¹⁰ UNESCO Anti-doping Policy Advice Project. Final report national consultants, pp. 40-41.

2.3 The Russian Anti-Doping Agency (RUSADA): compliance and independence.

62. The Russian Anti-Doping Agency (RUSADA) is the main national body with the authority necessary to fight against doping in Russia. The Agency was suspended, and the accreditation of the Moscow Anti-Doping Laboratory revoked, by the World Anti-Doping Agency (WADA) in November 2015.

63. Since that time, WADA has also revoked the accreditation of 13 national anti-doping organizations¹¹ for non-compliance with the World Anti-Doping Code. RUSADA was suspended on the recommendation of the Independent Commission set up by WADA, which has conducted investigations in the Russian Federation.



64. The suspension of RUSADA and the Moscow Anti-Doping Laboratory led to the signing of a cooperation agreement between RUSADA, WADA and UK Anti-Doping (UKAD) with a view to providing advisory services and coordinating the planning of anti-doping controls. To that end, agreements were signed with the companies IDTM¹² and PWC.¹³

➤ Structure of the Russian Anti-Doping Agency (RUSADA)

65. In terms of structural modifications to RUSADA, the Russian Olympic Committee and the Russian Paralympic Committee are the only two founding members that are still members of the supervisory board. The Russian Ministry of Sport is no longer part of the Agency, in order to give it more independence. With the agreement of WADA, a supervisory board composed of seven members was established, including two international experts who assist, supervise and provide advice on the process of reforming the Agency and ensuring its compliance. The crisis surrounding the RUSADA presidency, now in the past, made it imperative to ensure the independence of that office from national public and sport authorities. This desirable rule of compliance is not, however, followed in all national anti-doping agencies: for example, the president of the French agency is appointed by the President of the French Republic and the president of the Spanish agency is appointed by the Minister of Sport.

66. Currently under deliberation, the nomination for the office of Director-General of RUSADA has resulted in more than 700 candidacies. Although necessary, this procedure is not required in all national agencies.

¹¹ <https://www.wada-WADA.org/en/media/news/2016-03/wada-statement-on-compliance-of-watch-list-national-Antidopage-organizations>.

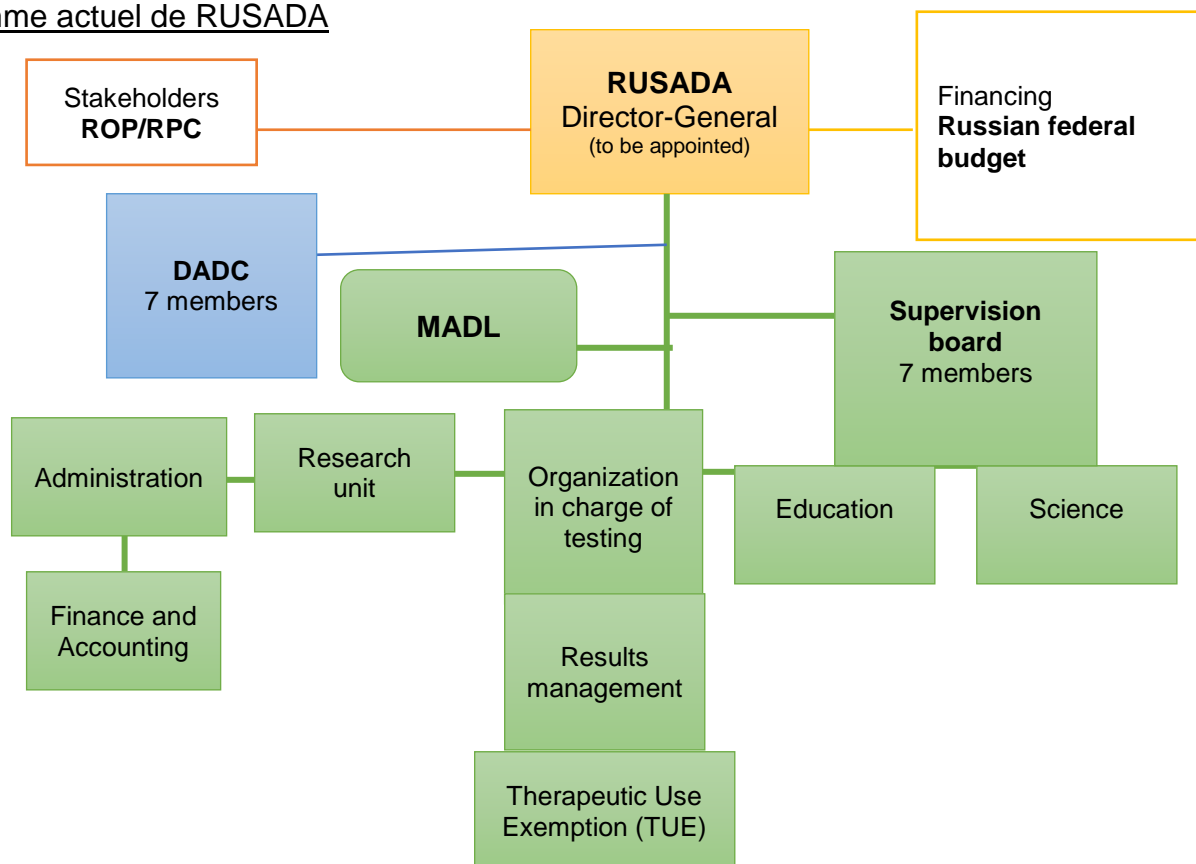
¹² <http://idtm.se>

¹³ <http://pwc-dopingkontrolle.de>

RUSADA Organization chart

[Pool: please copy the format of the French original. Thank you, Paula K.]

Organigramme actuel de RUSADA



67. Established in 2010, the RUSADA disciplinary committee (DADC) operates according to the World Anti-Doping Agency (WADA) recommendations and the guidelines governing results management and disciplinary hearings. The committee has seven members. Out of 883 cases of alleged violations of anti-doping law, only eight have been submitted by WADA and the International Federations to the Court of Arbitration for Sport (CAS).

68. The national consultants recommend that the number of staff in the monitoring unit should be increased.

➤ **Moscow Anti-Doping Laboratory**

69. The Moscow Anti-Doping Laboratory (MADL), which was previously part of the Ministry of Sport, is in the process of being transferred to Moscow State University (MSU), where the laboratory will occupy a new building. Thanks to this change, scientific work will be enhanced, greater synergies will emerge and the scientific academic community will become more involved in the fight against doping. Such developments are also needed throughout Russia and could inspire reforms in national laboratories.

70. Furthermore, the situation of the Moscow Laboratory raises questions about the relevance of international accreditation and monitoring mechanisms, given how long it took to revoke accreditation. External monitoring – and the human and financial resources involved in it – must be strengthened and internal compliance regulations revised. Links with universities are desirable in all situations, since universities are independent and autonomous.

➤ **Closed cities**

71. The problem of closed cities appears to have been partly resolved, or will be in the months to come.

In order to solve this problem RUSADA and RMS has agreed with relevant Russian authorities that DCOs will be granted multiple entry permits to those cities. Multiple entry permits, where DCOs will be relieved from an obligation to obtain a separate permit each time they need to get access to a relevant athlete residing in the closed city. The multiply entry permit system shall allow DCOs meet all necessary testing and sample collection requirements.

As confirmed by RMS, up to the date of this report several multiple entry permits have been already issued. The rest of access permits are in the process of being issued.¹⁴

72. Of course, very few athletes live in closed cities (10 athletes, who are not part of the élite corps). Yet, athletes frequently use closed cities as their location when entering whereabouts information into the Anti-Doping Administration and Management System (ADAMS).

Closed cities often used as location of whereabouts; DCOs may enter those cities only by special permission from authorities; to deter sample collection athletes indicate closed cities as their location.¹⁵

➤ **Funding RUSADA**

73. At present, RUSADA does not receive funding from the Ministry of Sport but is under the federal budget of the Russian Ministry of the Economy.

74. Although a positive development, this is not sufficient from an international perspective, as will be explained later. In comparison with the RUSADA budget in previous years, the 2017 budget, at \$10 million, is double the previous amounts.

75. A comparison of the 2015 RUSADA budget (\$4.8 million) with that of other anti-doping agencies (see table 1), and also bearing in mind the gross domestic product of each country and/or the total number of athlete licenses, demonstrates that RUSADA has one of the largest budgets, close to that of France.

Table 1: Economic ratios between the various National Anti-Doping Organizations (NADO), 2015

	NADO budget 2015 (one million USD) A	Total number of athlete licenses 2015 (1,000) B	GDP 2015 (one trillion USD) C	National population 2015 (mil/hab)	Ratio A/B (USD/licence)	Ratio A/C (USD/GDP) % as a function of GDP (one million)
Spain	9	3.5	1.19	46.62	2.57	7.56
France	9.5	16.1	2.4	66.81	0.59	3.95
United Kingdom	7.6	12.4	2.8	65.14	0.61	2.71
United States	16.5	--	17.9	321.4	--	0.92
Russia	4.8	--	1.32	144.1	--	3.63

Data from NADO reports, ministerial reports and a comparative study by KPMG.

¹⁴ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p. 49.

¹⁵ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p. 49.

76. Despite its budget resources, RUSADA has still not met all the conditions for compliance. However, the conditions are likely to change rapidly. For the time being, WADA has partially cancelled the suspension of RUSADA and has permitted it to plan and coordinate its anti-doping testing using its own monitors, while maintaining the presence of two international experts and of the UK Anti-Doping Agency.¹⁶ The next audit by WADA, in accordance with the roadmap created to re-establish RUSADA's compliance, will be conducted in September 2017.

77. In addition, it is vital to change the cultural perception of doping in Russia through a deliberate educational policy.

78. In that respect, it appears that athletes and their support staff are at present not adequately aware of the rules:

Since mid of 2016 all efforts have been aimed at better work, improvement of RUSADA's image, increase of athlete's awareness of anti-doping rules. There is lack of social activities to educate general society because of lack of budget and human resources.¹⁷

3. Social aspects: the need to increase public awareness of the importance of clean sport.

79. There are many stakeholders in the field of sport who need to be made aware of the issues involved in doping: athletes, trainers, medical staff, family, sport federations, sport clubs, students in the field of physical education and sport, sport journalists, spectators, sport lovers, etc.

80. The complexity involved in developing appropriate education programmes should not be a deterrent. This type of prevention strategy is inseparable from monitoring and sanctions mechanisms, especially because the culture of results and the national collective identity built on competition are so strong in Russia.

81. It is important to ensure adequate coordination between the various Russian sport agencies involved in the fight against doping. The Russian Ministry of Sport is making strenuous efforts in this connection:

According to the information received during this research, the RMS is currently working on improving anti-doping work carried out by the NSFs. Just recently RMS has circulated to all NSFs a letter requiring each NSF to establish a dedicated structural subdivisions and officers responsible for anti-doping work. To help NSFs in creation of anti-doping subdivisions, the RMS has developed a template Regulations for of the anti-doping subdivision, as well as a template job description for an anti-doping officer position. Each NSF is allowed to use such templates to help them in fulfilling this task.

NSFs websites are being occasionally monitored by the RMS to evaluate whether NSFs' websites have been updated in respect to anti-doping activities. In July 2017 several NSFs have received letters from RMS requesting to update their anti-doping sections. Nevertheless, in view of national consultants RMS shall be more actively engaged in regulatory and control over NSFs to ensure their compliance with anti-doping rules. Monitoring and control over NSFs anti-doping work shall not be occasional. RMS shall do it on a regular basis.¹⁸

82. RUSADA is responsible for the development and implementation of education programmes on the fight against doping, with the support of sport institutions and in coordination with sport federations, the Ministry of Sport and the Olympic and Paralympic Committees.

¹⁶ <https://www.wada-ama.org/en/media/news/2017-06/wada-permits-rusada-to-plan-and-coordinate-testing-under-the-supervision-of>, 27 juin 2017

¹⁷ UNESCO Anti-doping Policy Advice Project. Interim report, national consultants, p. 19.

¹⁸ UNESCO Anti-doping Policy Advice Project. Final report, national consultants, p. 29.

83. RUSADA itself acknowledges that it was having difficulties finding enough financing and resources to conduct social and educational activities relating to the fight against drugs up to and including the year 2015:

*After autumn 2015 RUSADA has poor, mistrustful and shady perception of some athletes and athlete personnel (...). Awareness of doping in society needs improvement.*¹⁹

84. To fill those gaps, the 2017 RUSADA education budget was increased to an amount 10 times higher than that of 2014.

3.1 Education programmes: strategies based on target audiences.

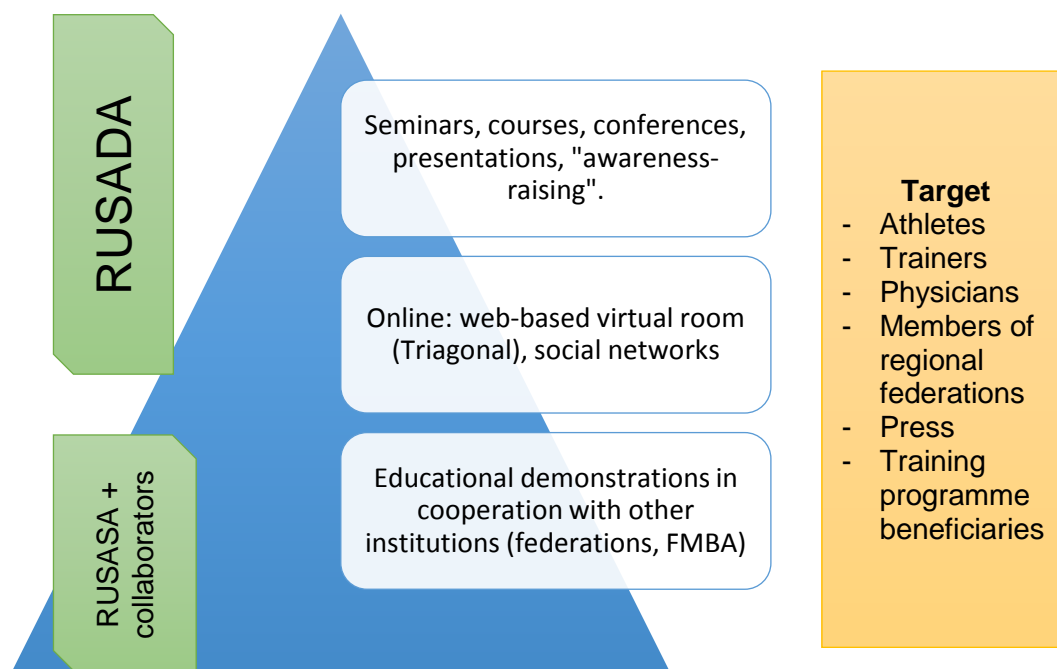
85. RUSADA education programmes are aimed at preventing the use of prohibited substances and methods in sport and are targeted at various audiences: athletes, sport physicians, trainers, families, managers. In terms of the athletes themselves, a distinction is made according to age.

86. Under the National Anti-Doping Plan, courses on the risks of doping will be included in the university curriculum, and in any other curriculum involving sport education, with a view to promoting a strict attitude and applying the principle of «zero tolerance » to doping.

87. Such programmes will take the form of seminars and courses given in high schools and training centres as well as online. The courses will be provided in cooperation with the sport federations and public agencies concerned.

88. In 2017, 26 courses were offered as part of the education programmes conducted by RUSADA, including 11 seminars for athletes and sport personnel. In the first semester of 2017, 1,467 individuals attended the courses. More than 1,500 individuals registered through “Triagonal”, the online training platform launched in March 2017. RUSADA plans to launch a new website soon.

Activities to be carried out and format of education programmes

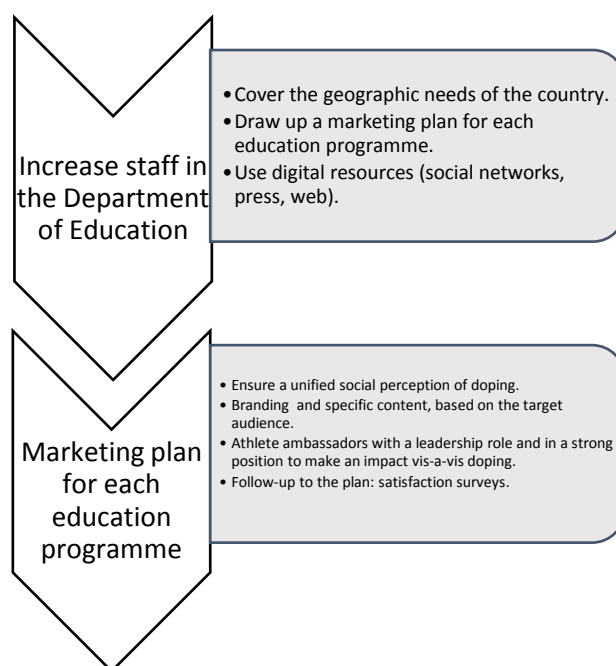


¹⁹ RUSADA Strategy on Prevention 2017-2020.

89. The national consultants identified several weak spots that should be reinforced in order to implement education programmes and strengthen their impact:

- *The regional offices of NSFs shall be more actively engaged in delivery of RUSADA anti-doping educational and information programs in their respective regions. For example, the regional offices could handle the additional mandatory anti-doping educational programs.*
- *It is advisable to conduct special educational programs for parents of young athletes, where parents can learn about negative impact of doping to health of their children and learn to identify symptoms of doping abuse. Such programs shall also aim explaining and promoting “whistle-blower” concept. Anti-doping education of parents could significantly contribute in fighting those coaches and athlete support personnel who illegally induce young athletes to doping.*
- *To have a better effect the anti-doping educational programs shall be designed for a long-term perspective.*
- *The national consultants see important for RUSADA and other sport institutions to increase the level of social media activity, which is currently quite low. It shall target young athletes, their parents and support personnel. It would also help if WADA develops and introduces specific standards and guidelines for social media communication by NADOs.*
- *RUSADA shall work on creation of control mechanism, which will monitor the implementation of educational programs lunched by NSF and RMS.*
- *It might be feasible to engage famous Russian athletes and coaches in anti-doping educational programs. Their participation would surely benefit better perception of clean sport values by young athletes.*²⁰

90. Developing an educational programme aimed at various audiences will help to overcome the obstacles encountered. Similarly, using digital resources and new technologies will serve to heighten the impact of such programmes on their target audience.



²⁰ UNESCO Anti-Doping Policy Advice Project. Final report national consultants, p. 59.

91. Pursuant to article 20 of the Convention, RUSADA developed and implemented an internal code of conduct, which was approved in June 2007 by its supervisory board.

The Code of Ethics aims to ensure independency of RUSADA officers and avoid conflict of interest situations among them. It also aims combating corruption by prohibiting RUSADA officers accepting payments or gifts from third parties.²¹

3.2 Appoint model athletes

92. Athletes are the main actors in the world of sport. Their acts and behaviour have a significant impact on society since in the eyes of young people they set the example. Consequently, they have a fundamental role to play in the prevention of doping and the transmission of the values of fair play.

93. Involving athletes in education programmes by making them “ambassadors” in the fight against doping is a measure that has been shown to be very effective in other countries.

Elite Russian athletes, including World and Olympic champions, as well as famous Russian coaches should play more active part in fight against doping. RUSADA shall more actively engage them in anti-doping educational activities and social promotion of clean sport values.²²

94. The national consultants justifiably drew attention to the data and conclusions of a 2016 questionnaire filled out by 92 athletes in a public physical education academy:

22% of athletes consider that doping is the norm for sports and it must be permitted, the same number of respondents said that doping can be used in the most important competitions.²³

95. Yet, a public opinion poll on doping conducted in March 2016 by the Russian Centre for Investigation of Public Opinion (WCIOM) yielded the following results:

- 83% of respondents were aware of cases of doping affecting Russian sport
- 76% of respondents believe that doping in sport is unacceptable;
- 67% of respondents believe that it is possible to be a successful athlete with resorting to doping;
- 46% of respondents were unable to provide an opinion on the policy that the Russian authorities should implement to deal with the subject of doping.

The public opinion results collected by WCIOM clearly demonstrate that most Russians are against the use of doping in sports. The absolute majority believes that this is unacceptable and athletes can achieve great victories without using prohibited substances and methods. Although, a great number of Russians believe that an international anti-doping campaign aiming Russian athletes and sport organisations are caused by rather political grounds, but at the same time it does not deny the importance of tightening control and enhancing anti-doping policy in Russia to avoid further issues with Russian sports.

Social attitude toward doping creates domestic agenda for facilitating public ethics of clean sport, as well as whistle blowers programs. National consultants see important to conduct social studies and public opinion polls on doping related issues on regular basis. Results of

²¹ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p. 60.

²² UNESCO Anti-doping Policy Advice Project. Final report national consultants, p. 66.

²³ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p. 31.

*such studies and polls can be used by RUSADA to tune up its policies and educational programs aimed to increase doping intolerance among Russian public.*²⁴

96. The perception of the habitual nature of doping and its regular practice is a matter of concern.

97. It is equally important to make efforts to change perceptions with regard to whistle-blowers. To that end, the Russian authorities would like to focus attention on the use of online mechanisms that provide alerts in cases of violation of anti-doping rules, which is an unusual procedure in Russian culture. The websites belonging to RUSADA, the Independent Anti-Doping Commission (IPAD) and the Russian Olympic Committee (ROC) have rubrics or forms so that anonymous alerts can be made about possible violations of anti-doping rules, although no data on the effectiveness of the mechanism is available. The national consultants have therefore made the following recommendations with a view to improving the mechanism:²⁵

- *To help develop institution of whistle-blowers RUSADA shall conduct specific educational programs, trainings, presentations and other activities, which would help changing current public attitude towards whistle-blowers in Russia.*
- *It can be recommended to develop a legal framework protecting whistle-blowers from any retaliation actions by supervising sport authorities, sport federations or clubs they belong to, as well as their coaches and teammates.*

3.3 Support scientific research in the social sciences field

98. In accordance with article 24 of the Convention and the WADA guidelines in the field of education, States Parties must encourage training and the prevention of doping through scientific research in the social sciences with a view to understanding and analysing such behaviour and developing effective prevention strategies.

99. Scientific studies conducted in Russia focus mainly on the physiological and methodological aspects of training, health, and substance detection and analysis. However, there is hardly any research in the field of social science, with the exception of one study conducted by WCIOM in 2016 :

*Social attitude toward doping creates domestic agenda for facilitating public ethics of clean sport, as well as whistle blowers programs. National consultants see important to conduct social studies and public opinion polls on doping related issues on regular basis. Results of such studies and polls can be used by RUSADA to tune up its policies and educational programs aimed to increase doping intolerance among Russian public.*²⁶

100. In that study, 76 % of those surveyed considered that doping in sport was unacceptable. That optimistic figure demonstrates a strong rejection of doping. In a recent survey conducted in the United Kingdom (Sport Doping Survey, 2017),²⁷ the figure reached 83%.

3.4 Public health

101. The widespread use of prohibited substances among amateur athletes, outside of competitions and federations, calls for new strategies and new measures.²⁸

102. According to the most recent survey conducted by the European School Survey Project on Alcohol and Other Drugs (ESPAD, 2015), in which 35 European countries participated, 1% of high

²⁴ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p.61.

²⁵ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p.67.

²⁶ UNESCO Anti-doping Policy Advice Project. Final report national consultants, p.61.

²⁷ UK Anti-Doping – Doping in Sport Survey. Survey of British adults on their perceptions of doping in sport. July 2017. <http://www.comresglobal.com/polls/uk-anti-doping-doping-in-sport/>.

²⁸ UNESCO International consultant final report 2015, p19.

school students use anabolic steroids.²⁹ A study published in June 2017 and conducted by various national anti-doping organizations concluded that education programmes should begin at the start of adolescence or at the end of childhood (11-12 years) in view of the early age (10 years) at which the first contact with anabolic steroids occurs.³⁰

103. Russia must also confront this problem. According to studies conducted in 2013 and 2014, the use of drugs and anabolic steroids in gyms and martial arts clubs in Russia has increased from 53% to 62%. The use of anabolic steroids among young people is common:

*The acquisition, storage and consumption of anabolic steroids remained outside the legal field of the criminal law and were a personal matter for citizens (...) it is no coincidence that opinion polls show that a significant number of young Russian athletes (80%) are ready to use prohibited substances and methods to achieve high sports results, even knowing that the payment will be an inevitable disability.*³¹

104. At present, some national anti-doping organizations have developed new programmes focused on fitness centres to discourage amateur athletes from doping. In Norway, for example, monitoring and education campaigns are carried out in fitness centres and 50% of such centres in Norway have been granted a Clean Centre certificate.³²

105. These innovative strategies could serve as a model of good practices for Russia and other countries.

4. Review of the fight against doping worldwide: weak points and recommendations

4.1 Need to improve surveillance and monitoring mechanisms

106. The doping crisis in Russia has revealed a lack of surveillance and monitoring policies and an absence of coordination between the major international sport organizations.

107. As a private institution under Swiss law, the World Anti-Doping Agency (WADA) faces a number of obstacles to putting in place an effective instrument for monitoring compliance with the World Anti-Doping Code. The shortcomings identified at the international level have also proven to be a matter of concern when dealing with the doping crisis in Russia.

108. Furthermore, the reactions to the cases and situations identified were different. The International Paralympic Committee applied a principle of collective responsibility that is highly debatable within the general principles of law; the International Olympic Committee decided to let each international federation make its own decision concerning the participation of Russian athletes.

109. The need to improve monitoring policy led the World Anti-Doping Agency, at the request of the International Olympic Committee, to approve the new Independent Testing Authority (ITA), which is an independent body responsible for providing anti-doping monitoring services to international federations and to the organizers of major sport events.³³ The establishment of ITA should simplify and standardize the procedures and, consequently, improve international surveillance and monitoring systems.³⁴

²⁹ ESPAD Report 2015: Results from the European School Survey Project on Alcohol and Other Drugs. <http://espad.org/sites/espad.org/files/TD0116475ENN.pdf>

³⁰ Nicholls A, *et al.* Children's first experience of taking anabolic-androgenic steroids can occur before their 10th birthday: a systematic review identifying 9 factors that predicted doping among young people. *Frontiers in Psychology*, vol. 8, June 2017.

³¹ UNESCO Anti-doping Policy Advice Project. Interim report national consultants, p.30.

³² <https://antidoping.no/english/news-in-english/clean-centres-on-the-rise/>

³³ <https://www.olympic.org/news/the-international-olympic-committee-ioc-executive-board-eb-today-ended-its-first-day-of-meetings-in-lausanne-switzerland-with-several-updates-and-decisions-on-institutional-matters>

³⁴ <https://www.wada-ama.org/en/media/news/2017-05/wada-foundation-board-takes-decisive-action-on-the-way-forward-for-the-agency-and>

110. Similarly, the World Anti-Doping Agency (WADA) launched in June 2017 a consultation for the development of an International Standard for Code Compliance by Signatories (ISCCS).³⁵ Under the new standard, WADA will provide signatories with increased support and assistance to ensure compliance of their anti-doping standards and programmes with the Code and with international regulations. In addition, surveillance mechanisms will be reinforced by means of questionnaires, information analysis and audits.

4.2 Assistance and support from UNESCO for the evaluation of social and public policy

111. To supplement the work of the World Anti-Doping Agency, UNESCO needs to strengthen its policies for evaluation of public policy and assistance to States. In view of the non-binding nature of the Convention and the absence of national evaluations of anti-doping public policy, there is a need to enhance and strengthen auto-evaluation systems as well as international evaluation missions. Teams composed of a national consultant and an international consultant provide the best way of creating a coordinated, harmonized and multidisciplinary work environment.

112. The development at UNESCO of an online communication portal for Convention signatories, where they could exchange best practices in the educational and social fields, could serve as a valuable tool in the international fight against doping and help to harmonize its educational and social aspects.

113. To address the problems of public health and the use of anabolic steroids, UNESCO could launch a strategic plan of action including more educational and preventive activities in the schools.

114. Promoting experience-sharing among athletes at the international level is a particularly interesting idea worthy of UNESCO's support. While most athletes undergo awareness-raising about the risks of doping in their own country, they compete in other countries against athletes from different cultures who have often had a very different kind of education.

5. Conclusions and international perspectives

115. The National Anti-Doping Plan established by the Smirnov Commission provides a roadmap for an ambitious change in the Russian Federation's anti-doping strategy. The plan and the measures contained therein are in harmony with the aims of the Convention. Particular attention should therefore be paid to how effectively the plan is implemented, its implementation schedule and the compliance rules applicable to the bodies responsible for the plan, in order to prevent any deviation from it.

1. A particular focus on Russian public opinion concerning the fight against doping is needed. First, priority should be given to education programmes, which will only have an impact in the medium term and which will require substantial resources, in order to change the attitudes of school-age children and sport participants about the ethical values of sport and the relative importance of results in comparison with the methods used. Such a cultural dimension, which is not just a factor in Russia, is fundamental.

2. Second, it is important to ensure that the treatment of and requirements for the Russian authorities are not regarded as too specific or differentiating and stigmatizing in order to avoid provoking a national feeling of injustice. While the profound crisis in the Russian fight against doping fully justifies exceptional measures to remedy conditions that have deteriorated, it is vital to re-establish the conditions of mutual trust which cannot in the long run be based on specific measures that might call into question certain conceptions of the major principles of law (which ones?).

3. Increasing the number of standards and constraints will not result in an effective anti-doping policy if efficient monitoring of procedures is missing. The crisis that came to light essentially in 2015

³⁵ <https://www.wada-ama.org/en/media/news/2017-06/wada-launches-stakeholder-consultation-process-regarding-development-of-an-International-Standard-for-Code-Compliance-by-Signatories>

is also that of the international monitoring mechanisms, the resources allocated to them, the objective conflicts of interest that affect not only public authorities but also the sport movement. It is important therefore to react to those mistakes by a wide-reaching revision not only of Russian national mechanisms, which has already begun, but also of international mechanisms to combat doping. These are, moreover, developments that the International Olympic Committee would like to see.

The objective conflicts of interest resulting from the allocation, since 2005, of monitoring responsibilities to the international sport movement for international competitions, and to national agencies, funded mainly by state subsidies, for national competitions, create operational difficulties or, at the very least, cast doubt on the anti-doping mechanism.

The specific governance rules imposed by the World Anti-Doping Agency on the Russian Anti-Doping Agency (RUSADA) are aimed in part at reducing such risks. These rules concerning governance and internal compliance should be broadened to apply to all national anti-drug agencies with a view not only to requiring all the agencies to conform to an exemplary model but also to avoid treating the Russian agency differently for an indefinite period, an approach that cannot be sustained over time. For example, in many countries, the rules for the appointment of heads of national anti-doping agencies guarantee less independence from national public authorities than the rules laid down for RUSADA.

Internal compliance rules should also be formalized and made compulsory for national testing laboratories. It is recommended that UNESCO, in cooperation with the World Anti-Doping Agency, undertake work to that end.

At the same time, UNESCO should be associated with the International Olympic Committee's reflection on monitoring international competitions. Past incidents involving the Union Cycliste Internationale (UCI) and the International Association of Athletics Federations (IAAF) are examples of conflicts of interest that can undermine the overall effectiveness of the monitoring mechanism.

4. In the longer term, in order to ensure the integrity and sincerity of sport competitions, the independence of the entities involved in fighting doping requires the independence of their funding sources and equitable territorial allotment of such resources. UNESCO should begin considering the possibility of establishing an international tax, assessed on the basis of the sports economy of each organization. Such a tax would require a commitment on the part of States under an instrument of international public law, the creation of which could be initiated by UNESCO. The minimal amount of financial resources available to combat doping, the inequality among States in terms of funding, owing either to an absence of political will or objective difficulties in mobilizing public funds, and the dependence of national agencies on States for budget allocations, provide ample justification for UNESCO to consider such a process; otherwise the fight against doping could remain only marginally effective. The reform in Russia which makes it possible for RUSADA to get funding from sources other than the Ministry of Sport is a good start but is not enough to break the ties of dependency on the national authorities.

5. Re-establishment of trust is the key to ending the Russian crisis of 2015 in a definitive manner. Consideration should therefore be given to the conditions needed to re-establish trust and monitoring in an effective manner, under conditions ensuring respect for Russian prerogatives, and for the implementation and possible difficulties of the ambitious plan announced by the President of the Russian Federation. The hosting by Russia in 2018 of the World Cup could provide an opportunity for an international mission, in concert with Russia and the *Fédération Internationale de Football Association* (FIFA), and sponsored by UNESCO. A mission of this kind would demonstrate support for the reforms underway, confirm their effectiveness and make it possible, on the occasion of the World Cup, to resolve any problems that might arise through a collective effort. UNESCO, as an international organization, could therefore, in perfect harmony with its task of monitoring the application of the International Convention against Doping in Sport, play a valuable role in facilitating

the re-establishment of this vital trust. This role cannot be played by the World Anti-Doping Agency alone.

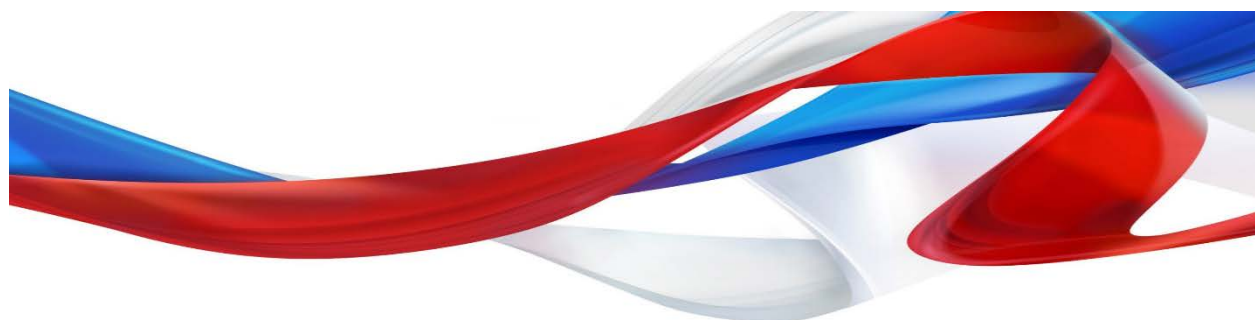
The end of the Russian crisis provides an opportunity to combat the common belief that competitive and market forces and national rivalries make anti-doping efforts useless. The idea that doping is an integral part of competitive sport is a contradiction in terms. It was in fact the rules of competitive sport that gave rise to the very principle of « prohibited substances » and not doping itself, which naturally pre-existed within and outside of competitive sport. The social and public health consequences of doping justifies fully a public policy commitment, which is the aim of the International Convention.

The Russian Federation has set in motion an ambitious process of reform, in compliance with the Convention and the World Anti-Doping Code. Those reforms must now be followed up in the short- and long-term to ensure that they are implemented and their aims respected. It is also important to react to these recent events by restructuring and strengthening the international anti-doping mechanism. In conjunction with the initiatives taken or announced by the World Anti-Doping Agency and the International Olympic Committee, UNESCO must commit itself fully and legitimately, on behalf of public authorities, to this vital process of reform of anti-doping policy.

Madrid and Paris, 25 August 2017.

ANNEXE 2
FEEDBACK REPORT ON THE ANTI-DOPING POLICY ADVICE PROJECT
COUNTRY ASSESMENT REPORT
RUSSIA

Valeriy Fedoreev
Boris Tarasov
Mikhail Gershkovich



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ANNEX I: National Anti-Doping Plan

ANNEX II: Set of Measures approved by the Russian Government for implementation of the National Anti-Doping Plan

LIST OF DEFINED TERMS AND ABBREVIATIONS

<i>ADAMS</i>	<i>Anti-Doping Management and Administration System</i>
<i>ADRV</i>	<i>Anti-Doping Rule Violation</i>
<i>ANADO</i>	<i>National Anti-Doping Organizations</i>
<i>CAS</i>	<i>Court of Arbitration for Sport</i>
<i>Code of Ethics</i>	<i>Code of Ethics, Conflict of Interest and Combat Corruption</i>
<i>CoE</i>	<i>Council of Europe</i>
<i>Convention</i>	<i>UNESCO International Convention against Doping in Sport</i>
<i>Cooperation Agreement</i>	<i>Cooperation Agreement in the Sphere of Prevention of Use of Substances and Methods prohibited in Sport</i>
<i>DADC</i>	<i>Disciplinary Anti-Doping Committee</i>
<i>DCO</i>	<i>Doping Control Officer</i>
<i>FCS</i>	<i>Federal Customs Service</i>
<i>FMBA</i>	<i>Federal Medical-Biological Agency</i>
<i>IAAF</i>	<i>International Association of Athletics Federations</i>
<i>iNADO</i>	<i>Institute of National Anti-Doping Organizations</i>
<i>IOC</i>	<i>International Olympic Committee</i>
<i>IPADC or Smirnov Commission</i>	<i>Independent Public Anti-Doping Commission lead by honorable member of IOC and ROC Mr. Vitaliy Smirnov</i>
<i>IPC</i>	<i>International Paralympic Committee</i>
<i>ITFCW</i>	<i>Interdepartmental task force on coordination of work to prevent and combating doping in sports</i>
<i>MADL</i>	<i>Moscow Anti-Doping Laboratory</i>
<i>MSU</i>	<i>Moscow State University</i>

<i>NADOs</i>	<i>National Anti-Doping Organisations</i>
<i>National Anti-Doping Plan</i>	<i>National Plan of Fighting Doping in Russian Sports</i>
<i>NS</i>	<i>Nutritional Supplements</i>
<i>NSF</i>	<i>Russian National Sports Federations</i>
<i>Presidential Council for Sport</i>	<i>Council for Physical Culture and Sport by the President of Russia</i>
<i>RMIA</i>	<i>Russian Ministry of the Internal Affairs</i>
<i>RMS</i>	<i>Russian Ministry of Sport</i>
<i>ROC</i>	<i>Russian Olympic Committee</i>
<i>Rospotrebnadzor</i>	<i>Russian Federal Service for Surveillance on Consumer Rights Protection and Human Wellbeing</i>
<i>Roszdrazhnadzor</i>	<i>Federal Service for Surveillance in Healthcare</i>
<i>RPC</i>	<i>Russian Paralympic Committee</i>
<i>RUSADA</i>	<i>Russian Anti-Doping Agency</i>
<i>Russian Anti-Doping Rules</i>	<i>All-Russia Anti-Doping Rules as approved by the executive Order No. 947 dated August 09, 2016 issued by RMS</i>
<i>Set of Measures</i>	<i>Set of specific measures and actions to be taken by different Russian authorities for implementation of the National Anti-Doping Plan</i>
<i>Sport Law</i>	<i>Russian Federal Law of December 4, 2007 No. 329-FZ On Physical Culture and Sport</i>
<i>TUE</i>	<i>Therapeutic Use Exemption</i>
<i>UKAD</i>	<i>UK Anti-Doping Agency</i>
<i>UNESCO</i>	<i>United Nations Educational, Scientific and Cultural Organization</i>
<i>WADA</i>	<i>World Anti-Doping Agency</i>
<i>WADA Code</i>	<i>World Anti-Doping Code</i>

I. INTRODUCTION

Usage of prohibited substances and methods is one of the main problems in modern sport. Doping undermines credibility of sports events and honest competition, ruins principles of fair play and integrity, damages athletes' health and destroys their careers and reputation.

Importance of fighting doping in sport cannot be underestimated. World class athletes are heroes and symbols of strength and courage for young generation. It is crucial that athletes in such capacity remain clean from any prohibited substances and achieve their outstanding results through hard training, their sport skills and talent, rather than illegal means.

Doping scandals with leading athletes harm not only their personal reputation, but also damage reputation of their home countries on international arena. Thus, fighting doping is not a personal matter of the athletes. It has become a matter of national prestige.

Being one of the first states ratifying the Convention¹ Russia has clearly demonstrated its firm commitment to fight doping in sport. At the same time, multiple violations of anti-doping rules committed by Russian athletes over the past years is without a doubt an obvious sign that Russian anti-doping system, policies, rules, practices and procedures need to be substantially reviewed and improved.

Firm commitment to combat doping has been confirmed at all levels of Russian state authorities, including the Russian President. In the message to Russian sports community during Presidential Council for Sport of October 11, 2016 he noted that fighting doping deserves the most serious attention from Russian authorities. Acknowledging some failures in Russia in this sensitive area in the past, the President agreed that Russian doping control system was not operating properly at that stage. At the same time, he underlined that use of doping in sport is absolutely not acceptable and Russia should create a new strict and efficient system of fighting doping. For this purpose, Russia shall maintain positive and effective cooperation with all relevant international sport and anti-doping organizations.

The Presidential Council for Sport of October 2016 became a trigger for a whole set of significant changes currently being taken by Russian authorities aiming to improve national anti-doping policy and legislation. Up to date, some of the proposed changes were already implemented, some still in the development process.

This research describes and evaluates current status of Russian anti-doping policy, as well as steps taken by the Russian Government, sport organizations and other involved parties aiming to improve Russian anti-doping system. Where necessary, national consultants identify certain shortfalls and provide their recommendations for enhancement of national anti-doping policy.

¹ Russia has ratified the Convention on December 27, 2006 pursuant to Russian Federal Law No.240-FZ on Ratification of International Convention against Doping in Sport.

II. DESCRIPTION OF THE PROJECT

The Russian Federation participates in the Convention since 2006. Certain anti-doping measures, which are required by the Convention, have been performed in Russia since and even prior to that. However, most important steps forward in developing and improving its anti-doping system were taken in Russia only in the past couple of years in response to serious concerns raised by international sport organizations in respect to increasing number of Russian athletes accused of doping violations.

The ultimate purpose of the Convention is to establish a general legal framework and major principles which the States Parties must adhere to in its fight against doping. At the same time the Convention leaves to countries a room for flexibility in how to build its national anti-doping system.

Another purpose of the Convention is to set binding obligations for the national governments in terms of anti-doping measures to be taken.

In order to ensure principles of fair play in sport WADA has developed the WADA Code, which accumulates major principles and rules of anti-doping to be applied worldwide to ensure clean sport. However, even though the WADA Code is accepted by most of sport organizations on both international and national level, due to its specific legal nature the WADA Code itself cannot directly bind the countries. By making a reference to the WADA Code, the Convention, being a direct legal instrument of international law, extends the applicability of the WADA Code not only to sport organizations but to all countries that have ratified the Convention.

Compliance with the requirements of the Convention, apart from being a straightforward legal obligation, also helps the participated countries to protect sports integrity and preserve the Olympic values in sport.

Up to date over 170 countries have ratified the Convention. The Russian Federation, being a part of the Convention, assumed an obligation to adhere and comply with provisions of the Convention in all areas.

In order to monitor compliance with the Convention by the States Parties, the Bureau of Conference of the Parties in accordance with its regular practice has decided to conduct a review of national anti-doping policy in Russia, make assessment of national anti-doping policy, legal provisions, practices, procedures and means of support.

The Bureau of Conference of the Parties has entrusted conducting the review to a group of independent national consultants working under the guidance and coordination of international consultants selected by UNESCO.

The work of the consultants consisted of the following major elements:

- conducting a desk review of existing literature, policies and guidelines issued by public authorities on national anti-doping framework and provisions; the study covered the overall national policy into which the objectives and scope of the Russian national anti-doping policy are integrated, as well as national legal framework, provisions, and means;
- determining the nature and status of national anti-doping standards and examining them in comparison with the objectives of the Convention, drawing lessons in terms of their conformity, to help the Russian Federation concentrate on the shortcomings and deficiencies in effectively reaching the objectives set by the Convention;
- evaluating the nature and status of the political principles and platforms governing the national anti-doping system, practices and regime in comparison with the Convention and the WADA Code; identifying the gaps and inconsistencies through the analysis

of the requirements of the Convention and the WADA Code, including the national norms and system in anti-doping;

- evaluating the resources and means of anti-doping support available in carrying out these actions;
- assisting relevant public authorities and sport organizations of the Russian Federation in conducting a participatory impact assessment, hence contributing to the skills, knowledge and empowerment in the assessed areas.

In the course of the project national consultants have reviewed current Russian legislation, as well documents and information on anti-doping matters available in open databases and other sources of information. Where it was necessary national consultants have requested and reviewed relevant documents and information from different Russian authorities and organizations.

For the purpose of the review the consultants have also conducted a number of meetings and interviews with Russian authorities, sport and anti-doping organizations, such as RMS, RUSADA, ROC, RPC, IPADC, prominent Russian athletes and public officials.

III. GOALS OF THE REPORT

The main purpose of this report is evaluation of measures taken by the Russian Federation to achieve the objectives of the Convention.

The report aims to create a reference tool for UNESCO in performing its regulatory role with respect to anti-doping measures envisaged by the Convention for all States Parties, including the Russian Federation. The findings of this report can also be used by the Russian Federation to help improving its national anti-doping policy and identify gaps in policy process, practices and procedures that need to be addressed in line with the provisions of the Convention in order to better protect sports integrity and preserve the values of sport with the Olympic goals.

For the above purposes consultants have conducted an independent review of the national anti-doping policy, rules and practices of the Russian Federation in terms of its efficiency and compliance with requirements of the Convention.

Where applicable, consultants have identified shortfalls and issues relating to lack of compliance and suggest approaches for improvement.

Conclusions made in this report are personal views of the national consultants, which are made based on their professional knowledge and expertise in the relevant fields, as well as review and evaluation of the information and documents available in open sources and/or provided at the request of the national consultants by different Russian sport and anti-doping organizations mentioned in this report.

IV. EVALUATION OF THE POLICIES APPLIED

4.1 Anti-Doping activities at the National Level

4.1.1 Anti-Doping Legislative Framework

Russian anti-doping legislative framework represents a number of interrelated pieces of legislation, including international treaties ratified by the Russian Federation, such as the Convention and CoE Anti-Doping Convention, federal laws, supplemental pieces of legislation issued by Russian authorities, as well as policies and regulations of different sport organizations, leagues and federations.

In accordance with the Russian Constitution, all international treaties, which the Russian Federation is a member of, shall constitute an integral part of its national legal system. If an international treaty has rules, which are different from those set by the national legislation, then the rules of the corresponding international treaty prevail and they should be applied over the national legal rules².

When the Russian Federation has joined the Convention, the latter has become an integral part of Russian legal system. Consequently, any and all legal acts issued by the Russian Federation in the anti-doping area should correspond to the Convention.

Specific pieces of Russian national anti-doping legislation include:

- Russian Federal Law of December 4, 2007 No. 329-FZ On Physical Culture and Sport;
- All-Russia Anti-Doping Rules, as approved by the executive Order No. 947 dated August 09, 2016 issued by RMS;
- Certain articles of Russian Criminal Code, Labor Code, Code of Administrative Violations, related to penalties for doping violations;
- Orders, Decrees and Regulations, regulating different anti-doping related issues, issued by federal state authorities, such Russian Federal Government, RMS, RMIA, FCS and other federal ministries and authorities involved in anti-doping issues;
- Specific rules and regulations issued by RUSADA;
- Rules and regulations issued by ROC, RPC, sport federations, leagues and other sport organizations regulating different areas of anti-doping.

It is fair to say, that year 2016 was a turning point in significant development and improvement of Russian anti-doping legislation. On April 20, 2016 the Russian Government has approved a set of anti-doping measures to be implemented by state authorities. As a result, 2016 became a milestone year for Russian anti-doping legislation. During this year all major laws and regulations in this area were significantly amended to bring them in compliance with the Convention, the WADA Code and the WADA rules and requirements of international sport organizations. Also in 2016, after long debate in Russian legal community, some of the ADRVs were criminalized.

In June 2017 development of Russian anti-doping legislation has been boosted by the National Anti-Doping Plan³ created by the Smirnov Commission and approved by the Russian President. Implementation of the National Anti-Doping Plan requires introducing corresponding amendments to Russian legislation. On July 10, 2017 the Russian Government has issued a specific list of assignments (so-called Set of Measures) to

² Article 15.4 of the Constitution of the Russian Federation.

³ For more detailed discussion on the National Anti-Doping Plan please refer to section 4.1.2.3 of this report.

different Russian authorities and organizations to complete the National Anti-Doping Plan. Currently, the Set of Measures is being implemented by the designated authorities.

Sports Law

The Sports Law is a major federal law covering legal, organizational, economic and social issues in the area of physical culture and sport, including general anti-doping rules.

The Sports Law has entered into force on March 30, 2008. However, its anti-doping provisions were substantially amended on November 22, 2016, as part of the overall process initiated by the Russian Federation in improving its anti-doping system.

The Sports Law determines major principles of anti-doping activities and distributes anti-doping powers and obligations between different Russian sport organizations.

In accordance with the Sports Law a complex of anti-doping measures in Russia shall include:

- Anti-doping testing;
- Introduction of legal liability for athletes, coaches and other sport specialists for doping violations;
- Introduction of measures to prevent illegal use of prohibited substances and means;
- Education and training of DCOs;
- Introduction of anti-doping educational programs in sports schools;
- Anti-doping promotional campaigns in media;
- Anti-doping research;
- Scientific research in athlete recovery issues;
- Assistance to be provided by RMS and RUSADA to regional Russian authorities in anti-doping support of regional sport teams;
- Introduction of liability of sport organizations for failure to comply with doping control procedures;
- International cooperation in doping prevention and fight against doping.

The Sports Law distributes powers and assigns obligations in anti-doping area between different Russian authorities and organizations. It provides only for major principles of anti-doping activities and generally regulates the anti-doping legal framework. As for specific anti-doping rules and procedures, the Sports Law makes a reference to the Russian Anti-Doping Rules.

Russian Anti-Doping Rules

Russian Anti-Doping Rules is a core piece of Russian anti-doping legislation containing specific rules and regulations in this area.

The new version of Russian Anti-Doping Rules was officially introduced by RMS Order of August 9, 2016 No. 947 in accordance with the draft prepared by RUSADA based on the Convention, the Sports Law, the WADA Code and the WADA International Standards.

Russian Anti-Doping Rules are applicable to:

- Russian national sport federations, leagues and organizations;
- athletes, who are Russian citizens or residents, as well as foreign athletes located on the territory of the Russian Federation, and any other athletes participating in a sport competition organized by Russian sport organization;

- athlete support personnel, who working with, providing medical assistance or other support to athletes, indicated in the above paragraph and participating or preparing to participate in sport competitions.

Russian Anti-Doping Rules consist of twenty two chapters regulating different anti-doping issues, including:

- definition of doping
- description of violations
- proof of doping
- prohibited list
- testing and investigations
- analysis of samples
- disciplinary procedure
- automatic disqualification of individual results
- sanctions to individuals, teams and sporting bodies
- appeals
- confidentiality and reporting
- application and recognition of decisions
- terms of limitations
- reporting to the WADA on compliance
- anti-doping education
- amendments and interpretation of the Russian Anti-Doping Rules
- interpretation of the WADA Code
- roles and responsibilities of athletes and other persons.

The current version of Russian Anti-Doping Rules in the most part corresponds to the structure and content of the WADA Code. Slight discrepancies identified by national consultants do not jeopardize the Russian Anti-Doping Rules in terms of its compliance with the WADA Code and the Convention.

Subordinate legislation

The legislative means of subordinate level include different orders, decrees and regulations issued by federal state authorities, such Russian Government, RMS, RMIA, FSC and other federal ministries and authorities involved in anti-doping issues. Such subordinate legislation regulate different specific issues of anti-doping system, such as doping control procedures, list of prohibited substances and methods, procedure of transfer of samples and many other issues.

Legislation related to sanctions for doping violations

Disciplinary (sport) sanctions for doping violations for athletes and athlete support personnel are established in Russia Anti-Doping Rules.

In addition to disciplinary sanctions, with respect to athlete support personnel Russian Criminal Code and Russian Code of Administrative Violations provide for criminal and administrative liability doping violations.

Athletes' liability for doping is limited to disciplinary sanctions. Contrary to their support staff, athletes are not subject to administrative and criminal penalties.

However, in comparison with coaches, doctors and other athlete's support personnel, doping violations by athletes may lead to employment related penalties, such as early termination of contract or payment to the employer of certain monetary compensation. These provisions are fixed in the Russian Labor Code. More detailed analysis is given in this report.

More detailed description of administrative, criminal and employment related penalties is given below in the corresponding sections of this report.

4.1.2 **Russian Anti-Doping Bodies and Organizations**

4.1.2.1 **RUSADA**

Status

RUSADA was established in 2008 by initiative of the Federal Agency for Physical Culture and Sport (later renamed to RMS) in compliance with the WADA Code and the Convention.

The main declared goal of RUSADA mission is to protect athletes' health and ensure their right to participate in doping-free sport. RUSADA aims contributing to doping prevention by promoting health, fairness and equality in sport and developing educational programs. Main values declared by RUSADA are integrity, fairness, equity and respect to be essential to successful career in sport.

In May 2008 WADA has accredited RUSADA as a National Anti-Doping Organization. Starting from May 2008 has been performing doping samples collection and transportation.

In 2009 RUSADA joined the Association of ANADO. Cooperation has also been established with regional sport institutions and Russian sport federations. Realizing the main goal of its activities RUSADA carried out in- and out-of –competition testing and target testing.

RUSADA was cooperating with WADA, NADOs and international sport federations worldwide in the field of scientific and educational programs and testing. In 2014 RUSADA became a member of the iNADO.

RUSADA had concluded a number agreements with a number of international sport federations and WADA, based on which, it conducted sample collection within Russia and the CIS countries.

Prior to RUSADA was recognized by WADA as non-compliant, it had about 50 DCOs working part-time in the regions of Russia and 23 DCOs who worked full-time. DCO's were providing more than 20,000 samples collected annually. All DCOs were annually accredited and audited.

RUSADA recognition of non-compliance⁴

On November 9, 2015 the Independent Commission of WADA has published the report concerning Russian athletics, the activities of the MADL and RUSADA.

The Independent Commission accused RUSADA of different violations of the WADA principles and rules. As a result, in November 2015 WADA declared RUSADA as non-compliant with the WADA Code. RUSADA was banned from testing planning, collection of samples, educational activities, consideration of requests for therapeutic use and some other activities.

⁴ http://www.rusada.ru/sites/default/files/content/files/отчет_для%20сайта.pdf

To reinstate its compliance status RUSADA should meet the reinstatement criteria set by WADA in the agreed roadmap. The roadmap includes a number of actions, some of which RUSADA has already fulfilled and some are still pending, Next audit by WADA of RUSADA's anti-doping operations is tentatively scheduled for September 2017.

Actions taken by RUSADA in accordance with WADA recommendations and the agreed roadmap include, but are not limited to the following:

- RUSADA Supervisory Board was reshaped in accordance with the criteria proposed by WADA. In addition, powers of the Supervisory Board were significantly expanded, namely, control over the activities of the executive bodies of RUSADA, their approval, approval of the maximum number and staffing of RUSADA, approval of transactions in excess of 20 million RUR and other functions.
- Corresponding changes required by WADA were made to the RUSADA Statutes and its internal policies and regulations.
- RUSADA has developed the Code of Ethics (conflict of interest policy).
- At the request of WADA, WADA, UKAD and RUSADA have concluded an agreement on the implementation of testing planning activities and consideration of therapeutic use requests by the UKAD on behalf of RUSADA. In accordance with this agreement, quarterly visits to Moscow of the UKAD and WADA working group are held in Moscow.

In May 2017, WADA Foundation Board and its Compliance Review Committee confirmed that RUSADA has fulfilled some of the additional requirements, such as:

- Changing the RUSADA Statutes to require that the Chair and Vice Chair are selected from the independent members of the RUSADA Supervisory Board;
- Providing the WADA with a RUSADA conflict of interest policy for approval;
- Releasing all Athlete Biological Passport (ABP) blood samples at the Russian Anti-Doping Centre on demand to the anti-doping organizations that had those samples sent there for testing; and
- Providing DCOs access to “closed cities”.

As a result in June 2017 WADA and its independent Compliance Review Committee had permitted RUSADA to plan and coordinate testing. RUSADA is authorized to do so, using its trained DCOs, under the supervision of WADA-appointed International Experts and UKAD.

Following the above decision, the WADA President, Mr. Craig Reedie commented that *“while there is still more to be done, WADA recognizes this milestone as a key component of the roadmap towards compliance... After much work by WADA and its partners, resumption of testing represents an important step forward in rebuilding anti-doping in Russia.”*

RUSADA Structure

Starting from January 1, 2017 the internal structure of RUSADA is as follows:

- Administration
- Department of testing organization
- ADRV Investigation Unit
- Department for Processing Results
- Department for the therapeutic use of prohibited substances
- Department for the implementation of educational programs

- Department of Science
- Financial Analysis and Accounting Department
- Administrative department

Founders

- In compliance with WADA requirements RUSADA founders' structure was recently changed: RMS was excluded from the founders list. Now RUSADA founders include only ROC and RPC.

Supervisory Board

- It currently consists of 7 members.
- In accordance with WADA recommendations the Chair and Vice Chair have been selected from the independent members of the RUSADA Supervisory Board.

CEO

The Chief Executive Officer of RUSADA is its General Director. Currently RUSADA's does not have a permanent General Director. This position is being filled in by a temporarily appointed person.

To fill in the General Director's vacancy RUSADA have been conducting public competition process. Any person, including foreigners, who can meet the required criteria, may participate in the competition. The process of CV submission by the candidates has been already closed. More than 700 candidates took part in the competition.

In July 2017 a special internal commission of RUSADA including, WADA-appointed international experts, will make a shortlist of best candidates who will proceed to the second round of competition for further consideration by RUSADA Supervisory Board and Founders.

WADA-appointed International Experts

In accordance with the WADA road map, starting from April 2016 WADA has appointed to RUSADA two international experts. Their role is to assist, consult and supervise RUSADA reformation process aiming to restore its status with WADA.

Recommended actions:

- To improve RUSADA PR policy and image on both on the national and international levels it can be considered creating in RUSADA a department of communications which can deal with public relations, work with mass media and social networks.
- RUSADA investigation unit should enhance its cooperation with Russian law enforcement agencies.
- Upon RUSADA's reinstatement with WADA, to ensure a sufficient full-scale testing of athletes it will be necessary to increase the samples collection capacity at least three times. For this purpose it is important to retain a current number of local DCOs throughout the interim period and increase it after the reinstatement.

Disciplinary body of RUSADA

RUSADA disciplinary body is the DADC. DADC has been investigating doping violations in accordance with rules and procedures set by the Russian Anti-Doping Rules.

From 2010 to the present, DADC has reviewed and rendered decisions on 883 cases of possible doping violations. Only 8 decisions have been appealed by WADA or international sport federations in CAS. This is less than one percent of total number of DADC decisions issued. In one additional case WADA withdrew its appeal due to insufficient evidence.

DADC consists of 7 members (lawyers, doctors and sports representatives), including representatives of ROC, RMS, Russian law schools, federal hospitals, etc. All members of DADC are independent from RUSADA.

The Chairman of DADC is appointed by the decision of the RUSADA Supervisory Board on the proposal of the General Director from among the members of the DADC. DADC composition is open to public. RUSADA discloses the members of DADC and its website.

Working with whistleblowers

RUSADA and Smirnov Commission official websites contain special reporting hotline where any person may report on any anti-doping violation.

Currently, there is no statistics on how many doping violation have been investigated by DADC based on information from whistleblowers. It may be assumed that the number of cases is quite low, as reporting doping cases by fellow athletes is not a common practice in Russia. However, RUSADA has confirmed that there were several of such cases.

At the opinion of national consultants, whistleblower model of behavior is not quite common among Russian athletes. Based on historical grounds, whistleblowers in Russia are yet sometimes perceived by others as “traitors” rather than “fair play defenders”. It is important to change such an attitude by Russian athletes and their personnel towards whistleblowers. To help changing it, RUSADA and relevant sport authorities should enhance its educational and promotional activities aiming to reshape athletes’ perception of doping use. Athletes shall perceive doping use not as a minor cheating for personal gain, but rather as a breach of the fundamental sport “fair play” principle and a serious offence against fellow athletes.

Currently, there is no whistleblower protection program in Russia, which would protect athletes, their support personnel and/or other people who report doping violations. There is an obvious need to develop legal means helping whistleblowers and protecting them from any retaliation actions.

Such legal means could include free legal aid provided to whistleblower. The cost of such legal aid shall be covered by RUSADA, or relevant Russian sport organizations. The information about individuals who reported doping violations must be kept confidential. RUSADA or other sport organization received such information from whistleblowers shall be bound by a confidentiality obligation. In case of confidentiality breach they should be subject to legal sanctions.

Whistleblowers shall be protected from wrongful dismissal and other infringements of their rights. For example, termination of a whistleblower by the initiative of the employer (i.e. sport club, sport federation or sport authority) can be prohibited without prior approval of RUSADA or a special collective anti-doping body/commission formed within corresponding sport body for the said purposes. Such restriction may last, for instance, within 3 years following the doping violation report received from the whistleblower

To the contrary, to prevent abusing of the reporting rights, those whistleblowers who have been proved of making a deliberately false doping accusation shall be subject to disciplinary sanctions from RUSADA or sport bodies they belong to.

4.1.2.2 Independent Public Anti-Doping Commission (Smirnov Commission)

Formation and Current Status

On July 22, 2016, at the meeting with the Federal Government the Russian President has confirmed “zero tolerance” approach to doping in sport. He proposed to ROC initiate an independent public anti-doping commission, which could include Russian and foreign specialists in medicine, law and other areas, as well as prominent Russian public and sports figures. As a result of this initiative by the President, on July 25, 2016 the Executive

Committee of ROC has established the IPADC (or “Smirnov Commission”), headed by the honorable member of IOC and ROC Mr. Vitaliy Smirnov.

The overall task of IPADC is a swift development and strict control over the effective implementation of the national anti-doping program. In this respect, it should derive initiatives and address various doping issues, which will help Russian Government to correct anti-doping legislation.

Currently IPADC consists of 32 independent members with various social and business backgrounds. Among its members are prominent Russian athletes, Olympic and World Champions, reputable lawyers, scientists and medical experts, influential businessmen and well-known public figures.

Goals and Objectives

As officially declared, the goals and objectives of IPADC are as follows:

- develop and control efficient implementation of the national anti-doping plans;
- review the low efficiency of anti-doping measures;
- develop national plan to counter doping in Russia;
- put forward proposals, act on them and monitor results;
- provide support to legislative authorities in adopting laws and regulations aimed at greater liability for doping rules violations;
- encourage conditions essential to bring RUSADA and the anti-doping laboratory back to work in full mandate;
- change the structure of RUSADA founders in accordance with the WADA Code and to draw state officials out of its board;
- set a framework to finance RUSADA so that it gets funds directly from the Government;
- provide assistance to relevant authorities in investigating the circumstances mentioned in the McLaren’s Investigation Report;
- improve the image of the Russian sport in the world as the situation of the doping scandal is getting back to normal;
- stage various functions to raise awareness of the public, federations and athletes about the dangers of doping;
- develop and adopt jointly with WADA practices of the Agency and the Laboratory;
- deliver jointly with WADA educational anti-doping seminars;
- create at the website a platform to discuss anti-doping measures and to launch an anti-doping hotline.

4.1.2.3 National Anti-Doping Plan

Description

In accordance with its goals and objectives, shortly after creation of IPADC its members have begun working on creation of the National Plan of Fighting Doping in Russian Sports. The idea behind the National Anti-Doping Plan was to elaborate specific recommendations on how to improve Russian anti-doping system in order to alter the current situation with Russian athletes, restore trust to Russian sport, comply with Olympic principles and eliminate the causes of doping in the Russian Federation.

In particular, it is expected that implementation of the National Anti-Doping Plan shall:

- foster public intolerance toward doping and raise social awareness of doping as a wrongful act;
- drastically reduce the number of ADRVs committed by Russian athletes and reduce the demand for prohibited substances and (or) methods;
- mitigate the negative impact of doping on the country in general and Russian athletes in particular, ensuring athlete`s health in the first place;
- create and operate a national (federal) system to monitor and control anti-doping activities in the Russian Federation, including doping prevention, the control and monitoring of pharmaceuticals containing prohibited substances and sports nutrition;
- put in place an integral system of comprehensive continuing research into anti-doping activities, including the use of advanced technologies;
- re-establish the status of the Russian Anti-Doping Organization as being compliant with the WADA Code;
- have the accreditation of MADL restored by WADA;
- restore the credibility of Russian sport both nationally and internationally;
- provide the international sports community with proposals to enhance the system of anti-doping measures.

The National Anti-Doping Plan was presented by the Chairman of IPADC at the latest meeting of the Council for Physical Culture and Sport by the President of Russia on May 23, 2017⁵.

The National Anti-Doping Plan includes a wide range of measures to improve Russian anti-doping system from legal, regulatory, institutional, economic and financial standpoints, on both federal and regional levels, as well as to improve cooperation with international organizations. There are also sections in the National Anti-Doping Plan which are devoted to science, educational and information programs.

The National Anti-Doping Plan overall contains over forty general or more specific recommendations divided into seven different sections on various topics related to modernization of Russian anti-doping system. A full text of the National Anti-Doping Plan is given in Appendix 1 to this report. Below the consultants provide only a brief summary of the Plan:

Section I: Regulatory and legal framework for the fight and prevention of doping in sport

This section suggests passing several new laws, which will make mandatory to license professions related to sports personnel and monitor the activity of athlete support personnel. It also suggests implementing legal rules for obligatory returning of the prize money, as well as benefits and financial grants received by athletes who are found in violation of anti-doping rules.

It is proposed to make mandatory for pharmaceutical companies and importers of medicine to place on medicine a special "DOPING" mark. However, in view of national consultants it might be recommendable to replace the "DOPING" mark with a note "Contains a prohibited substance in sport". This would allow avoiding confusion and putting the proposed rule in line with the terminology used in the WADA Code.

Section II: Organizational measures designed to prevent and fight against doping in sport

⁵ Presidential Council for Sport is a consultative body to the President, where certain legislative and policy initiatives in sport related areas are being discussed prior to implementing them in Russia.

Several proposals mentioned in this section, such as changing composition of RUSADA Founders, public tender for position of RUSADA General Director, funding of RUSADA from federal budget, have been already implemented.

Other important initiatives include mandatory testing procedure of candidates and newcomers to the national teams; create necessary regulatory framework for whistleblowers; determine rules for DCOs access to “closed cities”⁶ and other initiatives.

Section III: Scientific, medical and medico-biological measures designed to prevent and fight against doping in sport

This section of the National Anti-Doping Plan advises to develop mechanism for cooperation in anti-doping area between Russian Academy of Sciences, the FMBA, the Federal Agency of Scientific Organizations and the MADL. This would enhance conducting special research of newly developed prohibited substances and methods (not included in the WADA list) and help in better understanding on the technologies of doping detection.

Section IV: Educational programs to prevent and fight against doping in sport

In general, most of initiatives presented in this section are aiming to increase the number of educational programs and have broader approach to anti-doping education. Several of those initiatives have been already implemented by RUSADA and described in more detail in corresponding sections of this report.

In addition, Section IV proposes to establish new educational programs aimed at anti-doping prevention and promotion of zero-tolerant attitude to doping in universities and other educational institutions, which prepare specialists in the sports area.

Section V. Cooperation with international sports organizations

This section of the National Anti-Doping Plan supports and advises to maintain high level of international cooperation with all anti-doping institutions worldwide, including UNESCO, CoE, WADA and others.

Section VI. Media Coverage and Innovative Techniques to Prevent and Fight Doping in Sport

Section V provides for recommendations on mandatory use of federal media resources to disclose all doping related cases. In addition this section advises conducting annual sociological research among various categories and groups of Russian public on doping in sport.

Section VII. Modern information technologies contributing to prevention and fighting doping in sport

In this section IPADC advises to complete the Unified Anti-Doping Standard and Reference Information System, which would allow obtaining athletes and their support personnel real-time reliable information on medicines, which contain prohibited substances.

This information system will be very useful tool. However, to increase its effectiveness it is highly recommendable to ensure that it is available to athletes and sports personnel via mobile apps. It is also important that this system keeps track of all request received from athletes. In case of a positive doping test caused by incorrect information in the system, the athlete will be able to bring arguments in his/her protection by showing to disciplinary bodies that he/she was acting in good faith without negligence.

⁶ “Closed cities” is a term used for residential areas intended mostly for living of Russian armed forces. For state security reasons access to those cities of all non-residents (including DCOs) is limited.

At the opinion of the national consultants, development of the National Anti-Doping Plan is a significant step forward taken by the Russian Federation in improving its national anti-doping system and putting it in line with the requirements of the Convention, the WADA Code. Certain proposals of the National Anti-Doping Plan are quite innovative, while some provisions have already been implemented in Russia.

For example, Section II of the National Anti-Doping Plan suggests that the state authorities should not be among Founders of RUSADA. In line with this suggestion RMS has already withdrawn its membership in RUSADA. Currently, RUSADA has two Founders – ROC and RPC. Additionally, the current composition of RUSADA Supervisory Board does not include representatives of any governmental bodies.

In accordance with the National Anti-Doping Plan, contrary to the previous practice where RUSADA received money through RMS, RUSADA is now being financed directly from the Russian federal budget. This should help to ensure RUSADA's financial independence from Russian governmental authorities. RUSADA financing in 2017 has been significantly increased.

Further, the National Anti-Doping Plan states that the anti-doping laboratory should be placed under the supervision of MSU. The process of the laboratory transfer to MSU has started some time ago but is still in the implementation process.

Implementation of the National Anti-Doping Plan

The presented National Anti-Doping Plan has received a positive feedback at the Presidential Council for Sport in May 2017 and was approved by the Russian President. The next step in the implementation of the National Anti-Doping Plan will be introducing corresponding amendments to Russian legislation.

On June 11, 2017 the Russian President has issued an obligatory instruction to the Russian Government to elaborate a set of specific measures and actions to be taken by different Russian authorities for implementation of the National Anti-Doping Plan.

On July 10, 2017 the Russian Government has completed and approved the required Set of Measures and appointed RMS responsible for coordination and control of implementation of the Set of Measures by different Russian authorities⁷.

In line with usual regulatory practice, the Set of Measures represents a detailed list of assignments to different Russian authorities and organizations, like RMS, RMIA, Ministry of Health, Ministry of Education, FMBA, RUSADA, FCS and others, as to what exactly and when they should do and how they should amend their rules and regulations in order to implement provisions of the National Anti-Doping Plan.

A full text of the Set of Measures is given in Annex II to this report.

Most assignments envisaged in the Set of Measures shall be completed by the responsible authorities in August-December 2017. Upon completion of assignments the authorities shall introduce relevant amendments to their internal rules and regulations, as well as suggest drafts of necessary amendments to Russian legislation for consideration and approval by Russian Parliament.

4.1.2.4 Coordination of anti-doping activities between Russian authorities

Russian Ministry of Sport

For the purpose of coordinating activities between different Russian authorities in anti-doping area RMS has established a special interdepartmental task force for coordination of

⁷ Set of Measures was approved by the Resolution of the Russian Government No. 1456-p of July 10, 2017.

work to prevent doping in sport and combating it in the Russian Federation (ITFCW). The ITFCW is headed by the Minister of Sports of the Russian Federation and includes representatives of all federal executive bodies and organizations concerned: the Ministry of Health of Russia, the Ministry of Education and Science of Russia, the Ministry of Foreign Affairs of Russia, RMIA, the Russian Federal Security Service, the Ministry of Labor of Russia, FMBA, FCS, ROC, RPC, as well as the Chairman of the Committee of the State Duma of the Federal Assembly of the Russian Federation on Physical Culture, Sport and Youth Affairs.

On February 17, 2017 the first meeting of the ITFCW was held with the participation of representatives of CoE and the independent expert of WADA. It was decided to hold meetings of the ITFCW each month. As of June 1, 2017, ITFCW has held 4 meetings.

Decision taken at the meetings include among others:

- Determination of main directions for the development and approval of unified educational anti-doping programs for various types of educational organizations and organizations that carry out sports training.
- Development of methodological recommendations for conducting anti-doping work in the regions; RMS together with RUSADA was instructed to prepare the layouts of the anti-doping stands in the sport training centers.

The next meeting of the ITFCW is planned in July 2017. Also in July 2017, it is planned to hold the ITFCW meeting with participation of Russian law enforcement agencies on the following topics:

- Development of a mechanism for interaction between organizations in investigation of cases under the Criminal Code of the Russian Federation.
- Development of proposals for amending current Russian legislation as to effectively ban sport specialists, who were disqualified for doping violations, from working in sport training organizations.
- Development of the system of whistleblowers.

Russian Olympic Committee

The role and tasks of the ROC in anti-doping area are set ROC Strategic Plan being implemented by ROC from 2010.

The main goal of ROC Strategic Plan is a development of modern technologies, techniques and new knowledge in sports industry through the development and implementation of relevant programs. Sport medicine, including in anti-doping related areas, is one of the key areas of ROC's attention. Development and implementation of ROC anti-doping programs is based on a comprehensive monitoring and analysis of the world's leading experience in the field of sports science and medicine.

In accordance with the Plan ROC shall, among other things:

- Ensure control over necessary doping tests by athletes-candidates for the Olympic team of Russia to participate in the upcoming Olympic Games.
- Strengthen its coordinating role in development of sport innovation programs by NSFs.
- Support and implement the programs aimed at the development of sports medicine research and technology for better preparation of Russian athletes for the Olympic Games.
- Ensure monitoring function of innovations in medicine and sports technologies and its use in sports science, with the involvement of world-class specialists.

- Implement a new system of guarantees in the field of health and quality medical care for athletes and coaches during the training process, Olympic Games, and after the end of their sports careers.
- Create international grants system in the field of sports medicine, research and technology for scientific organizations and institutions.
- Promote Olympic movement, create a positive image of Russian athletes; actively inform and involve Russian citizens to take part in ROC programs.
- Promote fair play principles and ethical standards in sports.

In its Fair Play Sport Codex ROC condemns the usage of restricted substances and methodology by athletes and treats this as a fraud and criminal act. Promoting fair play principles, ROC has established as Fair Play Committee. Its main goal is to spread among the Russian citizens ethical principles of clean sport, fairness, honesty and tolerance both in sport and daily life. ROC Fair Play Committee annually awards athletes with fair play trophies in three nominations: for fair play spirit, contribution for the fair play principal promotion among young athletes, fair play principles compliance throughout the sporting career.

One of the most recent initiatives of ROC in anti-doping area was launching the hotline to collect any information on use of doping by athletes or inducing to use of doping by athlete support personnel. Relevant information can be sent to the hotline by e-mail: stopdoping@olympic.ru. Information received at the hotline shall be further used for investigations. Unfortunately, at the moment there is no statistics available as to the number of complaints received by ROC through its hotline.

In July 2016 the Executive Committee of ROC has established the Smirnov Commission, which main task is development and control over the effective implementation of the national anti-doping program. For more detailed information on the Smirnov Commission please refer to Section 4.1.2.2 of this Report.

Recommendations:

- Update ROC official website navigation to make the anti-doping hotline more user friendly; put the hotline link on the front (index) page; create at the ROC's webpage a dedicated, visible and easy to access section related to ROC anti-doping programs.

Russian Paralympic Committee

The role and the goals of RPC in anti-doping activities in respect to Russian Paralympians are quite similar to those performed by ROC in respect to Olympians. However, the current RPC course of actions in this area mainly determined by the IPC.

It should be noted that on August 7, 2016 IPC has temporarily suspended the RPC membership due to its inability to comply with the WADA Code. In order to help RPC in making changes necessary for its reinstatement the IPC has developed reinstatement criteria, which RPC must meet in order to be reinstated in IPC.

The reinstatement criteria require among others, establishing a special coordination committee, which should provide regular reports to IPC special taskforce in respect to progress making by the RPC in fulfilling the reinstatement criteria. The reports are being submitted to IPC on a monthly basis. At the moment a number of criteria have been fulfilled. However, there are some criteria that still being discussed by the parties.

Starting from 2017 the RPC's internal structure includes two departments responsible for anti-doping issues. The main role of the departments is to implement measures, documents and programs to ensure compliance with the reinstatement criteria set by IPC.

In addition, RPC has established a special internal Commission for Medicine, Anti-doping and Functional Classification of Athletes, which main purpose is to develop different initiatives and recommendation in respect to anti-doping support of athletes, coaches and staff of Russian national teams of different Paralympic sports.

In accordance with information and documents provided to us, up to date RPC has developed a whole set of anti-doping initiatives and measures, which are to be submitted for consideration and approval to the next meeting of IPC Anti-Doping Committee. The proposed initiatives and measures include:

- Hotline for persons willing to inform about doping violations (whistleblowers)
- Draft anti-doping rules of RPC
- RPC anti-doping educational program
- Procedure for notification of athletes on inclusion to testing pool and informing about their location in ADAMS
- Measures for public disclosure of persons sanctioned for anti-doping violations
- Measures for proper execution of sanctions for doping violations
- Anti-doping declaration of an athlete
- Anti-doping declaration of athlete support personnel

The term of implementation of the above initiatives are not yet determined. As confirmed by RPC, they will be implemented upon approval by IPC.

Russian National Sport Federations

In accordance with the Sports Law, each NSF should participate in doping prevention activities in its respective sport discipline. Under Russian Anti-Doping Rules each NSF must do the following:

- Publish at its Internet site Russian Anti-Doping Rules and anti-doping rules of the superior international sport federation;
- Submit to RUSADA all necessary information for testing pools in- and out-of-competition periods;
- Notify athletes about their inclusion into RUSADA registered testing pool;
- Assist in conducting doping testing;
- Apply sanctions for doping-violations to athletes and athlete support personnel;
- Provide information to RMS, RUSADA and relevant international organizations about sanctions applied against respective athletes and athlete support personnel;
- Appoint a person responsible for anti-doping work in the respective sport federation and cooperation with RUSADA, RMS, FMBA and other relevant organizations.

Currently not all NSFs fully comply with the above anti-doping requirements. For example, some NSFs do not contain Russian Anti-Doping Rules and anti-doping rules of corresponding international federations published at the official web-sites of corresponding NSFs.

In compliance with the Sports Law, all Olympic sport NSFs have duly appointed their internal anti-doping subdivisions or officers. However, there some examples of non-Olympic NSFs which yet fail to have a dedicated anti-doping subdivision or officer.

According to the information received during this research, the RMS is currently working on improving anti-doping work carried out by the NSFs. Just recently RMS has circulated to all

NSFs a letter requiring each NSF to establish a dedicated structural subdivisions and officers responsible for anti-doping work. To help NSF in creation of anti-doping subdivisions, the RMS has developed a template Regulations for of the anti-doping subdivision, as well as a template job description for an anti-doping officer position. Each NSF is allowed to use such templates to help them in fulfilling this task.

NSFs websites are being occasionally monitored by the RMS to evaluate whether NSF's websites have been updated in respect to anti-doping activities. In July 2017 several NSF have received letters from RMS requesting to update their anti-doping sections. Nevertheless, in view of national consultants RMS shall be more actively engaged in regulatory and control over NSF to ensure their compliance with anti-doping rules. Monitoring and control over NSF anti-doping work shall not be occasional. RMS shall do it on a regular basis.

Recommendations:

- Anti-doping work on a level of NSF shall be improved. Each NSF, including non-Olympic ones, shall appoint full-time officers responsible for anti-doping work.
- RMS shall monitor and control anti-doping activities of each NSF on a more regular basis.

FMBA

Russian Federal Medical-Biological Agency (FMBA) is a state body under the RMS supervision, which scope of authorities include among other things also organizational and methodological supervision and coordination of Russian sports medicine organizations and sports physicians. Acting in this capacity FMBA has been involved a number of initiatives in anti-doping area:

- Developed in cooperation with RUSADA an 8-hour educational course in anti-doping area for sports physicians.
- Since 2015 Russian Institute of Postgraduate Studies for Physicians named after A.I. Burnazyan has included into its curriculum a new course called "Sports medicine and countering doping in sport" aiming improvement in qualification of sport physicians on the anti-doping issues. In 2015-2016 this course was taken by more than 60 physicians.
- FMBA regularly issues its comments to the Prohibited List, as well as provide clarifications on TUE exemption issues.
- In November 2016, FMBA has approved and issued a new knowledge testing system for sport physicians. Sports physicians have undergone studies under WADA Sport Physician's Tool Kit program.
- FMBA has created a special working group for anti-doping support of athletes of Russian national teams. The working group includes:
 - Chief Specialist in Sports Medicine of FMBA
 - Anti-Doping Specialist
 - Clinical pharmacologist
 - Doctors in sports medicine
- FMBA conducts researches aiming to study non-doping substances and methods to help increasing performance of members of Russian national teams.
- The working group experts together with physicians of FMBA subordinate institutions hold different informational events on countering the use of doping in sport.
- For promotion of events FMBA uses Facebook and Twitter.

- FMBA has issued 542 job descriptions covering 100% sports physicians working in Russian national teams. In compliance with Russian Anti-Doping Rules all those physicians are made responsible for making sure that any medical care received by athletes does not violate anti-doping rules. Failure to comply with this requirement may cause disciplinary penalty imposed on sports physicians by their employing entities.
- In October 2016, FMBA staff participated in a meeting of the Consultative Group of the Monitoring Committee for Compliance with the Anti-Doping Convention of the CoE taken place in Malta. FMBA has made a presentation on the topic "Prevention of Anti-Doping Rules Violations among Physicians in Sports Medicine of Russian National Teams".
- In November 2016, FMBA officer made a presentation on the topic "Implementation of Anti-Doping Measures in Area of Pharmacological Support of Russian National Teams" at CoE international seminar devoted to Effective models for implementing anti-doping programs, held in the Republic of Belarus.

As confirmed by FMBA management, in the near future it considers launching several new initiatives aiming to improve anti-doping qualification and skills of medical personnel of Russian national sport teams:

- Online education
- Developing anti-doping related amendments to existing educational courses of sports medicine institutions
- Creating of new educational courses in anti-doping area
- Development of Russian language version of WADA educational program
- Enhance cooperation in this area with WADA, foreign national Olympic committees, NADOs.

4.1.3 Restricting the availability and use in sport of prohibited substances and methods

In accordance with Article 8 of the Convention the States Parties shall, where appropriate, adopt measures to restrict the availability of prohibited substances and methods in order to restrict their use in sport by athletes, unless the use is based upon TUE. These include measures against trafficking to athletes and, to this end, measures to control production, movement, importation, distribution and sale.

At the opinion of national consultants, Russia, mainly, fulfills its obligations in regard to this part of the Convention.

Sports Law provides for explicit restriction on use of prohibited substances and methods and defines scope of authorities and responsibilities of different sport organizations in anti-doping area.

The main requirements of international treaties in this area, such the provision of legitimate healthcare needs in the relevant medicines assigned to the specified groups of controlled substances and preventing their transfer to illicit traffic, were duly considered in Russia upon formation of lists of controlled substances.

According to National Pharmaceutical Standards, drugs circulated on the territory of the Russian Federation are divided into several groups, including controlled drugs, which include narcotic drugs (ND), psychotropic substances (PS), precursors of ND and PS, strong substances, toxic substances and all the rest. In September 2016 new doping substances were added to the controlled list: Ethylestrenol, Ostarin and GW 1516. Nevertheless, erythropoietin is not yet included in that list as well as many other doping substances.

In previous years, the most widespread doping substances were anabolic androgenic steroids. Often it was coaches who induced athletes to use them. As a result, anabolic steroids have become a widely used substance among athletes. The research conducted by the All-Russia Research Institute of Physical Culture several years ago shows that out of the total number of athletes of bodybuilding and martial arts clubs in Moscow and the Moscow region, who has admitted using drugs, 53-61% were taken steroids. In Tula and Smolensk regions this number equals to 27-31%⁸.

According to some reports, from 15% to 35% of young athletes in Russia regularly use anabolic steroids. Public opinion polls confirm that a significant number of young Russian athletes (about 80%) would agree to use prohibited substances and methods in order to win, even knowing that this may lead to their disability⁹.

The reason of why athletes are using pharmacological means in sport would often be a lack of professional knowledge in this area by their coaches. To change this negative trend coaches need to study more medical-biological disciplines and sport physiology. They shall better explain to athletes the anti-doping rules and harmful effect of doping.

A research conducted by the Volgograd State Academy of Physical Education assessed the level of awareness among young athletes in respect to the current anti-doping requirements. 92 young athletes of 13-15 years old were questioned. Most of them (78%) were aware of doping. 56% were negative towards doping. However, 22% considered doping as an acceptable mean in sports. They believe that doping in sports can be permitted. And about 22% of respondents believe that doping can be used occasionally, only for most important competitions¹⁰.

To restrict availability and circulation of drugs Russia has implemented special restrictive and control measures over the turnover of psychotropic drugs, narcotics and anabolic steroids. These drugs can be purchased only by medical prescription.

Illegal circulation, including purchase, production, storage transportation of narcotics or psychotropic drugs, where such actions do not aim selling drugs to third parties, is subject to criminal punishment. Same actions if were performed for the purposes of selling drugs cause severe criminal penalties. Most serious drug crimes may lead to a life sentence.

Under Russian Criminal Code, illegal distribution and (or) the smuggling of these substances across the border is a criminal offense. It may cause criminal liability, including imprisonment. In addition, inducement to use drugs is also a criminal offense. Athlete support personnel can be convicted for if it inducing an athlete to use drugs.

4.1.4 Administrative and criminal penalties for doping violations

Type and severity of administrative and criminal penalties applicable for doping related violations depend on whether the relevant prohibited substances can be qualified as (i) narcotics or psychotropic drugs, (ii) high-potent or toxic substance, or (iii) as a substances prohibited for use only in sports.

Narcotics and Psychotropic Drugs

⁸ Counternarcotic actions against potent substances and dietary supplements: issues and solutions. A.B.Svistilnikov, S.M.Rudnev, #1, 2013, Law enforcement problems.

⁹ The practice of doping in professional sports and the consequences for the health of athletes. O.A.Brusnikina (*Member of the Smirnov Commission*), A.N.Peskov. National interests: priorities and security. 31 (268) – 2014.

¹⁰ Design of the main components of model for anti-doping supervision of athletes' preparation. N. Petrov, I.Fatyanov. Scientific notes of the University named after P.F. Lesgaft. - 2016. - No. 10 (140).

Consumption of narcotics or psychotropic drugs is not a criminal offence in Russia, but it is subject to administrative liability.

Illegal circulation, including purchase, production, refinement, storage and transportation may lead both to administrative and criminal penalties. Illegal sale of narcotics or psychotropic drugs, as well as their illegal manufacturing or shipping performed for the purposes of further sale to third parties is subject to serious criminal penalties, including the life sentence for the most severe cases.

High-potent and Toxic Substances

Illegal trafficking of high-potent or toxic substances for the purposes of distribution is also criminally penalized offence which in most severe cases may lead to an imprisonment of up to 8 years. Smuggling of same substances may cause criminal sentence up to 7 years of imprisonment.

The list of high-potent or toxic substances covered by Russian criminal legislation for the purposes of the above criminal penalties includes some substances from the WADA Prohibited List.

Despite a sufficient legal framework restricting illegal trafficking and smuggling of high-potent or toxic substances the number of reported sports related criminal cases in this area remains quite low. Over the past 5 years national consultants are aware of only two cases where Russian coaches or athletes were convicted of trafficking anabolic steroids and only several cases of conviction for smuggling of the same.

Substances Prohibited for Use in Sports

Russian legislation does not provide for criminal or administrative penalties to athletes for illegal use of substances and methods prohibited in sports (where those substances are not on the list of narcotics, psychotropic drugs, high-potent or toxic substances determined by criminal legislation) Athletes liability for illegal use of substances and methods prohibited in sports is limited mostly to disciplinary sport sanctions and certain financial measures as described in this report.

Nevertheless, administrative and criminal penalties for certain anti-doping violations are established in respect to athlete support personnel. Administrative penalty (disqualification from the profession for up to 3 years) can be applied to athlete's coach, sport medical specialist or other sport specialist for administration to an athlete of substances and methods prohibited in sport.

Criminal penalties for doping violations were introduced in Russia relatively recently. In November 2016 Russian Criminal Code was amended with two articles, which provide for criminal penalties to athlete support personnel for (i) inducing an athlete to use substances and methods prohibited in sport and (ii) use (administration) in respect to an athlete of substances and methods prohibited in sport¹¹.

However, up to date, there are very limited examples known to national consultants of any administrative or criminal proceedings initiated in Russia for doping violations.

To enhance joint efforts in increasing efficiency of administrative and criminal anti-doping measures RMIA and RMS has concluded on December 12, 2016 a joint *Cooperation Agreement in the Sphere of Prevention of Use of Substances and Methods prohibited in Sport*. Based on the Cooperation Agreement, RMIA and RMS have agreed to cooperate and joint their efforts in anti-doping area. For this purpose both organizations agreed to conduct joint seminars and conferences on anti-doping issues, exchange methodology and statistics, exchange information and report cases and persons suspected of illegal use of doping, request for additional information, etc.

National consultants note that even though execution of the Cooperation Agreement aim to increase a level of cooperation between RMIA and RMS, but in practice it still remains at a low level. Based on the information provided, cooperation has been conducted mostly through participation in ITFCW.

Moreover, we note that cooperation between law enforcement agencies, such as RMIA or Russian Investigation Committee, and RUSADA shall also be enhanced.

In order to do improve cooperation with Russian law enforcement agencies RMS is planning to hold the next ITFCW (July-August 2017) together with RMIA. The topic of the meeting is creating more effective

¹¹ Relevant amendments were introduced by Federal Law No. 392-FZ of November 22, 2016 On Amending Criminal Code and Criminal Procedure Code of the Russian Federation.

interaction mechanism between Russian sport organizations and law enforcement bodies for the purposes of investigation of doping related criminal cases.

4.1.5 Measures against athletes sport personnel

In accordance with Article 9 of the Convention, Russian legislation provides for sanctions and penalties of different nature, including disciplinary, labor, administrative and criminal, aimed at athlete support personnel who commit ADRVs.

Disciplinary penalties

Disciplinary sanctions against athlete support personnel are applied under Russian Anti-Doping Rules. They are quite similar to those provided in the WADA Code.

In compliance with the definition of "athlete support personnel" given in the WADA Code, disciplinary sanctions under Russian Anti-Doping Rules can be applicable to coach, trainer, manager, agent, team staff including team manager, medical, paramedical personnel, parent or any other person working with, treating or assisting an athlete.

Most doping violations committed by athlete support personnel are penalized by a disqualification (ineligibility). As a general rule, the period of ineligibility for shall be 4 years where: (i) ADRV does not involve a specified substance, unless the athlete or other person can establish that ADRV was not intentional or (ii) ADRV involves a specified substance and RUSADA establishes that ADRV was intentional. In other cases the period of ineligibility shall be 2 years. In mitigating circumstances the period of ineligibility may be reduced.

Most severe violations, including (i) trafficking or attempted trafficking in any prohibited substance or prohibited method or (ii) administration or attempted administration to any athlete in-competition of any prohibited substance or prohibited method, the period of ineligibility shall be a minimum of 4 years. But if those violations involve minors and committed other than in respect to specified substances, they shall be considered as particularly serious violations and penalized by lifetime ineligibility. In addition, due to its serious nature, violations mentioned in points (i) and (ii) above shall be reported by RUSADA for further investigation to competent Russian administrative and criminal authorities.

In accordance with Russian Anti-Doping Rules, lifetime ineligibility should also be applied for a third time violation of anti-doping rules by athlete support personnel, unless the person can prove that there was no intent or negligence from his/her side or it was minimal. In such case the lifetime period of ineligibility can be reduced to 8 years.

During the ineligibility period, any athletes or other persons subject to jurisdiction of RUSADA are prohibited from association and cooperation in a professional or sport-related capacity with the disqualified personnel.

Among 21 doping cases investigated and sanctioned by RUSADA in 2016, there was only 1 case against athlete support personnel. In particular, the former head coach of the Russian national Olympic team race-walking center has been banned for life for administration or attempted administration of prohibited substances to his athletes. RUSADA's decision was confirmed by the appeal instance.

Labor law penalties

Employment related penalties may be considered as an efficient tool in prevention of doping violations. A risk of termination of employment and payment monetary compensation to the employer can be a serious restraining factor for sport professionals. However, under Russian law employment related sanctions for doping violations are applicable only to athletes. Athlete support personnel are not subject to such sanctions.

In accordance with Article 348.11 of the Russian Labor Code, an employment contract with an athlete may be terminated immediately for a violation (including one time violation) by an athlete of Russian or international anti-doping rules and regulations, is such violation was confirmed by a decision of relevant anti-doping authority.

In addition to termination the employer (i.e. sport club or organization) may fix in the contract with an athlete that in case of termination of the contract due to doping violation, the athlete will be obliged to pay to the employer a monetary compensation (penalty) the amount of which should be agreed by the parties in the contract¹².

Currently the Labor Code does not provide similar rules in respect to coaches, sport doctors or other athlete support personnel.

¹² See Article 348.12 of the Russian Labor Code.

To better comply with requirements of Article 9 of the Convention and in order to enhance a system of anti-doping sanctions in Russia, it can be proposed to apply the abovementioned employment sanctions not only to athletes, but also extend it to their support personnel.

Quite similar legislative proposal has been already discussed in Russian State Duma (lower chamber of Russian Parliament). There is a draft Federal law № 155241-7 *On amendments to certain legislative acts of the Russian Federation* under consideration by the State Duma. The draft law proposes that employers shall be entitled to terminate employment contract with a coach in case of violation by the coach of the national anti-doping rules and (or) anti-doping rules approved by international anti-doping organizations, recognized as proven violation by the decision of relevant anti-doping organization.

However, the abovementioned draft law does not apply to sport doctors and other ASP. Moreover, it does not provide for a monetary compensation (penalty) to be paid to employers by coaches or ASP in case of proven doping violations from their side. In view of the national consultants the draft law shall be amended accordingly to reflect these additional proposals.

Administrative penalties

In accordance with Article 16.18 of the Russian Code of Administrative Violations, for use (administration) to an athlete, regardless of his/her consent, of substances and methods prohibited in sport, in those cases where such actions cannot be qualified as a criminal offence, the athlete's coach, sport medical specialist or other sport specialist may be disqualified (i.e. banned) from his/her position or profession for a term from 1 to 2 years, or up to 3 years if the same actions were committed against a minor athlete.

The list of prohibited substances for the purpose of administrative sanctions complies with the WADA and RMS/RUSADA list.

Reflecting the provisions of the WADA Code, Russian Anti-Doping Rules contain a provision, which prohibit association with an athlete or athlete sport personnel who was subject to criminal, disciplinary or professional for doping violations. Nevertheless, as noted in this section above, under Russian legislation athlete sport personnel may also be found guilty in administrative proceedings. Thus, it is necessary to amend Russian Anti-Doping Rules as to include administrative proceedings as additional ground for prohibited association.

Criminal penalties

Inducing an athlete to use of substances and methods prohibited in sport

Under Article 230.1 of the Russian Criminal Code, for inducing an athlete to use substances and methods prohibited for using in sport, the athlete's coach, sport medical specialist or other sport specialist may be penalized by a fine in the amount of 300,000 RUR or 6 months of the convict's income or by limitation of liberty for a term up to one year.

If this crime is committed by a group of persons, or against minor, or against several athletes, or accompanied with violence, blackmail or threats may be penalized by a fine in the amount of 500,000 RUR or 1 year of the convict's income or by limitation of liberty for a term up to 2 years or deprivation of liberty for up to 1 year.

The same crime unintentionally causing death of an athlete or other severe consequences may be penalized by a deprivation of liberty for up to 3 years or corrective work for up to 3 years or deprivation of liberty for up to 3 years.

In addition to the above penalties, the court may also deprive the convicted person of a right to occupy certain positions or be engaged in certain activities (i.e. in sport area) for a term from up to 5 years depending on a gravity of the crime.

The term "inducing" is quite broad. It includes any intentional actions, actions, contributing to the use by an athlete of a prohibited substance and/or prohibited method, including those committed by way of fraud, persuasion, advice, instructions, suggestions, provision of information or provision of prohibited substances and/or means for use of prohibited methods, as well as the removal of obstacles to the use of prohibited substances and methods.

Use (administration) in respect to an athlete of substances and methods prohibited in sport

Along with administrative penalties for this violation, use (administration) in respect to an athlete of substances and methods prohibited in sport can also cause criminal liability under Article 230.2 of the Russian Criminal Code. For use (administration) in respect to an athlete, regardless of his/her consent, of substances and methods prohibited in sport, except for cases when **such use is allowed under Russian anti-doping legislation**, the athlete's coach, sport medical specialist or other sport specialist may be penalized by a fine in the amount up to 1,000,000 RUR or up to the amount equal to 2 years income or by limitation of liberty for a term up to 2 years.

The same crime unintentionally causing death of an athlete or other severe consequences may be penalized by a limitation of liberty for up to 3 years or corrective work for up to 3 years or imprisonment for up to 3 years.

In addition to the above penalties, the court may also deprive the convicted person of a right to occupy certain positions or be engaged in certain activities (i.e. in sport area) for a term from up to 5 years depending on a gravity of the crime.

Currently, the dividing line between administrative and criminal penalty for use (administration) in respect to an athlete of substances and methods prohibited in sport is the list of prohibited substances. The list used for the purpose if administrative penalties is approved by RMS and corresponds to the WADA Prohibited List, while for the purposes of criminal penalties Russian government approved a separate list¹³.

¹³

Resolution of the Russian Government No. 339 of March 28, 2017 On Approval of List list of substances and/or methods prohibited for use in sport for the purpose of Articles 230.1 and 230.2 of the Criminal Code.

Not every item from the WADA Prohibited List appears on the criminal list. The criminal list has fewer items compare to the WADA List. Such inconsistency in practice may lead to an awkward situation when for administering to an athlete of two different substances, both of which are on the WADA List, one coach or doctor will be subject to minor administrative penalty, while the other one will be subject to more serious criminal penalty.

Such inconsistency to a certain extent contradicts core principles of justice and diminishes the efficiency of the above mechanism of criminal penalties for athlete support personnel. All substances on the WADA List are considered to be prohibited for administering to athletes irrespective of the strength, pharmacokinetics and other characteristics of each substance. If the substances are equally prohibited for use in sports by WADA, there should be no difference in legal liability for administering of those substances to an athlete.

In this respect it can be proposed amending the national list of prohibited substances used for the purpose of criminal liability under Article 230.2 of the Russian Criminal Code to align it with the WADA Prohibited List. The type of penalty (i.e. administrative or criminal) for administration of prohibited substance to an athlete may depend on a gravity of offence. For example, first time offence shall lead to administrative liability, while second time offence, or offence against minor athlete, or offence with other aggravating circumstances will lead to criminal punishment.

Shortfalls:

- The Labor Code does not provide for employment penalties in respect to coaches, sport doctors or other athlete support personnel.
- The list of prohibited substances used for the purpose of Russian criminal sanctions does not correspond to WADA Prohibited List.
- **Prohibited** association section in Russian Anti-Doping Rules does not take into account Russian administrative sanctions for doping violation.

Recommendations:

- Introduce employment related sanctions, such as termination and payment of compensation to employer, for doping violations committed by athlete support personnel.
- Make the list of prohibited substances for the purpose of Russian criminal sanctions over athlete support personnel in compliance with the WADA Prohibited List. Make additional dividing criteria with respect to administrative or criminal penalties for administration to an athlete of substances and methods prohibited in sport
- Amend Russian Anti-Doping Rules as to include administrative proceedings as additional ground for prohibited association in respect to athlete support personnel.
- Create special investigation intelligence unit within RMS specialized on doping related cases.

4.1.6 Nutritional Supplements

In accordance with Article 10 of the Convention the States Parties where appropriate shall encourage producers and distributors of Nutritional Supplements (NS) to establish best practices in the marketing and distribution of nutritional supplements, including information regarding their analytic composition and quality assurance.

The regulatory and legal framework related to NS includes nine basic documents. NS are not considered to be medicines. In accordance with Russian legislation NS distribution is not subject to special licensing. NS may be sold without doctor's prescription.

Sales of NS are carried out through pharmacy stores, specialized stores for the sale of NS, food stores (special departments, sections). Based on Russian regulations in the relevant area, organizations importing, manufacturing selling NS are required to provide consumers with information on the absence of narcotics, psychotropic drugs, high potent substances, including doping, and poisonous substances.

Rospotrebnadzor in accordance with the established procedure handles state sanitary and epidemiological supervision and control over the conformity of NS and conditions for NS production and storage.

In practice Rospotrebnadzor receives numerous claims from consumers in respect to violations of NS related rules. Quite often NS contain high potent substances among its ingredients. This may entail criminal liability of the NS sellers in accordance with Article 234 of the Russian Criminal Code. In defense the sellers argue that they did not have sufficient information to conclude that the relevant NS contains illegal substance.

According to the information from RUSADA the vast majority of prohibited substances get into athletes bodies through NS they are consuming. Such stimulants are being one of the

NS ingredients. However, in some cases the NS containers do not specify any prohibited substance. In other cases the prohibited substance is indicated on the container under a name, which is different from prohibited substance name used in the WADA Prohibited List.

Furthermore, in some cases prohibited substances get into NS through contaminated production lines at the factories. As a consequence, 'harmless' sports nutrition may be contaminated with such 'heavy' substances as anabolic steroids¹⁴.

Some athletes, especially those who have not yet reached high performance level, often buy NS from unreliable sellers, which are significantly cheaper. Such sellers often do not have any certificates confirming quality of the product and absence of any prohibited substances. Buying NS from cheap but unreliable sources is another risk factor for athletes in respect to potential ADRV.

Rospotrebnadzor regularly identifies violations in the area of NS production and distribution. Considering increased number of cases of detection of low-quality and falsified NS, there are a number of issues which need to be addressed in the NS related area. To help solving the problems in NS area there is a need to transfer the authority of regulating NS market from Rospotrebnadzor to Roszdravnadzor. NS shall be checked in relevant laboratories of Roszdravnadzor.

Further, FMBA annually organizes additional control of NS received by the Russian national team athletes in respect to NS safety, authenticity, including qualitative and quantitative analysis of the main active ingredients included in the respective NS.

Recommended actions:

- It is advisable to consider conducting clinical trials to confirm whether NS have a positive effect for the athletes' performance and health.
- It is necessary to reduce large-scale advertising of NS in the media, leaving it only in medical and pharmaceutical publications and at specialized exhibitions and conferences. As an alternative, it may be proposed to allow public advertisement of only certified NS.
- It can be proposed to transfer the authority to regulate the NS market from Rospotrebnadzor to Roszdravnadzor:
- RUSADA website contains a special online tool allowing to check any medicine against the WADA Prohibited List. It is advisable to make the same online verification service in respect to NS and their ingredients.
- It can be proposed to consider mandatory certification of NS for the purpose of compliance with WADA Prohibited List. Such certification can be performed, for example, by the new anti-doping laboratory in MSU.

4.1.7 Financial measures at national level

In accordance with Article 11 (a) of the Convention the States Parties shall, where appropriate, provide funding within their respective budgets to support a national testing program across all sports or assist sports organizations and anti-doping organizations in financing doping controls either by direct subsidies or grants, or by recognizing the costs of such controls when determining the overall subsidies or grants to be awarded to those organizations.

¹⁴ RUSADA strategy on prevention 2017-2020.

RUSADA funding

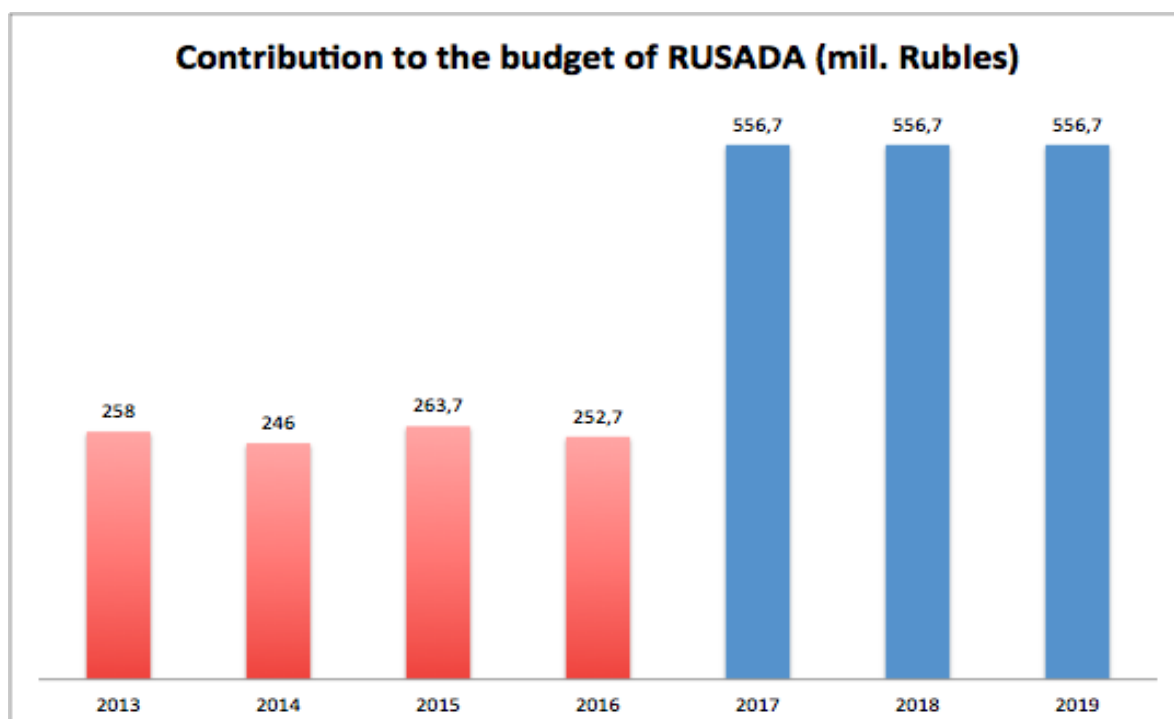
The funding of RUSADA anti-doping program in Russia is regulated by Order No. 248 of the Russian Prime Minister of March 3, 2017. It establishes direct and permanent financing of RUSADA from the federal budget. Under the new financing scheme introduced by the above Order, RUSADA would receive money directly from the state budget. Under previous financing scheme RUSADA was receiving financing from RMS.

The new financing scheme aims to provide RUSADA with more financial independence from Russian governmental authorities.

Starting from 2017 the annual budget of RUSADA was increased by 304 million RUR compare to the previous year.

The federal budget shall contribute funding to RUSADA in the amount of 1.67 billion RUR (approximately 30.0 million USD) over the period of 3 years (2017, 2018 and 2019). This makes the annual budget of RUSADA equal to 556.7 million RUR (approximately 10.0 million USD at the current exchange rate). The above mentioned Order points out that increase in funding is aimed to raise RUSADA efficiency in preventing doping and allow increased penetration of anti-doping educational programs across Russian sports (Diagram 1 below).

Diagram 1. RUSADA budget by years



Before 2017, RMS additionally financed scientific research activities of MADL. RMS contributed over 196 million RUR for this purpose to MADL over the period of 5 years (2011-2015) to finance 15 various research programs. Starting 2017, MADL stopped any scientific research activities in accordance with WADA decision. As a consequence RMS has temporary stopped financing MDL research work.

RMS continues to fund additional educational programs aimed to eliminate doping in sport. In 2017, RMS contracted Saint Petersburg Scientific-Research State Institute for Physical Culture to develop psycho-pedagogical doping intolerance educational technique for young athletes. According to information provided by RMS, it funded 3 million RUR for this program.

ROC and RPC have also been financing their own doping elimination programs. Majority of ROC funds are being allocated to finance IPADC activities. ROC sees its main role in supporting development and implementation of National Anti-Doping Plan.

RPC allocated additional funds to launch new educational programs and finance internal reorganization process in order to comply with the IPC TF roadmap.

National consultants note very good financial discipline in all involved government institutions and sports organization. Funds are allocated in accordance with the approved financing schedules. No delays in financing of relevant anti-doping programs or activities were identified in the course of our review. No complaints were received from relevant Russian sport and anti-doping organizations in respect to financing of their anti-doping programs.

Financial measures for doping violations

In accordance with Article 11 (b) of the Convention the States Parties shall take steps to withhold sport-related financial support to individual athletes or athlete support personnel who have been suspended following ADRV, during the period of their suspension.

Russian Anti-Doping Rules provide that any prize money paid to the athlete is to be returned or reimbursed, unless there are no ethical exceptions. Withheld prize money shall firstly compensate CAS expenses, secondly shall be passed to other athletes, if such mechanism is prescribed by related international federation, and lastly compensate RUSADA expenses.

Russian athletes, especially elite athletes, are subject to different grants from state bodies and sport organizations. Such grants aim supporting talented athletes and provide them with additional social guarantees. Nevertheless, up till now most of grants provided do not contemplate withholding such state financial support to athletes and their support personnel who violated ADRVs.

The situation began changing just recently. On July 15, 2017 the Russian President issued the Presidential Decree No.321 amending conditions for payment of Presidential grants to athletes and their support personnel. Such grants are to be paid to Olympic and Paralympic Champions, members of Russian national teams, candidates to Russian national teams in Olympic or Paralympic sports, as well as their coaches and other support personnel. The grant is being paid on a monthly basis with 12 month period.

Based on Presidential amendments of July 15, 2017, Presidential grants shall be cancelled if the athlete or athlete support personnel is found guilty of ADRV violation by a relevant anti-doping body. If the athlete or athlete support personnel is temporarily suspended by the anti-doping body due to potential ADRV, the grant is also to be suspended for the whole period of sport suspension.

The above Decree became a good example of changes currently being made to the Russian legal framework to comply with the Convention requirement of withholding sport-related financial support from athletes and their support personnel for ADRV,

Nevertheless, other governmental and sport bodies and organizations should also make similar changes to their rules regulating issuing grant to athletes and their support personnel.

In accordance with Article 11 (c) of the Convention the States Parties shall withhold some or all financial or other sport-related support from any sports organization or anti-doping organization not in compliance with the WADA Code or applicable anti-doping rules adopted pursuant to the WADA Code.

Current, Russian Anti-Doping Rules do not specify any direct financial sanctions over sport teams or organizations for ADRVs. However, according to Article 11.3 of the Russian Anti-Doping Rules, the organizer of sport event (sport league or federation) can apply any kind

of additional sanctions to teams, where two or more athletes were caught on doping. Such sanctions can be applied on top of the athlete's personal sanctions. Further, based on Article 12.1 of the Russian Anti-Doping Rules, in case of identifying multiple doping violations coming from the same NSF, RUSADA has a right to request RMS to review funding of such sport federation or revoke accreditation.

Nevertheless, as of the date of this report national consultants are not aware of any cases where the abovementioned sanctions were applied by RMS.

Shortfalls:

- There are yet quite limited examples of new regulations providing for withholding financial support to individual athletes and support personnel for ADRV. Following the latest Presidential Decree regarding cancellation of Presidential Grants, other state bodies and sport organizations, which provide financing to athletes and their support personnel, should adopt similar rules.
- There is no direct legal mechanism providing for withholding financial support from sport organizations.

Recommended actions:

- To elaborate more legal means at a level of different state bodies and sport organizations allowing withholding financing provided by such bodies and organizations from individual athletes and their personnel who are found guilty of ADRV as well as relevant NSF.
- To publish at RUSADA web-site information about every case of cancelation of state financing and information about any other financial sanctions for ADRV.

4.1.8 Measures to facilitate doping control

Customs clearance

Since 2010 import and export of doping samples to and from Russia is being done based on simplified clearance procedure. Nevertheless, despite of the simplified customs process there have been a number of issues and violations noted by WADA¹⁵:

- WADA Accredited Laboratories reported several cases where sample packages have been opened by Russian customs.
- As part of the simplified process all samples must pass through Moscow customs point; it makes transportation time quite lengthy, as a consequence it affect the ability to collect blood samples.

Testing

Prior to being recognized by WADA in 2015 as no-compliant **RUSADA has been performing** about 20,000 tests annually. Out of 20,000 tests: (i) approximately 1,000–1,500 were target tests, (ii) about 60% were out-of-competition tests, (iii) 40% in-competition tests.

RMS decided on total number of tests, however RUSADA decided on the Test Distribution Plan (TDP). Testing was also performed outside the testing pool and on behalf of International Federations or WADA and at major events. Pool of DCOs included 21 DCOs in Moscow and 42 in the regions.

In January 2016, a tripartite agreement was signed between RUSADA, WADA and UKAD on the provision of services for the organization and planning of tests, evaluation of the

¹⁵

<https://www.wada-ama.org/en/resources/code-compliance/status-update-concerning-russian-testing>

testing program, consideration of requests for the therapeutic use of prohibited substances and other services.

In February 2016, a planned visit was made by the representatives of WADA and UKAD to coordinate the RUSADA testing program. Due to the fact that RUSADA did not have the right to take samples, agreements were signed with two commercial organizations: Swedish company IDTM and the German company PWC. Both companies were recommended by WADA and UKAD. In addition, some national anti-doping organizations from other countries also took samples.

MADL accreditation was suspended in November 2015 and the license was revoked in spring of 2016. As a consequence, RUSADA had to enter into agreements with a number of laboratories accredited by WADA for conducting analyses of samples taken under the RUSADA testing program. Austrian laboratory in Seibersdorf was selected as main provider of services. Laboratories in Lausanne and in Stockholm were used quite actively as well. In May 2016, MADL was approved by WADA for blood tests under the biological passport program. Thus, in the second half of 2016 MADL was used for this purpose quite actively. It allowed to comply with the deadlines for the delivery of blood samples to the laboratory in accordance with the recommendations of WADA.

On the recommendation of WADA, the service for the external management of the athlete's biological passport is provided by RUSADA to Ghent University (Belgium), acting as a division for the processing of biological passports.

By the end of 2017 RUSADA plans to upgrade to the new version of ISO 9001-9015. In this regard, RUSADA is implementing modernizations within the quality management system.

Currently, due to RUSADA's non-compliance with the WADA Code, the tests planning function is being performed by UKAD. Sample collection is done by foreign companies like IDTM and PWC. It is anticipated that by the end of 2017 only about 6,000 samples will be collected, which is three times less than a number of samples need to be collected for efficient functioning of Russian anti-doping program.

This number can be achieved if current Russian 19 DCOs in Moscow and 30 DCO's in the regions resume their services upon confirmation from WADA.

At the end of June 2017, WADA has partially lifted its ban by allowing RUSADA conducting testing and planning under the supervision of the WADA-appointed international experts and the UKAD.

Shortfalls:

- The number of samples to be collected by the end of 2017 is three times less than a number of samples required for efficient doping control of Russian athletes.
- To retain necessary number of local DCOs RUSADA needs to provide them with social guarantees until they resume their services in full by WADA corresponding decision.

Recommended actions:

- Until WADA lifts its ban RUSADA should provide special social guarantees for local DCOs to remain necessary number of qualified specialists

WADA update on the status of Russia testing (November 18, 2015 – May 29, 2016)¹⁶

¹⁶

<https://www.wada-ama.org/en/resources/code-compliance/status-update-concerning-russian-testing>

2,947 Total Tests conducted on Russian Athletes:

- 1,137 in-competition tests (ICT)
- 1,810 out-of-competition tests (OOCT) - 61%
- IAAF testing: 655 tests
- UKAD testing: 455 tests (15 Feb – May 29, 2016)

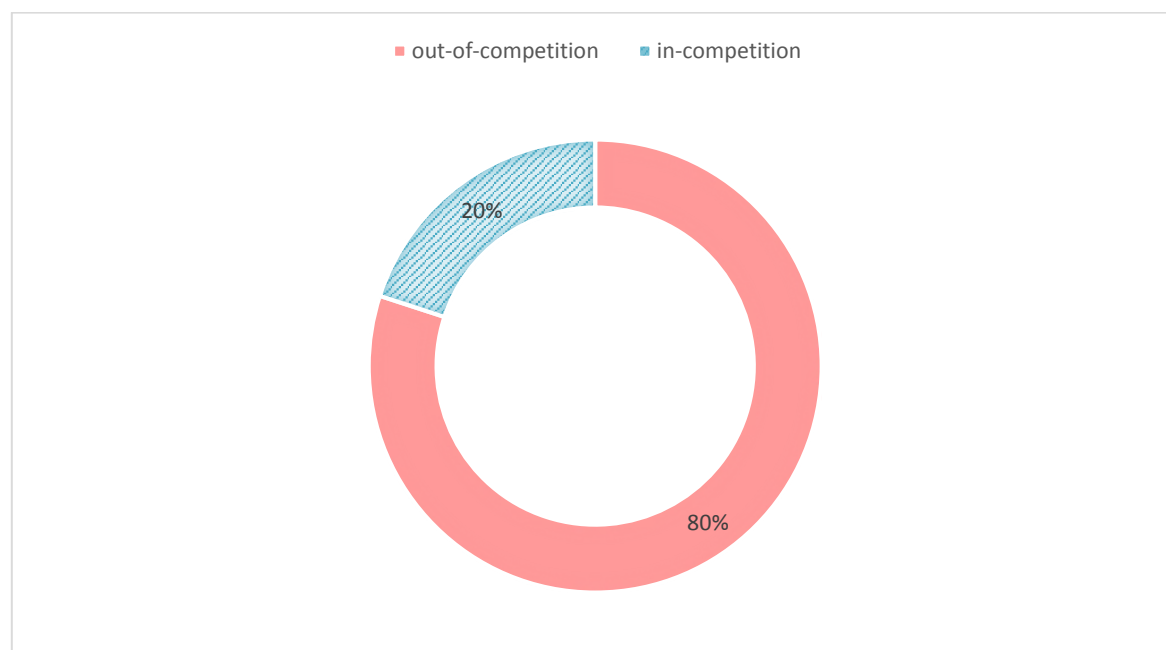
736 tests requested have been declined or cancelled:

- 669 due to lack of capacity of sample collection authority
- 2 due to athletes retiring
- 25 as a result in change of whereabouts
- 40 recorded due to “other reasons”
- 22 requests to test at competitions declined.

In total, under RUSADA testing program in 2016¹⁷, UKAD organized 2,731 missions, of which 84% were completed by sampling (successful testing). During 2,731 missions 3112 doping tests were collected (more than 1,500 athletes representing 32 types of sports).

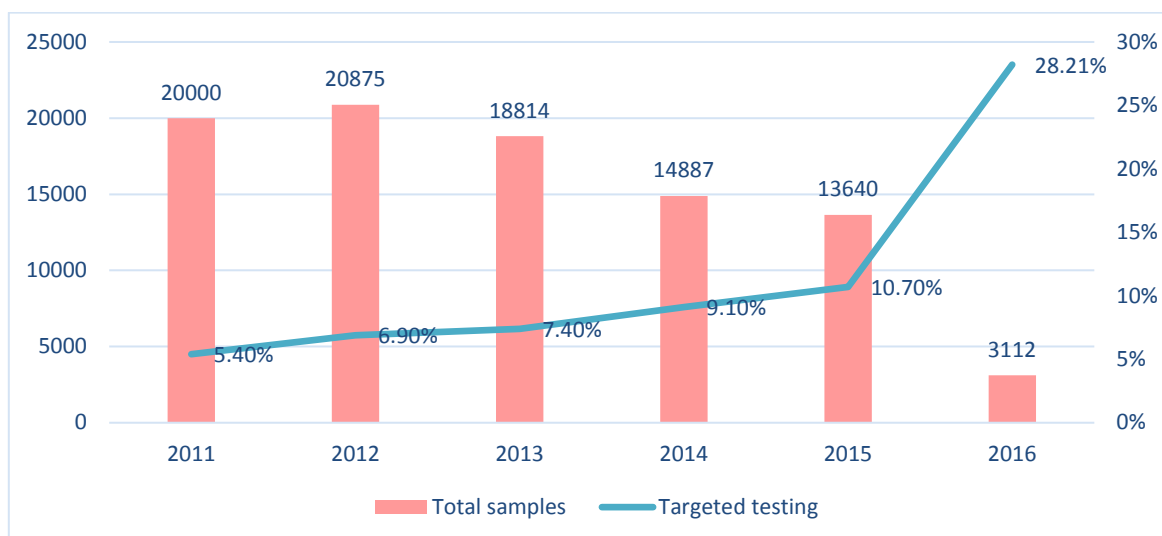
The bulk of the samples were collected out-of-competition (80%), only 20% of samples were collected in-competition (Diagram 2 below).

Diagram 2. Types of samples by type of control



When drawing up the plan for distribution of samples, UKAD emphasized the target testing of athletes. Thus, target (in-competition and out-of-competition) testing was about 30% of the total volume of samples collected in 2016 (Diagram 3 below).

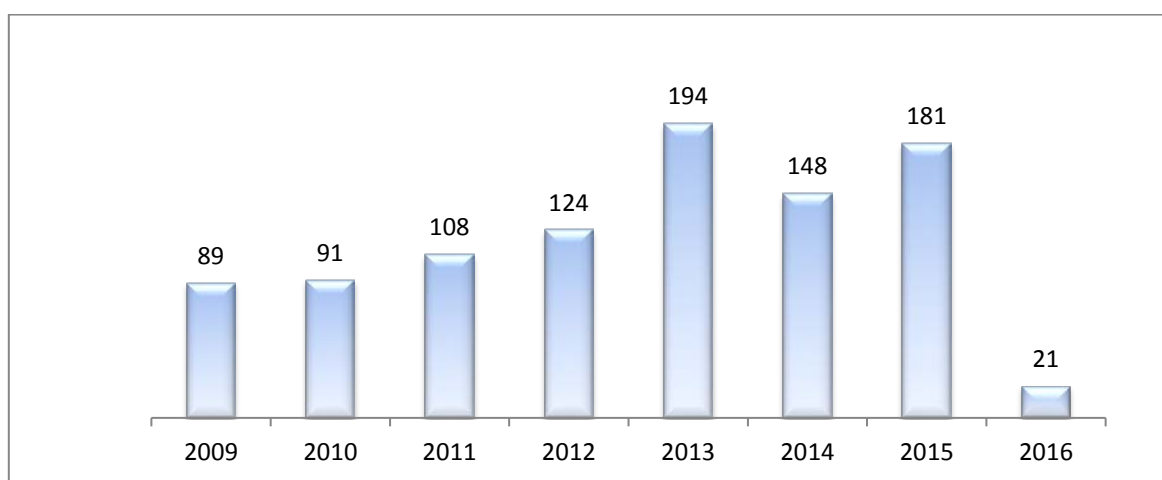
¹⁷ Based on the data provided by RUSADA.

Diagram 3. The share of targeted testing in collected samples in 2011-2016

The analysis of the collected samples was carried out by 13 of WADA accredited laboratories, including 7 laboratories, which were contracted by long-term agreements for the provision of sample analysis services: Seibersdorf (Austria), Lausanne (Switzerland), Barcelona (Spain), Warsaw (Poland), Cologne (Germany), Stockholm (Sweden) and Moscow (Russia)¹⁸.

In 2016, 100 cases of possible ADRVs were identified, of which 79 cases related to such prohibited substance as meldonium. In accordance with the recommendations of WADA, in a decision was made that there was no fault or negligence for all 79 meldonium cases indicated,

In 2016 there was a significant reduction in the number of detected ARDVs and without considering the meldonium cases, primarily due to a reduction in the number of collected doping samples (Diagram 4 below).

Diagram 4. Comparison of detected doping violations by years

Shortfalls:

¹⁸ Only blood samples were analyzed in MADL within the framework of the Athlete Biological Passport (this type of activity has been approved by WADA Foundation Board on May 12, 2016).

At the same time WADA¹⁹ noted the overall limitations:

Whereabouts

- Significant amount of Unavailable Athlete Reports and Missed Tests;
- Low frequency of whereabouts updates;
- Whereabouts information is generally of poor quality (unclear address);
- Closed cities often used as location of whereabouts; DCOs may enter those cities only by special permission from authorities; to deter sample collection athletes indicate closed cities as their location.

In-competition testing

- Lack of information available for competitions;
- Schedules not released until the day prior to or day of competition;
- Challenging to find events; often no indication of specific venue or city; only a region provided as the event location;

Closed cities

There are some residential areas in Russia (so-called “closed cities”), which due to its special legal status allow very limited access for non-residents. DCO may enter a closed city only with a special preliminary permission obtained in advance from a relevant Russian authority (e.g. Ministry of Defence) to which jurisdiction the relevant closed city belongs to. However, such entrance approval requirement can jeopardize confidentiality of testing or sometimes make the testing procedure of residing the closed cities completely impossible.

Currently the testing pool of Russian athletes include only about 10 athletes (no elite athletes) residing in the closed cities. DCOs have been experiencing difficulties in accessing those athletes for testing purposes.

In order to solve this problem RUSADA and RMS has agreed with relevant Russian authorities that DCOs will be granted multiple entry permits to those cities. Multiple entry permits, where DCOs will be relieved from an obligation to obtain a separate permit each time they need to get access to a relevant athlete residing in the closed city. The multiply entry permit system shall allow DCOs meet all necessary testing and sample collection requirements.

As confirmed by RMS, up to the date of this report several multiple entry permits have been already issued. The rest of access permits are in the process of being issued.

For the state security purposes the access permits to closed cities can be issued only to the Russian national DCOs. Foreign DCOs may not receive such permits. However, considering a small number of Russian athletes residing in closed cities, we do not anticipate any issues in issuing the permits only to Russian national DCO's

With the introduction of multiply entry permits for long term periods (e.g. one year) the problem of DCOs access to closed cities can be considered solved. To avoid any further potential issues with DCOs access to closed cities RMS along with RUSADA have developed a special action plan to ensure timely issuing to DCOs of multi-entry access permits to closed cities in the future.

Laboratory

Based on experience of laboratory functioning in other countries, it has been recently decided to transfer MADL from RMS to the leading Russian national university - MSU.

¹⁹

<https://www.wada-ama.org/en/resources/code-compliance/status-update-concerning-russian-testing>

MADL is now being equipped with the best anti-doping equipment. The laboratory can resume its work immediately after WADA restores its accreditation.

Recommended actions:

- Interdepartmental collaboration should be improved to restore the status of the national laboratory under MSU as soon as possible. This could solve some of the difficulties that arise during the doping control procedures (according to WADA findings).

4.2 International Cooperation

4.2.1 Supporting the mission of WADA

In accordance with Article 14 of the Convention the States Parties undertake to support the important mission of WADA in the international fight against doping.

In implementation of this principle of the Convention, Russian sports governing bodies and NSFs are coordinating the activities and educational programs with RUSADA and WADA, as well as implementing WADA recommendations regarding doping test sampling.

WADA is in direct communication with RUSADA and other institutions related to anti-doping control in Russia. RUSADA currently implements road map agreed with WADA. WADA monitors and advises on the process of reinstatement of RUSADA accreditation with WADA. Two WADA-appointed international observers are currently working with RUSADA in Moscow helping in the reinstatement process.

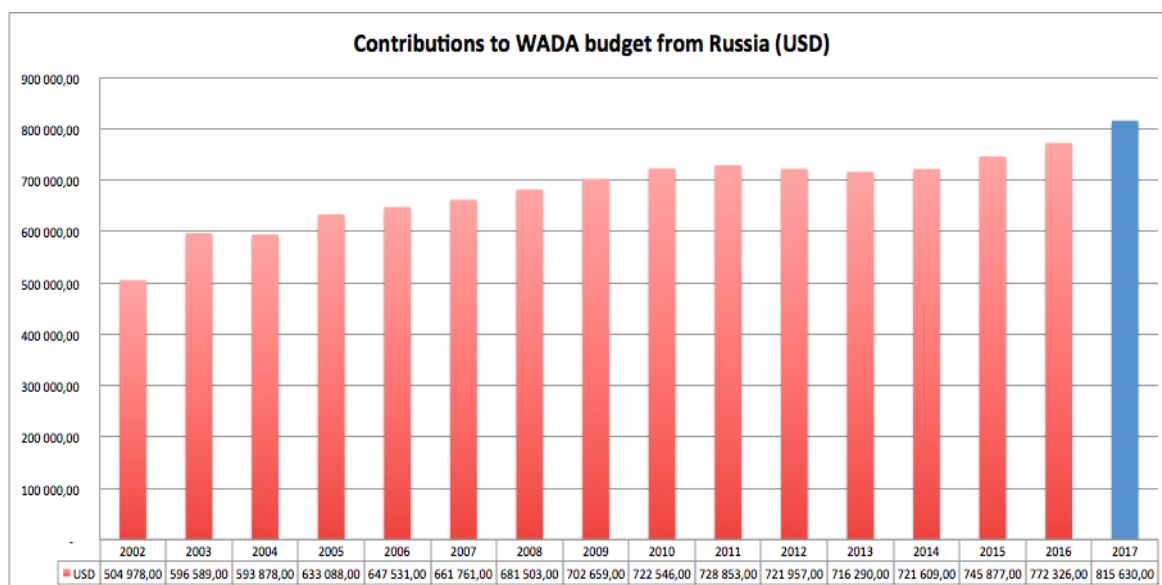
4.2.2 Equal funding of WADA

In accordance with Article 15 of the Convention the States Parties undertake to support the principle of equal funding of the WADA's approved annual core budget by public authorities and the Olympic Movement.

Funding from European countries is operated through two public authority forums: CoE and the European Union. For the years 2002-2017, CoE, through the Committee of Ministers, agreed to the payments and formula. In 2002 payments were established based on the indicative scale of contributions calculated for states party to the European Cultural Convention. The indicative scale is based on GDP and population. CoE provides WADA with the amounts to be invoiced to each country.

Russian Federation is fully complying with the above article of the Convention.

Being among top 5 highest donators to WADA, Russia is regularly paying amounts invoiced by WADA. According to recently published WADA financial statement, Russia contributed in 2017 USD 815,630 to the budget of WADA. The amount paid in 2016 was USD 772,326 (Diagram 5 below).

Diagram 5. Russian contributions to WADA

Total amount of contributions made by Russia to WADA budget in period between 2002 and 2017 is USD 10,967,073.

4.2.3 International cooperation in doping control

International anti-doping activities of the Russian Federation make a substantial part of the overall anti-doping policy development. RUSADA international cooperation has a growing dynamic since 2008, when it was established.

Before RUSADA was declared non-compliant with the WADA Code the tests were carried out by RUSADA on behalf of international federations and other anti-doping organizations worldwide. RUSADA cooperated with international federations within the framework of international sports events, which took place in Russia. RUSADA was the sample collection authority at those events.

RUSADA makes its best efforts to develop international cooperation in the field of ADRV prevention. For this purpose it organizes joint education programs with international federations, takes an active part in developing informational and education materials at the international level. For instance, at the request of WADA RUSADA has prepared Russian translation and updated Russian translation of the ADAMS interface.

At RUSADA initiative some core Russian anti-doping legal regulations were translated into English. It makes them immediately available to the international sport organizations and athletes.

RUSADA has been taken some actions in developing professional relations with foreign NADOs. For example, in 2012 it has started close collaboration with Armenian NADO. RUSADA held education workshops for the Armenian colleagues featuring development and implementation of the quality anti-doping program.

One of RUSADA strategic partners since 2009 has been the Anti-Doping Norway (ADN): over the years 2009–2011 RUSADA in collaboration with AND developed a comprehensive Anti-Doping Program embracing all major RUSADA activities. RUSADA has also been closely cooperating with Bulgarian NADO. Recently RUSADA has begun to cooperate with the Finnish Anti-Doping Agency on training of DCOs.

An essential part of the international cooperation for RUSADA is its cooperation with WADA and IOC. In 2013 RUSADA joined iNADO. Currently Russia is a party to a number of

bilateral agreements with other countries, which among other things cover sports issues (including anti-doping).

Despite currently being held as non-compliant RUSADA and RMS continue actively interacting with international organizations. For example, they took part in the following events:

- Working meeting with representatives of UKAD and WADA in London on February 22-24, 2017, at which the parties discussed actions necessary for the speedy restoration of the status of RUSADA compliance with the WADA Code, including the development of a system for assessing the risks of using prohibited substances and methods in various sports, the principles for creating a test distribution plan, testing planning in anticipation of the 2018 Winter Olympic and Paralympic Games, meeting the requirements of the IAAF and the IPC for testing Russian athletes performing in federally-accountable sports.
- The annual symposium of WADA in Lausanne (Switzerland), March 12-15, 2017 on global trends in the field of the fight against doping.
- Training of DCOs in Moscow (Russia) on March 18-19 and March 23-26, 2017 (employees of testing departments, implementation of educational programs, processing of results, investigation of ADRVs, science, representatives of management and administration, independent WADA experts).
- Working meeting with representatives of the UKAD and WADA in Moscow on March 27, 2017. The parties discussed the implementation of the road map, which presented the results of the training and evaluation program of the DCOs, agreed on the internship procedures of the DCOs practical experience, projects of the system for assessing the risks of doping in various sports, as well as a plan for the distribution of tests for the second half of 2017 were presented.
- Meeting of the Monitoring Group of CoE Anti-Doping Convention in the field of educational activities in Ljubljana, Slovenia, April 9-11, 2017. RUSADA presented its anti-doping education strategy for 2017-2020.
- Conference organized by the University of Neuchâtel "*A fresh look at the scientific, legal and political aspects of the fight against doping*" in Makolin, Switzerland, April 28-29, 2017.
- The meeting of the Monitoring Group of CoE Anti-Doping Convention and the meeting of the Ad Hoc Committee of the European Coordination Forum for Cooperation with WADA (CAHAMA) in Copenhagen, Denmark, May 2-5, 2017. RUSADA has presented the report on the implementation of the RUSADA reform plan for 2016-2017.

Since creation of the Smirnov Commission it has been quite actively interacting with all key international sport organizations, such as IOC, IPC and WADA, as well as with several special ad hoc commissions. For example, it provides a full scale support to international disciplinary commissions headed by Mr. Dennis Oswald and Mr. Samuel Schmid, which were created to follow up on the findings of the McLaren's report. Further, as confirmed by Mr. Smirnov, the Smirnov Commission has been also working very closely with Sir Craig Reedie, WADA President, on all key issues at hand (such as RUSADA compliance, MADL accreditation and others).

4.2.4 Contributions to Voluntary Fund

In accordance with Article 17 of the Convention the States Parties have to make contributions to UNESCO Fund for the Elimination of Doping in Sport.

Based on information and documents provided to the national consultants, Russia has been duly fulfilling its obligation in financing the Fund. It is worth mentioning, that Russia currently is its biggest financial donator. Since the foundation of the Fund Russia has already contributed 4.2 million USD.

The Russian Federation has also been taking an active part in the Fund's management. Russian representative Mr. Gennady Aleshin has been holding the Fund's chairman position since the foundation of the Fund.

4.3 Education and Training

4.3.1 Measures taken in education and training

In accordance with Article 19 of the Convention the States Parties has to support, advise or implement education and training programs on anti-doping.

Russian sports institutions and sports bodies are quite actively participating in anti-doping education activities. The leading role in developing, coordination and providing anti-doping education programs belong to RUSADA. RMS, IOC, RPC, NFS acting as supportive communication platforms to deliver RUSADA programs.

According to Paragraph 19.1 of the Russian Anti-Doping Rules, RUSADA is responsible for planning, implementation, evaluation and monitoring of national anti-doping educational programs and other informational campaigns.

RUSADA organizes seminars, conferences for athletes and athlete support personnel. Educational programs are addressing following issues:

- Substances and methods included at WADA Prohibited List;
- Violations of anti-doping regulations;
- Consequences of doping abuse, including sanctions, possible personal health damage and social punishment matters;
- Doping control procedures;
- Individual rights and obligations of the athletes and personnel;
- Doping pollution risks related to consumption of NS;
- Damage caused by doping to sports spirit principals;
- Regulations concerning athlete's current location discloser.

RUSADA informational and educational programs are developed to prevent the use of doping in sports and targeting athletes, sports doctors, coaches, other athlete support personnel, parents of young athletes and journalists. The main goal of the programs is to increase the awareness of athletes and athlete support personnel in measures taking to fight against doping and to prevent the use of doping among youth.

There are some examples of quite successful anti-doping programs in the past. For example, in 2011-2015 RUSADA and Russian Kontinental Hockey League (KHL) has developed and successfully implemented a large anti-doping project called "*Clean Ice*", where famous ice hockey players were engaged to promote clean sport. Moscow city also had in the past its own anti-doping program to promote clean sport.

Unfortunately, despite being good examples of successful anti-doping initiatives both programs have been closed for unknown reasons.

RUSADA recognizes the leading role of WADA in the adoption of unified standards and coordination of the anti-doping movement throughout the world. The informational and educational programs of RUSADA on the prevention of doping in sport are developed in accordance with the provisions of the Convention, the WADA Code, the Russian Anti-

Doping Rules and other international standards for organizing anti-doping education activities.

In 2017 RUSADA department of Educational Programs held 26 events, including 11 seminars for athletes and athlete support personnel on anti-doping rules, liability for violation, training on doping control procedure and working with the ADAMS system.

4 seminars were held for athletes and athlete support personnel of Paralympic sports. Staff from the Educational Programs department took part in three conferences, where reported on the violation of anti-doping rules.

In cooperation with RMS RUSADA has organized two educational courses for regional staff responsible for anti-doping support across Russia. Such seminars were targeting heads of regional sports institutions and were held in three cities of Russia gathering representatives of nearby regions. In addition open lessons devoted to sporting values were held in two schools (general school and sports school).

1,467 people took part in the educational events of RUSADA during first half of 2017, including 311 athletes, 942 ASPs, 87 regional representatives and 127 administrative personnel. Of the 311 athletes, 69 are junior athletes, 242 are senior and reserve athletes.

Online educational platform "*Triagonal*" was launched in March 2017. This platform consists of two courses: a general anti-doping course, which covers a wide range of topics targeting all users, and a medical course, which was designed specifically for medical personnel. After completing the course, the users should pass the control test. In case of successful result (above 80% of correct answers) two diplomas are generated in the personal user cabinet, in Russian and English. These diplomas are available for download as well. Till this day, the number of "*Triagonal*" users has exceeded 1,500 people.

Quiz program named "*Outreach*" helps improving anti-doping awareness among public. This quiz is being conducted during major sports events. It represents a test, which consist of 10 multiply choice questions. The program was translated into Russian language and can be installed on computers. The quiz zone is located in a place where the largest number of people (competitors, volunteers, guests) have access to test it self. In case of the successful result, the participants of the quiz receive memorable prizes. In 2017 the staff of the educational programs department conducted 4 Outreach quizzes: 2 in athletics competitions, including "*Russian Winter*" tournament, one at the *Sambo-70* event and one at the "*Parafest*" Paralympic Sports Festival. More than 200 people took this quiz.

Another type of doping prevention program is open lessons for schoolchildren. Educational Programs Department of RUSADA performed such lessons in city of Saransk in 2017. Such lessons aim forming zero-tolerance attitude to doping in children's life and their sport careers. In addition to the standard learning, the lesson includes interactive games, which illustrate the unfair games and shows the importance of respect among friends and rivals.

RUSADA web-site remains to be the main source of information on all issues related to the anti-doping topics. The site contains both general information (news, information on disqualification), and more specific (the procedure for passing the doping control, the procedure for completing the profile in the ADAMS system, the procedure for applying for therapeutic use of drugs containing prohibited substances). Also the site has a section on current documentations and samples of forms for various requests.

As a short-term goal, RUSADA declares to perform over 100 seminars annually and reach an average over 3,000 participants per year. In addition to regular seminars RUSADA is also using remote access training systems (webinars, Skype seminars, etc.).

Besides publishing important information, RUSADA in coordination with "*ELEMENT*" laboratory, launched the web-site <http://list.rusada.ru> - the service for online verification of substances included in prohibited list of WADA. This service designed to prevent the

unintentional use of prohibited substances by athletes. Also, the service checks the presence of prohibited substances in various medicines. The information base of the service is updated regularly as per WADA list changes. The list of medicines containing prohibited components is updated on a monthly basis. Once a new medicine is released, corresponding information in the official drug record is updated. In addition, it provides for regular updates of information about the ADAMS system, photo reports from past educational anti-doping events, news with links to the agency's official web-site, media review and news are available via RUSADA social media accounts.

According to information provided by RUSADA, in 2017 it increased financing its education activities. In 2017, RUSADA allocated 11,966,000.00 RUR (around 171,000.00 EUR) from its budget to fund its educational programs. This is about 10 times more than in 2014.

RUSADA shall also aim conducting more necessary educational activities in Russian regions. For this purpose it would be feasible to hire additional staff to its educational department. Currently, it consists of only 3 people.

In addition to RUSADA's efforts in anti-doping education, other sports bodies have also been taking certain actions in this area. For example, in 2016 RMS has intensified its cooperation with sports ministries of different Russian regions. A pilot program to build anti-doping communication for various target audiences (from athletes to spectators) was developed and introduced together with regional authorities of Ulyanovsk Region and Republic of Mordovia. Educational seminars were held for the sports community of Yamal-Nenets Autonomous District, Ulyanovsk Region, Republic of Mordovia and Khanty-Mansijsk Autonomous District.

By the end of 2017 RMS is going to set-up additional anti-doping information stands inside all sports training facilities and training camps.

RMS has recently created interdepartmental commission to facilitate anti-doping educational activities across Russia and increase the level of communication and knowledge sharing between relevant organizations and institutions working in this area.

RPC would be another institutional example of enhancing anti-doping educational programs. In 2017, following recommendations received from IPC, RPC has updated its anti-doping educational policies and arranged for mandatory anti-doping education for RPC staff, athletes, athlete support personnel and other persons under the RPC's jurisdiction. As per date of this report, RPC has developed a draft of the RPC Anti-Doping Educational Program and submitted it to RUSADA and WADA's experts for consideration and approval. After the program is approved by RUSADA and WADA's experts the draft Program will be forwarded to the IPC Taskforce, upon approval of which RPC will commence implementation of the Program.

Updated anti-doping educational policies of RPC provide for obligatory training of speakers, who can be allowed to hold educational seminars on anti-doping issues. . There are 15 (fifteen) speakers who have already passed through the training program and were accredited by RUSADA to hold anti-doping seminars for PRC athletes and PRC athlete support personnel.

After the IPC TF approves updated RPC educational anti-doping program, RPC will organize seminars for coaches, athletes, athlete support personnel and all other persons under RPC jurisdiction. In addition to mandatory seminars, all RPC coaches/athlete support personnel will have an access to "CoachTrue" WADA training - program in Russian language. Upon completion of the training each participant will obtain a relevant training certificate.

FMBA is also actively involved in anti-doping educational activities. More than 200 employees of medical organizations under the jurisdiction of FMBA and physicians of the

Russian national teams (more than 500 people) received additional training on WADA "*Sports Medicine and Anti-Doping in Sport*" program. FMBA created a special position for anti-doping work coordination at all medical institutions involved in medical support of athletes and which are under FMBA jurisdiction.

Some NSFs in addition to RUSADA programs also have their own anti-doping education programs, which are coordinated with RUSADA.

Despite significant steps forward in developing anti-doping educational programs we identify a number of areas for improvement.

Shortfalls:

- RUSADA does not currently have sufficient number of personnel to deliver educational programs across all Russian regions.
- RUSADA educational programs are based on a single learning model and do not provide feedback on effectiveness of education delivery.
- Existing educational programs often do not have customized appeal for the target audience.
- RUSADA digital communication activities are limited to publishing information on its official web-site and YouTube channel with lecture style video presentations.
- Besides all cumulative affords, there are still no effective mechanisms to evaluate results of anti-doping education among athletes and athlete support personnel.
- Existing educational programs are often being developed only for a short term basis. Such short-term programs have quite limited effect compare to long term educational programs and strategy.

Recommended actions:

- The regional offices of NSFs shall be more actively engaged in in delivery of RUSADA anti-doping educational and information programs in their respective regions. For example, the regional offices could handle the additional mandatory anti-doping educational programs.
- It is advisable to conduct special educational programs for parents of young athletes, where parents can learn about negative impact of doping to health of their children and learn to identify symptoms of doping abuse. Such programs shall also aim explaining and promoting "whistleblower" concept. Anti-doping education of parents could significantly contribute in fighting those coaches and athlete support personnel who illegally induce young athletes to doping.
- To have a better effect the anti-doping educational programs shall be designed for a long term perspective.
- The national consultants see important for RUSADA and other sport institutions to increase the level of social media activity, which is currently quite low. It shall target young athletes, their parents and support personnel. It would also help if WADA develops and introduces specific standards and guidelines for social media communication by NADOs.
- RUSADA shall work on creation of control mechanism, which will monitor the implementation of educational programs lunched by NSF and RMS.
- It might be feasible to engage famous Russian athletes and coaches in anti-doping educational programs. They participation would surely benefit better perception of clean sport values by young athletes.

Following requirements of Article 20 of the Convention, RUSADA has developed and implemented RUSADA Code of Ethics. The current version of the Code was approved by RUSADA Supervisory Board in June 2017. The Code of Ethics applies to all officers of RUSADA, including its general director, members of the Supervisory Board, employees, as well as agents, suppliers, DCOs and other persons engaged by RUSADA for doping control procedures. Members of RUSADA disciplinary committee should also be bound by the Code of Ethics while they are considering disciplinary cases.

The Code of Ethics aims to ensure independency of RUSADA officers and avoid conflict of interest situations among them. It also aims combating corruption by prohibiting RUSADA officers accepting payments or gifts from third parties.

The Code of Ethics prohibits disclosure of confidential information and illegal use of insider information. It also prohibits RUSADA officers to have any business links and business relations with any sport organization, unless it is required for executions of his/her functions at RUSADA or disclosed to RUSADA's officer responsible for compliance with the Code of Ethics.

Violations of the Code of Ethics can cause disciplinary sanctions such as warning, temporary suspension from job duties, and other sanctions.

Shortfalls:

- Certain sanctions for violations of the Code of Ethics towards employees of RUSADA may be unenforceable from a Russian Labor Law standpoint.

Recommended actions:

- For the purpose of increasing legal enforceability of the Code of Ethics over RUSADA staff, national consultants recommend reviewing and amending the Code of Ethics and their employment contracts accordingly.
- In order to improve RUSADA image it can also be recommended that the Code of Ethics be disclosed to public at the official RUSADA web page.

4.3.3 Public attitude towards doping

In March 2016 the All-Russia Public Opinion Research Centre (WCIOM) has conducted a full-scale poll to study Russian public opinion on different doping related issues. WCIOM has interviewed 1600 people in 130 cities of the 46 regions of Russia.

Most of respondents confirmed that they follow the news about doping in sports. 83% of respondents are aware of doping cases involved Russian athletes.

Based on the results of the poll, a majority of the respondents consider the use of doping in sport to be absolutely unacceptable. 76% of respondents believe that doping in sports must be eliminated by any means. Only 17% believe that use of doping in sport is acceptable.²⁰

Two-thirds of respondents (67%) are absolutely sure that it is possible to get success in sports without use of doping. Opposite view is supported by 23% of respondents.

In regards of the question: "Which policy should be followed in this situation by the Russian authorities?" - different proposals were made: from introduction of a more stringent internal doping control measures (19%) to more actively protect Russian athletes and enhance activities to restore their rights and status (about 18% total). 46% of respondents could not come up with any specific opinion on this issue.

The public opinion results collected by WCIOM clearly demonstrate that most Russians are against the use of doping in sports. The absolute majority believes that this is unacceptable

²⁰ <https://wciom.ru/database>

and athletes can achieve great victories without using prohibited substances and methods. Although, a great number of Russians believe that an international anti-doping campaign aiming Russian athletes and sport organisations are caused by rather political grounds, but at the same time it does not deny the importance of tightening control and enhancing anti-doping policy in Russia to avoid further issues with Russian sports.

Social attitude toward doping creates domestic agenda for facilitating public ethics of clean sport, as well as whistle blowers programs. National consultants see important to conduct social studies and public opinion polls on doping related issues on regular basis. Results of such studies and polls can be used by RUSADA to tune up its policies and educational programs aimed to increase doping intolerance among Russian public.

Shortfalls:

- There are only very limited examples of comprehensive social studies and public opinion polls on doping related issues in Russia.

Recommended actions:

- RUSADA and RMS shall increase a number of public opinion studies on different doping related issues. Such studies shall be conducted on a regular basis.

4.4

Research

The studies on scientific training methods are generally performed by the Centre of Sports Medicine at FMBA in cooperation with national teams. Based on comments received from athletes and relevant sport organizations, services provided by FMBA to athletes are in fact based on scientific research. The services and research can be considered of sufficient quality.

Russian Institute of Postgraduate Studies for Physicians named after A.I. Burnazyan and FMBA conducted research aimed to study excretion and kinetics issues related to meldonium. Currently, scientific article with research results is being finalized. It will be published jointly with WADA in one of the leading international scientific magazines. The publication is scheduled for July 2017.

Educational programs of the Russian State University of Physical Education, Sport, Youth and Tourism include undergraduate, graduate and postgraduate programs dealing with the health of athletes, performance and anti-doping. These programs include scientific research on methodological training for national teams in more than 20 sport disciplines.

Shortfalls:

- Despite some actions being taken in anti-doping research area, starting from 2014 a number of scientific publications in all anti-doping areas, including pharmacology, public health, biological and sociological issues, has been constantly decreasing.
- Currently there is a lack of sufficient cooperation between Russian pharmaceutical industry and Russian anti-doping organizations in the course of research and development of new medicines.

Recommended actions:

- It is necessary to intensify scientific research activities in Russian medical centers and universities as well as to increase the number of publications on anti-doping issues.

V. CONCLUSIONS

- Russian authorities have acknowledged that Russian anti-doping system had some failures in the past. Russian doping control system was not operating properly for quite some time. At the same time the authorities confirm that use of doping in sport is absolutely not acceptable and Russia should review and improve its anti-doping policies and legislation in order to create new strict and efficient system of fighting doping.
- Starting from 2016 and up to date Russia have been taking significant efforts towards improving its anti-doping system to make it more compliant with the Convention, the WADA Code and the WADA requirements.
- At the end of May, 2017 Russian President has approved the National Anti-Doping Plan, which includes a whole range of measures to improve Russian anti-doping system from legal, regulatory, institutional, economic and financial standpoints, on both federal and regional levels, as well as to improve cooperation with international organizations.
- Development of the National Anti-Doping Plan is a significant step forward taken by the Russian Federation in improving its national anti-doping system put it in line with the requirements of the Convention, the WADA Code and international regulations in the anti-doping area. Certain proposals of the National Anti-Doping Plan are quite innovative, while several provisions have already been implemented in Russia.
- In order to implement National Anti-Doping Plan the Russian Government has issued on July 10, 2017 the Set of Measures, which represent a detailed list of assignments to different Russian authorities and organizations as to what exactly and when they should do and how they should amend their rules and regulations in order to implement provisions of the National Anti-Doping Plan.
- Most assignments envisaged in the Set of Measures shall be completed by the responsible authorities in August-December 2017. Upon completion of assignments the authorities shall introduce relevant amendments to their internal rules and regulations, as well as suggest drafts of necessary amendments to Russian legislation for consideration and approval by Russian Parliament.
- Sanctions for doping violations in Russia have become much tougher. In addition to disciplinary sanctions athletes or athlete support personnel may be subject to administrative, employment, financial or, in specific cases, to criminal liability.
- Starting from November 2016 inducing or administering to an athlete of prohibited substances committed by an athlete support personnel became a criminal offence.
- Relevant changes were made to Russian Sports Law requiring Russian regional authorities appoint a special officer responsible for organization and coordination of anti-doping work in each Russian region. RMS has been performing training courses for such regional officers.
- RUSADA is being currently reorganized in accordance with WADA requirements. All areas of RUSADA's activities are currently being supervised by the two WADA-appointed independent international specialists.
- WADA's road map for reinstatement of RUSADA is currently being implemented.
- In accordance with WADA requirements RUSADA has changed the composition of its stakeholders and the Supervisory Board. RMS was excluded from RUSADA stakeholders and the Board. Currently, RUSADA has only two stakeholders – ROC and RPC.

- There is a new process in place with respect to RUSADA's general director. RUSADA has initiated an open public competition to fill in this position. Any person, including a foreigner, who has relevant experience, education and skills, can participate in the competition. As a result, more than 700 candidates participated. The selection process is still in progress.
- Most reinstatement criteria have been fulfilled. As a result, at the end of June 2017 WADA has partially lifted its ban by allowing RUSADA conducting testing and test planning under the supervision of the WADA-appointed international specialists and the UKAD.
- Compare to previous years, where RUSADA was financed through RMS, starting from 2017 RUSADA financing is being done directly from the federal budget. This aims ensuring RUSADA's full financial independency from Russian sport authorities.
- Starting from 2017 RUSADA's budget was significantly increased. Currently it equals to approximately 10 million USD per year.
- To insure its independency from the state, MADL is currently being transferred from the RMS to MSU.
- Aiming to reform its national anti-doping system Russia is currently closely cooperating with most international organizations, such as UNESCO, CoE, WADA, IOC, IPC and others.
- RUSADA, RMS, ROC and RPC have been implementing a number of new educational programs, seminars, trainings in anti-doping area. RMS and RUSADA allocate additional resources to fund such educational programs.
- FMBA confirmed their commitment to continue research for new methods of doping detection.
- Recent public studies clearly demonstrate that the vast majority of Russian people are against of using doping in sports.

Based on the results of the present research, national consultants can come to a conclusion that most of the Russian anti-doping policies and regulations, as recently amended, are generally in compliance with the Convention. Nevertheless, there are some areas which require additional development and improvement.

In the section VI below national consultants identify issues recommend for addressing and developing for further improvement of Russian anti-doping system.

VI. PROPOSED CHANGES AND RECOMMENDATIONS FOR IMPROVEMENT

Education and Training

- While all sports governing bodies are committed to promote "play true" principals, the means to achieve this goal still remain "old fashioned". There is an obvious lack of modern technologies in promoting clean sport and conducting anti-doping activities in Russia. The promotion is still being done to a large extent by distribution of paper brochures among athletes and staff members and by posting informational stands setting at training facilities. To enhance efficiency of new anti-doping policy and to promote the values of WADA "play true" ideology RUSADA, RMS, ROC, RPC and other sport organizations shall use modern methods of communication such as social media marketing, push messages and video lessons.
- The main difficulty in developing efficient anti-doping initiatives and measures is a lack of sufficient social studies and relevant statistics on doping related matters. It is extremely important to increase the number of social studies and polls on public attitude towards doping and other doping related issues. Accurate statistics on public perception of doping issues shall benefit to development of proper tools and mechanisms in fighting doping.
- Elite Russian athletes, including World and Olympic champions, as well as famous Russian coaches should play more active part in fight against doping. RUSADA shall more actively engage them in anti-doping educational activities and social promotion of clean sport values.
- The regional offices of NSFs shall be actively engaged in anti-doping educational and information programs in their respective regions. Regional offices of NSFs can handle, for example, additional anti-doping educational programs for parents of young athletes, where parents would learn of negative impact of doping on children's health and learn to identify symptoms of doping abuse by their kids. Such programs shall also aim promoting "whistleblower" concept among parents.
- RUSADA shall increase the level of social media activity, which is quite low at the moment. RUSADA shall target young athletes and their parents to promote the values of WADA "play true" ideology. To achieve this goal in a more efficient manner, RUSADA shall be using modern methods of communication, such as social media marketing. It would also help if WADA had created specific standards and guidelines for social media communication in anti-doping area, which can be used by RUSADA.
- It is necessary to engage more governmental institutions in anti-doping work on issues corresponding to their regulatory areas. For example, Russian Ministry of Education shall take more active part together with RUSADA in preparation of anti-doping educational programs.
- Anti-doping educational programs and strategy shall be developed on a long term-basis. The long-term programs have a better overall effect compare to the short-term programs currently being introduced by RUSADA and other responsible bodies.

Whistleblowers

- To help develop institution of whistleblowers RUSADA shall conduct specific educational programs, trainings, presentations and other activities, which would help changing current public attitude towards whistleblowers in Russia.
- It can be recommended to develop a legal framework protecting whistleblowers from any retaliation actions by supervising sport authorities, sport federations or clubs they belong to, as well as their coaches and teammates.

Access to closed cities

- The problem of DCOs limited access to closed cities for testing purposes is being solved by Russian authorities through providing Russian national DCOs in advance with multiple entry access permits to those cities. As confirmed by RMS, up to the date of this report several multiple entry permits have been already issued. The rest of the required access permits are currently being prepared.

Testing

- If RUSADA is not reinstated by WADA in the near future it may cause a risk of qualified Russian DCOs changing their occupation and leaving this market for good. As a consequence Russia may face a deficiency of local DCOs. It will have to engage more expensive foreign specialists. To avoid losing well-qualified Russian national DCOs it can be proposed that RUSADA is to elaborate certain social guarantees to help retain current DCOs or recruit new ones.

Public opinion studies

- There is a shortage of comprehensive regular social studies and public opinion polls on doping related issues in Russia. Therefore, RUSADA and RMS shall on a regular basis conduct public opinion research on different doping related issues. Results of such studies and polls can be used to tune up existing policies and create new educational programs aimed to increase doping intolerance among Russian public.

Research

- There is an obvious lack of research and scientific publications in the field of anti-doping in all areas: from pharmacology and public health, to biological and sociological issues. The level of cooperation between Russian pharmaceutical industry and Russian sport and anti-doping organizations is yet remain at very low level.
- It is necessary to intensify scientific research work in medical centers and universities in Russia, increase the number of publications on anti-doping issues available to sport professionals and general public.

NS

- It is advisable to consider conducting clinical trials of NS and elaborate legal means for restricting advertising in media of those NS, which contain prohibited substances.
- It is feasible to transfer the supervision over NS market from consumer protection authority (Rospotrebnadzor) to public health authority (Roszdravnadzor).
- Where applicable, relevant medicines and NS containing prohibited substances from the WADA List shall be marked with the wording "DOPING" or "CONTAINS SUBSTANCE PROHIBITED FOR USE IN SPORTS".
- It is advisable to launch at RUSADA website a specific online verification tool for NS to check whether or not in contains substances from the WADA Prohibited List. This tool can be similar to the one currently existing in respect to medicine.
- It can be proposed to elaborate legal means for mandatory certification of manufacturers that produces of NS for the athletes.

Coordination of anti-doping activities between Russian authorities

- Up to date there very limited examples of administrative and criminal proceedings initiated in Russia for doping violations. To increase professional qualification of respective law enforcement officers investigating doping related offences RMIA, Russian Investigation Committee, RUSADA and RMS shall enhance their cooperation in anti-doping issues. These authorities shall conduct more joint seminars and conferences on anti-doping issues, participate in joint workshops where they could share their experience in anti-doping area and exchange methodology and statistics, share information in respect to recent cases and persons alleged of illegal use of doping.

- Anti-doping work on regional level in Russia shall be improved. Not all NSFs are in compliance with the above anti-doping requirements. For example, official web-sites of some Russian NSFs do not contain Russian Anti-Doping Rules and anti-doping rules of corresponding international federations. Also, we are not able to independently verify that all Russian NSFs have to date appointed designated officers responsible for anti-doping work.

Legal measures against athlete support personnel

- Currently the list of prohibited substances for the purpose of criminal liability does not correspond to the WADA list. Such inconsistency to a certain extent contradicts core principles of justice and diminishes the efficiency of the above mechanism of criminal penalties for athlete support personnel. In this respect it can be proposed making the list of prohibited substances for the purpose criminal sanctions in compliance with the WADA list. Additional **dividing** criteria should be made to divide administrative and criminal penalties for such an offence as administration to an athlete of substances and methods prohibited in sport.
- **Prohibited** association section in Russian Anti-Doping Rules does not take into account **Russian** administrative sanctions for doping violation. It can be recommended amending Russian Anti-Doping Rules as to include administrative proceedings as additional ground for prohibited association in respect to athlete support personnel.
- Russian Labor Code does not provide for employment penalties in respect to coaches, physicians or other athlete support personnel. It can be recommended introducing employment related sanctions such as immediate employment termination and payment of compensation to employer by athlete support personnel who are found in breach of anti-doping rules.

Financial measures for doping violations

- It can be recommended to elaborate more direct legal means at a level of different state bodies and sport organizations allowing withholding financing provided by such bodies and organizations from individual athletes and their personnel, which are found guilty of ADRV, as well as relevant NSFs in case of multiple ADRVs by their respective athletes.
- Another recommended action would be developing a legal framework allowing recovery of any prize money and any other kinds of rewards of monetary and non-monetary nature received by athletes and athlete support personnel for competition where they were found in breach of anti-doping rules.
- As an additional measure to enhance public exposure effect in respect to “dirty athletes” publish at RUSADA web-site all informational about amounts withheld or recovered and about any other personal financial sanctions applied to athletes or their support personnel for doping violations.

**ANNEX I
NATIONAL
ANTI-DOPING PLAN**

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GENERAL PROVISIONS

The use of prohibited substances and methods (hereinafter 'doping') is a global concern for fairness in sport and as it undermines trust in fair competition and rivalry and causes harm to athlete health.

Doping is fought at both national and international levels.

The Russian Federation ratified the International Convention against Doping in Sport in 2006. Russia is in compliance with the WADA Code and other international legal instruments that contain anti-doping rules and regulations.

Russia has enacted legislation to prevent and fight doping in sport, with relevant issues being covered by the Federal Law No 329-FZ "On Physical Education and Sport in the Russian Federation" of December 4, 2007. Under the Labor Code of the Russian Federation the violation of anti-doping rules by athletes, athlete support personnel and other relevant stakeholders shall lead to disciplinary action.

2016 saw the introduction of criminal sanctions for encouraging athletes to use or cause them to use prohibited substances and (or) methods.

Tougher administrative penalties may be imposed for the failure to comply with the relevant legislative requirements to prevent and fight doping in sport.

Despite continuing efforts by public authorities and society to fight doping a number of problems still remain. The following areas of concern may be identified:

- cases of non-compliance with anti-doping rules may go unpunished, the principle of inevitability of punishment being violated;
- exorbitant financial rewards for winners and medalists at major sporting events; the absence of legal mechanisms of levying execution upon the earnings derived by athletes, athlete support personnel and other relevant stakeholders through ADRVs;
- no reputational costs incurred by athletes, athlete support personnel and other sport stakeholders who violated the anti-doping rules; lack of solidarity among athletes, athlete support personnel and other stakeholders in promoting zero-tolerance toward doping;
- lack of an effective remuneration scheme in the field of physical education and sport, which stands to create a comprehensive super-intensive system of training aiming at achieving results by any means necessary including the encouragement to doping;
- poor science and methodology support of the training process due to bad organizational and research practices in the field of sport;
- inadequate networking with international organizations producing guidelines in the fight against doping;
- low representation and failure to participate in international organizations developing anti-doping policies;
- blurred boundaries of responsibility of federal authorities, The National Anti-Doping Agency, The Anti-Doping Laboratory and other anti-doping stakeholders;
- lack of adequate liaison between sport stakeholders and The National Anti-Doping Organization, The Anti-Doping Laboratory and other anti-doping stakeholders;
- poor professional training and re-training of medical and athlete support personnel in the field of anti-doping activities.

These reasons, among other things, have contributed to the malfunctioning of the national anti-doping system in sport.

The problem with doping charges resulted in a number of Russian athletes having been disqualified from the 31st Olympic Games in Rio de Janeiro in 2016. The disqualification was imposed by the IAAF, which invoked the principle of collective responsibility.

Without any factual justification, the International Paralympics Committee prohibited the entire Russian Paralympics Team from participating in the Paralympic Games.

Another event that raised grave concerns in the world sport community and adversely affected the image of Russian sport as a whole was the disqualification of Russia's national weightlifting team from the 2016 Olympics.

Russian Olympic and world champions and medalists in different kinds of sport are currently being forfeited of their medals, prizes and individual results.

It should be noted, however, that the Russian Federation has never had an institutionalized and government-operated system of manipulating doping control processes.

Serious measures must be taken to alter the present situation, restore trust of the world sports community in Russian sport, implement the principles of Olympism and eliminate the causes of doping in this country.

The National Anti-Doping Plan provides for a system of measures to eradicate the roots of doping in Russian sport, including legal, institutional, economic, technical, informative and staffing constraints, with due regard to Russia's federal and regional structure. The National Anti-Doping Plan is to be consistently implemented in the course of 2017 by the public authorities, the Russian Anti-Doping Organization, The Anti-Doping Laboratory, sports federations and other bodies and organizations as well by other institutions of civil society and private individuals.

The National Anti-Doping Plan to fight doping in Russian sport is intended to:

- foster public intolerance toward doping and raise social awareness of doping as a wrongful act;
- drastically reduce the number of ADRVs committed by Russian athletes and reduce the demand for prohibited substances and (or) methods;
- mitigate the negative impact of doping on this country in general and Russian athletes in particular, ensuring athlete health in the first place;
- create and operate a national (federal) system to monitor and control anti-doping activities in the Russian Federation, including doping prevention, the control and monitoring of pharmaceuticals containing prohibited substances and sports nutrition;
- put in place an integral system of comprehensive continuing research into anti-doping activities, including the use of advanced technologies;
- re-establish the status of the Russian Anti-Doping Organization as being fully compliant with the WADA Code;
- have the accreditation of the Russian Anti-Doping Laboratory restored by WADA;
- restore the credibility of Russian sport both nationally and internationally;
- provide the international sports community with proposals to enhance the system of anti-doping measures.

SECTION I

Regulatory and Legal Framework for the Fight and Prevention of Doping in Sport

It is therefore proposed to harmonize legislation in order to enhance monitoring in the field of physical education and sport and introduce a mechanism of public accreditation of sports

training facilities by appropriate public authorities in line with current regulatory practices; in conjunction with the Russian Anti-Doping Organization and Russian sports federations provide a detailed anti-doping regulatory framework for medical and support personnel as well as other sport stakeholders.

Make legislative amendments aimed at introducing a levy of execution on athletes, medical and support personnel as well as other stakeholders' earnings and assets received from public and non-public organizations for achieving results at various sporting events if the subsequent inquiry reveals that these athletes or stakeholders have violated anti-doping rules and are subject to sanctions of authorized organizations.

Explore the possibility of implementing a legislative requirement for manufactures to put on pharmaceuticals and biologically active additives that contain prohibited substances a clearly visible marking "DOPING" with an indication of the year in which they were included in the prohibited list; stipulate the penalties for violating this requirement.

Introduce a legislative requirement for the publication on the official health protection websites of executive bodies of Russia's constituent entities and on the websites of medical dispensaries of the following information: a WADA list of prohibited substances and methods, the articles of the Russian Criminal Code and the Russian Code on Administrative Offences which establish responsibility for violating the anti-doping legislation and provide model professional standards of good anti-doping practices.

Formulate proposals to clarify the scope of criminal, administrative and disciplinary responsibility and other enforcement actions applicable to athletes, athlete support personnel and other sport stakeholders in line with the existing law-enforcement practice.

Introduce restrictions, prohibitions and duties to be imposed on acting public and non-public sports officials who were found guilty of anti-doping violations, including a ban on further involvement in public programs pertaining to physical education and sport.

Make legislative amendments allowing Russian sport federations of disabled athletes to pay for anti-doping tests of athletes who are primary or reserve members of Russia's national sports teams.

SECTION II

Organizational Measures Designed to Prevent and Fight against Doping in Sport

To ensure that amendments shall be made to the Russian Federation legislation and the constituent documents of physical education and sport organizations as well as anti-doping agencies providing that:

- it is the Olympic Committee of Russia and the Paralympic Committee of Russia, not any public authorities, that shall be the founders (members) of the Russian Anti-Doping Organization (accomplished);
- to subject the Anti-Doping Laboratory, accredited by WADA, to the jurisdiction of MSU, being the leading higher education institution in the Russian Federation that enjoys considerable autonomy.

To set up anti-doping structural subdivisions for each sport with every Russian sport federations, with respective individual responsibility placed on persons heading them; and to put in place the mechanism of instantaneous suspension of state accreditation of Russian sport federations for each sport in the event of repeated violation of the anti-doping rules.

To explore possibilities of introducing a system of in-competition and out-of-competition testing of athletes not included in the testing pool formed by the Anti-Doping Agency.

To carry out compulsory testing procedures on any first-time applicants for national sport teams.

The Olympic Committee of Russia and the Paralympic Committee of Russia ensure:

- the staging of an open competition for the position of Director-General of the RUSADA.
- operational autonomy of the RUSADA;
- effective cooperation with IOC, IPC, WADA as well as other anti-doping organizations.

While drawing up the Russian Federation federal budget for the next financial year:

- allocate resources into the anti-doping campaign, including into the activities of the RUSADA and the Russian Anti-Doping Laboratory accredited by WADA; arrange payment for services rendered by the agency recommended by WADA for carrying out doping testing (until the RUSADA re-acquires the status of an agency compliant with the WADA Code), as well as payment for the services rendered by non-Russian anti-doping laboratories (until the Russian Anti-Doping Laboratory is accredited by WADA), and payment for services rendered by the organization tasked with collecting testing samples.
- provide funds for increasing the number of Paralympic athletes undergoing anti-doping testing, in full compliance with the requirements of the IPC and the World Sport Federations of the Disabled.
- establish a procedure for entry (exit) of sampling officers with their respective vehicles to and from the closed territorial entity.

Promote the use of whistleblowers, i.e. persons who will timely provide information about any anti-doping violations by athletes, support personnel, other sport stakeholders and sport organizations.

SECTION III

Scientific, Medical and Medico-Biological Measures Designed to Prevent and Fight against Doping in Sport

To devise and implement techniques for organizing and carrying out top-priority research on how human body and health is affected by newly-developed and currently used prohibited substances and methods (not yet included in the existing WADA prohibited list), and on how to detect such substances involving the Russian Academy of Sciences, Russia's Federal Medico-Biological Agency, the Federal Agency of Scientific Organizations, The Anti-Doping Laboratory.

To ensure efficient work of the federal scientific research center in the field of sports and its sufficient annual financing, the main tasks being those of conducting and coordinating scientific research on sport medicine, creation of advanced methods of athletic instruction, propagation and promotion of innovative developments and techniques.

To intensify the training of medical personnel in respect of anti-doping control, with stronger focus on medical support of athletes whose health requires the use of preparations containing prohibited substances.

To tighten control on the circulation of biologically active additives (BAA) and different types of athlete nutrition in order to determine prohibited substances; among other things, by imposing heavier penalties for unreliable information about the chemical composition of such substances on the manufacturer.

SECTION IV

Educational Programs to Prevent and Fight against Doping in Sport

To make it obligatory for educational institutions to develop refresher course programs for experts in physical education and sport focused on the anti-doping campaign in sport.

To develop and hold a special refresher course for medical support personnel of Russia's national sport teams on how to use prohibited substances therapeutically without falling short of international standards.

To integrate refresher courses focused on the anti-doping campaign in sport in refresher course programs for all stakeholders involved in the sphere of physical education and sport, general education, and health care.

To establish and maintain a pool of national experts in the sphere of physical education and sport.

While developing an updated curricula and methods of teaching Physical Culture at the general education institutions in the RF to take into account the provisions concerning obligatory anti-doping propaganda and zero-tolerance to doping.

To set up and implement education programs aimed at anti-doping awareness-raising of zero-tolerance to doping:

- in institutions of higher learning that train physical education and sport experts;
- in sport training organizations;
- in national sport teams of the RF.

SECTION V

Interaction with the World Sport Organizations

To make it obligatory for Russian Sport Federations to provide adequate representation and fuller participation of Russian experts in the governing, technical, disciplinary and other bodies of the World Sport Organizations in order to ensure transparency and hold a constructive dialogue.

To ensure adequate and fair representation in the Scientific Subgroup of the CoE Anti-Doping Convention Monitoring Group (TDO).

To work out in collaboration with the UNESCO and CoE an annual schedule and a plan of informing the world community about the Russian anti-doping measures.

To elaborate proposals and forward them to the relevant international organizations concerning any improvement in the anti-doping strategies, including reformed procedures for granting licenses for the therapeutic use of banned substances, by tightening control on the physical condition and health of athletes and establishing a unified procedure for medical check-ups of those sportspersons who need to obtain licenses for therapeutic use of otherwise prohibited substances.

SECTION VI

Media Coverage and Innovative Techniques to Prevent and Fight against Doping in Sport

To formulate a plan for information support to generate coverage by the Russian and world media of events organized within the framework of the National Anti-Doping Plan.

On a yearly basis, to conduct sociological research into the attitudes towards the use of doping in sport, in different walks and sections of the population.

Mass media are to inform the public about any sanctions or other penalties imposed on violators (athletes, medical and other support personnel) who are known not to have met the

required standards for the prevention of and fight against the use of doping substances. This strategy is to promote the spirit of zero-tolerance to any breach of anti-doping rules.

SECTION VII

State-of-the-Art Information Technologies to Assist in the Fight against Doping in Sport

To complete the elaboration and introduction of a Unified Anti-Doping Database that, among other things, provides for:

- creating facilities for operative interaction between all those involved in anti-doping activities;
- working out and commissioning an anti-doping information system that enables the user to promptly obtain any reliable and operational information about the presence (if any) in medical preparation registered on the Russian Federation territory of any substances prohibited by sport regulations.

FINAL PROVISIONS

To supplement this Strategy of Promoting Physical Education and Sport in the Russian Federation for the period lasting until 2020 by introducing other activities aimed at preventing and fighting doping in sport, subject to the National Anti-Doping Plan.

ANNEX II

SET OF MEASURES for Implementation of the National Anti-Doping Plan

SET OF MEASURES

for implementation of the National Plan of Fighting Doping in Russian Sports, adopted by IPADC on February 1, 2017

Action	Term	Responsible body
SECTION I. Legislative support for fighting doping in sports		
1. Preparation of proposals on the harmonization of legislation in the field of anti-doping in sport, according to the requirements of international law and WADA Code.	October 30, 2017	Ministry of Sports
2. Informational materials development, which regulate in detail all activities of doctors, trainers and other specialists in the field of doping prevention and doping control in sport.	October 30, 2017	RUSADA, Ministry of Sports FMBA
3. Elaboration of normative procedure to withhold grants or financial aids received from state and non-state institutions for sporting achievements in competitions of various rank from athletes, coaches, doctors and other specialists in the field of physical culture and sports, in case of violation of anti-doping rules and sanctions applied to them by authorized organizations	December 1, 2017	Ministry of Sports National Sports Federations
4. Investigation of possibilities for labelling of manufactured drugs and biologically active additives by the word "DOPING", in the event that prohibited substances are present in such medicines and biologically active additives, indicating the year of inclusion in the appropriate list of prohibited substances, and providing the information for liability in case of violation.	October 1, 2017	Ministry of Healthcare Ministry of Industry and Trade Ministry of Economic Development Rosпотребнадзор RUSADA
5. Preparation of recommendations about the requirements for publication of lists of prohibited substances and (or) methods for use in sports, as well as legal acts regulating liability for ADRV and	August 1, 2017	Ministry of Healthcare RUSADA

Action	Term	Responsible body
professional standards on official websites of the executive bodies of Russian Federation in the field of healthcare protection		
6. Monitoring of law enforcement practice according to the Russian Federation legislation, including criminal and administrative sections, in the field of doping prevention in sport in order to improve the legislation of the Russian Federation further.	Starting August 2017 Annually	Ministry of Sports Ministry of Internal Affairs
7. Preparation of proposals for implementation of measures to establish restrictions and prohibitions for persons who have been punished for violating anti-doping rules, including deprivation of the right to further work in the field of physical culture and sports.	August 1, 2017	Ministry of Sports
8. Inclusion of amendments to normative legal acts to allow the possibilities to pay by all-Russian sports federations, developing sports for the disabled and persons with disabilities for anti-doping testing services of athletes from main and reserve National teams.	December 1, 2017	Ministry of Sports, Ministry of Finance RUSADA
SECTION II. Organizational Measures Designed to Prevent and Fight against Doping in Sport		
9. Establishing of a national anti-doping laboratory in the federal state budgetary educational institution of higher education "Moscow State University named after MV Lomonosov"	November 1, 2017	The Ministry of Education and Science Ministry of Sports Moscow State University Federal Institution "Anti-Doping Center".
10. Preparation and direction of recommendations on the establishment in the all-Russian sports federations of structural subdivisions for anti-doping and with respective individual responsibility placed on persons heading them.	August 1, 2017	Ministry of Sports

Action	Term	Responsible body
11. Adoption of measures for the instantaneous suspension of state accreditation of Russian sport federations for each sport in the event of repeated violation of the anti-doping rules.	As needed	Ministry of Sports
12. Preparation of proposals for the organization of a voluntary testing system for athletes not included in the testing pools formed by anti-doping organizations and submitting relevant proposals to the WADA.	August 1, 2017	RUSADA Russian Paralympic Committee
13. Preparation and submission to the Ministry of Sport of the Russian Federation of proposals for mandatory testing of athletes who are first-time candidates for the Russian national teams.	August 1, 2017	RUSADA
14. Preparing and submitting proposals for increasing the testing of Paralympic athletes in full compliance with the requirements of the IPC and the World Sport Federations of the Disabled.	August 1, 2017	Ministry of Sports RUSADA Russian Paralympic Committee
15. Adoption of measures for issuing special permits to doping control inspectors who are citizens of the Russian Federation for multiple visits to closed territorial entity and administrative entities for doping control of athletes.	Full time	Ministry of Sports
16. Development and implementation of measures to promote the institute of whistle-blowers - persons, who will timely provide information on the facts of violation of anti-doping rules by athletes, support personnel, other sport stakeholders and sport organizations.	August 1, 2017	RUSADA Russian Paralympic Committee
17. Creation and maintenance of the list of officials responsible for organizing the work of the All-Russian Sports Federation and (or) professional sports league on preventing doping in sport and fighting it, in cooperation with the Ministry of Sport of	October 1, 2017	Ministry of Sports Ministry of Health

Action	Term	Responsible body
Russia, FMBA of Russia, Association of the RUSADA.		

SECTION III. Scientific, Medical and Medico-Biological Measures Designed to Prevent and Fight against Doping in Sport

18. Organization and conduct of scientific research on the pharmacokinetics and elimination of substances on the WADA Prohibited List or in WADA Monitoring Program, as well as on the methods and technologies for their detection.	Full time	FMBA Russian Academy of Sciences FANO RUSADA
19. Carrying out scientific research work in the field of sports with a sufficient level of annual financing, including the coordination of these scientific researches in sports, the creation of advanced sports training methods, the propagation and promotion of developments into practice.	September 30, 2017	Ministry of Sports
20. Development of recommendations for improving the training of sports physicians in respect of anti-doping control, with special focus on the medical support of athletes whose health requires the use of medicines containing prohibited substances.	August 1, 2017	Ministry of Health FMBA
21. Adoption of measures to strengthen control over dietary supplements and specialized food products for the nutrition of athletes.	August 1, 2017	Rosпотребнадзор FMBA

SECTION IV. Educational programs aimed at preventing and fighting doping in sport

22. Development of programs for improving the skills of specialists in the field of physical culture and sports on the topic of preventing and fighting doping in sport by higher professional education organizations, subordinated to the Ministry of Sport of Russia.	September 30, 2017	Ministry of Sports RUSADA Education organizations, subordinated to the Ministry of Sports
23. Development and implementation of a special refresher course for Russian	September 1, 2017	RUSADA

Action	Term	Responsible body
national team's medical personnel on the practical application and therapeutic use of banned substances in accordance with the international standards.		FMBA
24. Inclusion of skill updating educational programs of physical culture and sports workers, pedagogical and medical workers in the field of preventing and fighting doping in sport.	Annually	Ministry of Sports Ministry of Education, Ministry of Healthcare FMBA Federal Centre for Sports Training of Russian National Teams Executive bodies of Russian Federation in the field of physical culture and sports, education, healthcare
25. Implementation doping intolerant attitude within the "Physical Culture" class teaching framework in general education organizations in the Russian Federation	October 1, 2017	Ministry of Education
26. Development and implementation of doping intolerant educational programs in higher education organizations in the field of physical culture and sports, in sports training organizations and in the sports teams of the Russian Federation	August 1, 2017	RUSADA Ministry of Sports Russian Olympic Committee Federal Centre for the Training of Sports Reserves National Sports Federations

SECTION V. Interaction with the World Sport Organizations

27. Development of recommendations for Russian Sport Federations to provide adequate representation and fuller participation of Russian experts in the governing, technical, disciplinary and other bodies of the World Sport Organizations in	August 1, 2017	Ministry of Sports Russian Foreign Ministry
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Action	Term	Responsible body
order to ensure transparency and hold a constructive dialogue.		
28. Making proposals to ensure adequate and fair representation in the Scientific Subgroup of the CoE Anti-Doping Convention Monitoring Group (TDO).	August 1, 2017	Ministry of Sports Russian Foreign Ministry
29. Development of interaction plans with the UNESCO, the CoE and a plan of informing the world community about the Russian anti-doping measures.	November 1, 2017 Further annually	Ministry of Sports Russian Foreign Ministry, RUSADA
30. Elaboration proposals and forward them to the relevant international organizations concerning any improvement in the anti-doping strategies, including reformed procedures for granting licenses for the therapeutic use of prohibited substances.	August 1, 2017	Ministry of Sports, FMBA RUSADA Russian Olympic Committee
31. Ensuring the return of the compliant status to the Association of the RUSADA.	November 30, 2017	RUSADA

SECTION VI. Media Coverage and Innovative Techniques to Prevent and Fight against Doping in Sport

32. Formulation a plan for information support to generate coverage by the Russian and world media of events organized within the framework of the National Anti-Doping Plan.	August 1, 2017	Ministry of Sports
33. On a yearly basis, to conduct sociological research into the attitudes towards the use of doping in sport, in different walks and sections of the population.	September 30, 2017 Further annually	RUSADA Ministry of Sports
34. Informing the public through the media about any sanctions or other penalties imposed on violators (athletes, medical and other support personnel) who are known not to have met the required standards for the prevention of and fight against the use of doping substances in order to promote the spirit of zero-	July 10, 2017 Further quarterly	RUSADA

Action	Term	Responsible body
tolerance to any breach of anti-doping rules.		

SECTION VII. Modern information technologies that help prevent doping in sport

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| 35. Creation and implementation of the unified Anti-Doping standards and reference system that provides the real-time information about the inclusion or the absence of prohibited substances inside medicinal products registered on the territory of the Russian Federation. | October 1, 2017 | RUSADA |
| 36. Development the proposals of the urgent tasks of preventing doping in sport for inclusion in the official governmental document – “Strategy for Physical Culture and Sport in the Russian Federation” for the period up to 2020, approved by the Government of the Russian Federation from August 7, 2009 No. 1101-r. | December 10, 2017 | Ministry of Sports |