



Department for  
Digital, Culture  
Media & Sport

# TAILORED REVIEW OF UK ANTI-DOPING

JANUARY 2018



## **FOREWORD BY TRACEY CROUCH MINISTER FOR SPORT & CIVIL SOCIETY**

The integrity of sport is of paramount importance with the UK having long taken a tough stance on doping and against those that choose to dope. However, we can never be complacent and, for that reason, I commissioned a Tailored Review of UK Anti-Doping (UKAD).

This Review has looked at the efficiency, effectiveness and governance of UK Anti-Doping and how it is preparing for the future.

UKAD was established in 2009 ahead of the London 2012 Olympic and Paralympic Games and I am very proud that, eight years later, we have an established National Anti-Doping Organisation (NADO) recognised as one of the best in the world.

Assessing the effectiveness of UKAD is not straightforward; we can't simply measure participation or medal-winning success as we do in other areas. It's about delivering a cleaner base; providing assurance and confidence in the performance of our athletes and their sports results. UKAD, as our designated national anti-doping body, provides essential oversight of the Government's investment into sport. It also provides credibility for fans, broadcasters and sponsors, so they can believe that the great sports they are supporting are clean and fair.

The Government's Tailored Review process is an important tool in ensuring public bodies are fit for purpose, well-governed and accountable. The Review team spent considerable time with UKAD, examining their ways of working and engaging with staff at all levels.

The Review concludes that UKAD is efficiently run and well-respected, both nationally and internationally, with staff who are knowledgeable and passionate about tackling doping and upholding the integrity of sport. However, it is clear that UKAD is also in need of greater investment to meet future challenges and to strengthen and enhance its capacity.

I am conscious that under-resourcing in anti-doping is a serious threat to clean sport both domestically and globally. As part of the Tailored Review I am pleased to report that a further £6.1m has been secured for the next two years of the current Spending Review period. Amongst other things, this will allow UKAD greater operational flexibility, along with wider scope for the implementation of the recommendations within the Tailored Review.

International comparisons show UKAD to be broadly in line with other NADOs at the forefront of the fight against doping and we conduct more testing than most. I want UKAD to continue to lead best practice, working with international partners to ensure that all athletes can compete in a clean and fair environment. The outcomes of this Review will give UKAD a platform to take this forward.

Athletes, of course, must be at the heart of the approach that both UKAD and sports bodies take to tackle doping. Clean sport is a shared responsibility, between those who participate in sport, those who invest in and manage sport, and those who regulate it. This Review therefore makes recommendations for UKAD to improve how it listens and communicates with athletes and sports bodies, and also makes recommendations for sports bodies to strengthen their anti-doping governance and intelligence procedures.

While I feel strongly that resources allocated to UKAD should primarily focus on elite participants and those on the talent pathway, it is also imperative to ensure we do not overlook those outside of the elite end of the system. This includes part-time and amateur participants who might be doping, and young people tempted to take performance-enhancing drugs, such as steroids.

That's why this Review makes recommendations for other sports and public bodies, especially those who work with young people, and the fitness industry to step into this space *with* UKAD.

I know we have some of the best science and research in anti-doping, and this means that bodies such as the English Institute of Sport, our sports medicine faculties and universities punch above their weight. For example, the partnership between King's College London and UKAD is a source of innovation and international influence for the UK. I am interested to see how we might harness wider the expertise of pharmacists and academics to signpost new trends and to explore opportunities for collaborative research.

The anti-doping rules system is international in scope and the 2015 World Anti-Doping Code has created a tougher legal landscape which itself can present challenges that we all must recognise.

The work of UKAD underpins the Government's investment into sport. The medal winning performances of our Olympic and Paralympic athletes is reward for the UK's significant levels of public funding, which will continue through to the Tokyo 2020 Olympic and Paralympic Games with investment of up to £345m in all. In addition, our role as hosts of major international sporting events brought economic benefits to the UK, for 2014-16, of £155.3m<sup>1</sup>.

Without an effective NADO, the integrity and reputation of our athletes, sport and major events, as well as the UK's national reputation, is undermined and our investment is compromised.

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<sup>1</sup> Sporting Future: A New Strategy for an Active Nation - <https://www.gov.uk/government/publications/sporting-future-a-new-strategy-for-an-active-nation>

My Department has heard from over 400 stakeholders as part of this Review, and I am hugely grateful to everyone who gave feedback.

The Review makes recommendations for UKAD, the Government and others to improve the effectiveness and efficiency of anti-doping in the UK. Future generations of sporting champions rely on us getting this right, and I look forward to everyone contributing towards our efforts to continue to keep sport clean.

Tracey Crouch MP  
Minister for Sport & Civil Society

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## LIST OF CONCLUSIONS & RECOMMENDATIONS

<b>Conclusions</b>	
<b>1</b>	<i>UKAD's functions remain necessary and it should continue to exist in its current form as an independent public body sponsored by DCMS. However, it should work in a way, which enables sports to do more themselves to tackle doping</i>
<b>2</b>	<i>UKAD should be the UK's national Anti-Doping body and its core functions under the World Anti-Doping Code should continue to be delivered at arm's length from government in its current form</i>
<b>3</b>	<i>Government should examine the granting of flexibilities for UKAD to develop a sustainable commercial model for its contracted work.</i>

<b>Recommendations</b>	
<b>Effectiveness</b>	
<b>1</b>	<i>Government should revise the National Anti-Doping Policy by September 2018 in consultation with UKAD and the Home Country Sports Councils</i>
<b>2</b>	<i>On publication of the new National Anti-Doping Policy, Sport England/UK Sport should simultaneously release supplementary guidance on clean sport to the Code for Sports Governance, which has been agreed with government and UKAD</i>
<b>3</b>	<i>UKAD's next three or five year Corporate Plan should be linked to the business planning process and prepared with full staff involvement, and UKAD should consider formulating a longer term (five to ten year) vision.</i>
<b>4</b>	<i>DCMS and UKAD should develop a strategic approach to aligning cross-governmental policy on clean sport with a plan to be submitted to UKAD Board and DCMS Ministers by June 2018.</i>
<b>5</b>	<i>DCMS revises the KPIs for UKAD in consultation by April 2018, and with reference to the tailored review.</i>
<b>6</b>	<i>DCMS should undertake a quarterly stocktake of progress against the recommendations of the tailored review, and UKAD should report progress made in its annual report, so that stakeholders are held to account.</i>
<b>Testing</b>	
<b>7</b>	<i>UKAD should prepare an evidence and risk-based proposal, by April 2018, in order for government to assess the case for funding an increase in testing across sports by 50%.</i>
<b>8</b>	<i>UKAD should continue to consider introducing an electronic (paperless) system for both out-of-competition and in-competition testing that allows for anonymous athlete feedback, and liaise with WADA on making this system compliant with ADAMS.</i>
<b>Intelligence and Investigation</b>	
<b>9</b>	<i>Explore a new MoU between UKAD and the National Police Chiefs' Council and Police Scotland to promote best practice to more police forces in order to encourage more consistent engagement across the UK.</i>
<b>10</b>	<i>Review and revise UKAD's MoU's with the National Crime Agency and Border Force in 2018 to ensure impact is measured and monitored.</i>
<b>11</b>	<i>UKAD should consider proactively publishing information on its investigatory</i>

	<i>function (strategic trends, statistics and successful cases) quarterly and via an annual state of the nation report, and use this to support the case for improved internal practices in sports, to encourage collaboration from law enforcement agencies, and to give more confidence to potential and existing whistleblowers</i>
<b>12</b>	<i>That UKAD undertakes a skills and systems review of the investigations and intelligence function by end of 2018 to ensure that regulatory best practice is taken into account in approaches.</i>
<b>13</b>	<i>UKAD should consider submitting a framework to sports and government to allow doping control personnel to have unfettered access to conduct random testing at competitions as required.</i>
<b>14</b>	<i>Forthcoming Data Protection legislation should provide a processing condition for special categories of data for the purposes of anti doping. Such processing should also be exempt from the notification requirements (to avoid 'tipping off' the person being investigated).</i>
<b>15</b>	<i>UKAD starts a dialogue with sports and membership bodies to look at gaining access to athlete data (membership, phone and email records) with a view to producing UKAD guidance on data sharing, which can be anchored in the new National Anti-Doping Policy in 2018</i>
<b>Case Presentation</b>	
<b>16</b>	<i>To improve resilience and expertise and to reduce expenditure on outside counsel, UKAD should consider bolstering its in-house legal team (although review recognises in some cases outside counsel would still be required).</i>
<b>Education and Prevention</b>	
<b>17</b>	<i>That UKAD considers reframing its education function into an assurance programme to support NGBs who have varying levels of capacity. Such an approach could involve the development of a system to ensure that publicly funded athletes and support personnel participate in annual education (such as through web-based e-learning), provision of digital learning materials which sports can tailor and creating shared virtual platforms of best practice, supported by regional workshops, which could be hosted by sports and other bodies</i>
<b>18</b>	<i>Sports in receipt of public funding should report annually on their anti-doping education compliance to UKAD (making UK Sport and Home Country Sports Councils (HCSCs) aware at same time) and publish this information on their websites.</i>
<b>19</b>	<i>Home Country Sports Councils work with UKAD to deliver clean sport education to the talent pathway, including to TASS scholars and exploring extending provision to lower tiers of the School Games.</i>
<b>20</b>	<i>A values based programme focusing on 'healthy training' (nutrition, sleep, good training practice) is developed to reach young people via the curriculum and early sports pathways, led by Sport England, involving other HCSCs, UKAD, NGBs (including welfare officers), YST, DfE, TASS, Association for Physical Education, ESSNA.</i>
<b>21</b>	<i>Health harms associated with the abuse of Image &amp; Performance Enhancing Drugs (IPEDs) should be integrated into drug information and education supported by Public Health England, Public Health Wales, Health Scotland, Public Health Agency (Northern Ireland) and the Home Office Drugs Strategy, along with the Criminalisation Review; sporting implications of IPED use, such as bans, should also</i>

	<i>be highlighted.</i>
<b>22</b>	<i>UKAD should work with CIMPSA, UK Coaching and SRA to insert compulsory clean sport education into all coaching/trainer qualification levels; such measures should be self-funded by the fitness sector.</i>
<b>Science, Medicine and Research</b>	
<b>23</b>	<i>UKAD should establish an Innovations Committee in the first quarter of 2018 with a remit to signpost new trends in doping and to focus on coordinated opportunities for research funding.</i>
<b>Partnerships</b>	
<b>24</b>	<i>UKAD should build on collaborative work with the Gambling Commission, such as shared intelligence platforms and work on sports values prevention and education.</i>
<b>25</b>	<i>ukactive and UKAD develop a clean sport multilateral MoU, also to include CIMSPA and UK Coaching</i>
<b>International</b>	
<b>26</b>	<i>UKAD should bring forward an international strategy to maximise impact and innovation on the international stage, linked to DCMS international policies, and UKAD and DCMS should continue to work together to ensure maximum participation in international Anti-Doping fora.</i>
<b>27</b>	<i>DCMS create a strategic work stream / collaboration with FCO, DfID and DIT for soft power sports integrity initiatives, whereby DCMS bodies can be a strategic arm for soft power collaboration, in areas like anti-doping, anti-corruption, gambling regulation, stadia safety and supporting Paralympic sport; including an FCO / DCMS workshop in 2018.</i>
<b>Equality</b>	
<b>28</b>	<i>DCMS and UKAD should continue to actively seek to improve BAME representation among staff and at board level in line with the principle laid out in A Code for Sports Governance.</i>
<b>Digital and Technology</b>	
<b>29</b>	<i>UKAD should work with WADA and other NADOs on alternatives to whole blood sample collection with a view to making testing cheaper and more efficient in the long term.</i>
<b>30</b>	<i>UKAD continues to review its cyber security, and to report on this at its quarterly updates with DCMS.</i>
<b>Organisational Culture</b>	
<b>31</b>	<i>UKAD develops a trust and empowerment culture, with clear and inclusive direction from Chair and CEO. Potential actions to achieve organisational change could include:</i> <ul style="list-style-type: none"> <li><i>• Create a culture and values work stream, involving staff at all levels</i></li> <li><i>• Review annual staff survey process in 2018 to improve corporate response to issues raised by staff</i></li> <li><i>• Consolidate mechanisms for handover plans when staff move on to improve knowledge retention</i></li> <li><i>• 360 feedback at all levels</i></li> </ul>
<b>Communications</b>	
<b>32</b>	<i>Recommend regular communications with NGBs</i> <ul style="list-style-type: none"> <li><i>• Quarterly regional forums for NGBs for strategic dialogue with UKAD, ideally</i></li> </ul>



	<i>with CEO, and newsletters</i>
<b>33</b>	<i>UKAD to review annually the most appropriate channels for young elite sports people to receive anti-doping messaging and use that intelligence to shape future social media activity.</i>
<b>34</b>	<i>Streamline internal publishing and communications systems to enable efficiencies using civil service or industry best practice.</i>
<b>Efficiency</b>	
<b>35</b>	<i>To decrease the cost of commercial testing, UKAD should investigate alternative courier services and the potential for partnerships with logistics companies</i>
<b>36</b>	<i>UKAD should review resilience and value for money in legal operations, for example, via a) an annual review of the legal services it engages b) by agreeing a contingency strategy for legal costs with DCMS by May 2018.</i>
<b>37</b>	<i>UKAD, UK Sport and Sport England should establish regular meetings, at least twice a year, to identify shared services, for example in training, recruitment and retention. The same group should also support NGBs in sharing services to improve delivery of clean sport.</i>
<b>38</b>	<i>In anticipation of the expiration of the current lease terms in August 2022, UKAD should commence discussions with the Government Property Unit as part of the public body relocation programme to move government organisations outside London.</i>
<b>39</b>	<i>UKAD should introduce a system to improve management of contracted services by end of 2018</i>
<b>40</b>	<i>Government to explore whether flexibility can be given to UKAD to enable it to use its earned income to support a more sustainable operating model</i>
<b>Corporate Governance</b>	
<b>41</b>	<i>DCMS Ministers should meet with UKAD Chair and or CEO at least once every six months.</i>
<b>42</b>	<i>UKAD should hold an open annual general meeting, exploring how to do so in a digital forum, and could further improve transparency by -</i> <ul style="list-style-type: none"> <li><i>• Publishing an explanation of its organisational structure and how it relates to its role and responsibilities;</i></li> <li><i>• Making available its policies on recruitment, equality and diversity, and health and safety when advertising vacancies within the organisation;</i></li> <li><i>• Publishing its policies on information security, records retention, destruction and archiving and data protection (including data sharing).</i></li> </ul>
<b>43</b>	<i>DCMS should seek to recruit a qualified finance professional onto the UKAD board in future appointment rounds</i>
<b>44</b>	<i>Taking into account Cabinet Office guidelines, UKAD should set in place specific rules for board members and senior staff regarding political activity and accepting appointments or employment after leaving the organisation to avoid potential conflicts of interest</i>
<b>45</b>	<i>UK Sport and HCSCs to consider providing supplementary guidance to or amending the Sports Governance Code in 2018 about how NGBs report annually on their oversight of anti-doping at both Board and administrative level</i>

# Chapter One: Introduction and Background

## Introduction

This Tailored Review looks at the purpose, form and operations of UK Anti-Doping, an arm's length body of the Department for Digital, Culture, Media and Sport (DCMS). This is the first time UKAD has been formally reviewed by DCMS since its creation in 2009.

## Background to the Tailored Review Programme

Tailored Reviews have the following aims:

- To provide robust challenge to and assurance of the continuing need for individual organisations - both their functions and form, and
- Where it is agreed that an organisation should be retained, to review:
  - Its capacity for delivering more effectively and efficiently
  - The control and governance arrangements in place

All tailored reviews are carried out in line with the Cabinet Office [“Guidance on Reviews of Non-Departmental Public Bodies”](#).

The Terms of Reference for the review can be found at Annex A.

## Process

The review team was drawn from existing DCMS resource, independent of the relationship between the policy sponsor team and UKAD. In accordance with Cabinet Office guidance, the high profile nature of UKAD's work warranted the establishment of a Challenge Panel to review and challenge both the content and process of the review, to ensure that it was sufficiently robust and evidence-based. The Challenge Panel, which was chaired by DCMS non-executive board member Matthew Campbell-Hill, comprised members with experience from across the sectors of sport, law, sports sponsorship, sports medicine, youth sport and public body regulation. Further details of the Challenge Panel can be found in Annex B.

## Evidence and Stakeholder Engagement

The review team identified relevant stakeholders in consultation with UKAD and the DCMS policy sponsor team. Members of the review team spoke to more than 50 prominent stakeholders in the sector and across the nations and regions. The review team hosted three roundtables in Swansea, Walsall and at King's College in London with another 27 stakeholders, and sought the direct views of athletes at every stage. The review team consulted the devolved administrations and interviewed Sport Northern Ireland, Sport Wales and stakeholders in Scotland. A full list of stakeholders is available at Annex C.

To reflect public interest in the work of UKAD and in order to reach participants in sport at all levels, an online consultation was held on the gov.uk website from 30 March to 15 May 2017. The consultation received 362 responses and a summary of the quantitative results is available at Annex D. The review team also took into account the eight written submissions that were received.

Written corporate evidence was collated and analysed in order to explore the functions, expenditure, governance and structures operated by UKAD.

All the conclusions and recommendations in the review are based on an assessment of this evidence base.

## Approach

The review team liaised closely with UKAD throughout the review, at all levels of the organisation, to ensure that they were kept informed and had sufficient opportunity to comment on the terms of reference, the emerging conclusions and the final recommendations. The review team would like to put on record their thanks to everyone who gave feedback to the review team and to the Challenge Panel for their work. The review team is also very grateful for the engagement of the UKAD Chair, Chief Executive, Directors and teams in the review, and to the individual staff who met us and responded to requests for information.

# Chapter Two: Purpose, Form and Functions

This chapter examines whether all the functions fulfilled by UKAD are still necessary, and, if they are, whether the current form of the organisation as an Arm's Length Body (ALB) of government is the most appropriate delivery model.

## Purpose

The campaign to achieve doping-free sport is international, headed by the World Anti-Doping Agency (WADA), which was established in 1999. With the support of governments and sports bodies, WADA promotes, coordinates and monitors the fight against doping in sport across the world, through the [World Anti-Doping Code](#) ("the Code"). More than 120 countries are signatories to the Code and have established National Anti-Doping Organisations (NADOs). NADOs are responsible for testing their national athletes during and outside competitions, athletes from other countries competing within their country, as well as pursuing anti-doping rule violations and providing anti-doping education. UKAD is the UK's NADO.

Harmonisation of anti-doping rules happens through the Code, which provides the basis for the UK Anti-Doping Rules, which are the regulatory framework for anti-doping in the UK. The latest Code came into force on 1 January 2015, and the next edition is expected in 2020. By ratifying the [UNESCO International Convention Against Doping in Sport](#) the UK Parliament has committed the government as well as the Devolved Administrations to measures to tackle doping as laid out in the Code. By way of the [UK National Anti-Doping Policy](#), the government has delegated practical application of the UNESCO Convention in the UK to UKAD.

## Form

UK Anti-Doping was created in December 2009 with the objective of establishing an independent national anti-doping organisation in the build-up to the London 2012 Olympic and Paralympic Games. UKAD took over responsibility for testing and education from the 'Drug Free Sport' Directorate at UK Sport, together with case management responsibilities previously carried out by National Governing Bodies of Sports.

UKAD was constituted as a Company Limited by Guarantee, wholly owned by DCMS. It has 60 members of staff, based in their central London offices, and works through a further 200 Doping Control Officers and c.40 National Trainers throughout the UK. In 2016/17 UKAD received £5.2m in exchequer funding. UKAD is non-profit making and generates further income by providing services for anti-doping consultancy, testing and education on a commercial basis, generating £3m in 2016/17.

Consideration was also given to how UKAD's functions could be provided via alternative delivery models.

There are three tests for being an NDPB:

For a body to exist at arm's length it should meet at least one of these tests:

1. It performs a technical function, which needs external expertise to deliver.
2. Its activities require political impartiality
3. It needs to act independently to establish facts.

The review team measured UKAD's functions against the three tests.

### **Test 1 – Technical Function**

UKAD's remit stems from the requirement that they, as a National Anti-Doping Organisation, and National Governing Bodies of Sport, are compliant with the World Anti-Doping Code (Code). It is critical that UKAD has the technical expertise required to carry out testing, results management, developing intelligence and education and research to ensure the UK remains compliant with the Code.

### **Test 2 – Political Impartiality**

The UK government has ownership of the UK National Anti-Doping Policy (Policy) and sets out the roles and responsibilities of UKAD, in particular that they are independent in their operational decisions and activities. This echoes the requirement set out in the Code.

### **Test 3 – Independently Establishing Facts**

UKAD, through testing and intelligence work, establishes information on whether there are Anti-Doping Rule Violations. This information requires technical expertise and is bound by data protection legislation.

### **International Comparisons**

The requirements of the Code are global. All National Anti-Doping Organisations operate with the same roles and responsibilities as set out in the Code.

### **Alternative Delivery Methods**

#### Bring into Central Government

As detailed above, UKAD is required to be independent in their operational decisions and activities. Bringing its functions within government would be a breach of compliance with the Code.

### Delivery by a New Executive Agency

This would be similar to bringing the functions within government and then for government to establish a new organisation to be operated at arm's length, as UKAD is now. The costs involved in doing this would be significant with an end result of replicating a body that is already carrying out the required functions.

### Merger with a similar body

The anti-doping function for the UK originally sat within UK Sport under 'Drug-Free Sport'. With the introduction of the Code in 2009 and the need to have information sharing contracts UKAD was established to carry out those functions. Sport Arm's Length Bodies, sports bodies and organisations are in receipt of public money. This would result in a conflict of interest when carrying out testing and intelligence work if the anti-doping function sat within such bodies. UKAD would not be independent in their operational decisions and activities.

## Functions

The UK National Anti-Doping Policy outlines the roles and responsibilities of UKAD, which include: (a) establishing UK Anti-Doping Rules that comply with the World Anti-Doping Code, (b) education and research, (c) testing, (d) developing intelligence, (e) results management and (f) case presentation. The Policy requires that UKAD advise government on its obligations under the World Anti-Doping Code.

In addition to these core services, DCMS has tasked UKAD with discretionary or 'non-core' activities. These areas are primarily: generating commercial income to support its public (grant in aid) funding to set it on a more sustainable financial footing in the long term; and providing contracted consultancy services that offer testing and education services for sports, countries and major events.

DCMS expects any discretionary activities carried out by UKAD to not impact on its core functions and risking the UK being declared non-compliant with the World Anti-Doping Code.

Examples of UKAD's management of its non-core activities saw assurances given that its work in Russia would not impact operationally and the back filling of roles when contracted to provide anti-doping services at major events.

DCMS would expect this situation to remain the same should there be additions to UKAD's core functions as a result of this Review's recommendations.

## Conclusions

Government prioritises and invests in sport at all levels. This review recognises that a well-functioning NADO serves to assure this investment and effort, and to provide the fullest credibility that sport in the UK is as clean as it possibly can be.

*“Anti-doping is one of the most important fights in the battle for sport’s integrity”*  
[Sporting Future](#), Department for Culture, Media and Sport, 2015

The functions outlined above are essential to the running of a National Anti-Doping Organisation (NADO), which is compliant with the international statutory framework. Every stakeholder we asked believed that it was important to have a separate NADO, and that UKAD was performing this function. Those UK-based stakeholders we spoke to in 1:1 interviews also, universally, felt that it was right for UKAD to operate as an arm’s length body of government.

In light of the UK’s international and domestic obligations on Anti-Doping, the review concludes that the functions undertaken by UKAD are best performed by UKAD in its current form as an arm’s length body of government. This review does not make recommendations for UKAD’s core functions to be subsumed into other bodies nor into central government, due to the specialist, sensitive and high profile nature of their work, which is explored in subsequent chapters.

This review recognises UKAD’s emerging work to formalise its role as a regulator in the traditional sense, and its moves to make itself increasingly self-funding in terms of the services it provides. Government supports a long-term vision for UKAD to reach a cost-recovery position for the services it provides, but recognises that such a system would take a number of years to develop, and notes that at present all NADOs across the world rely at least in part on public funding.

UKAD’s commercial income is subject to the same public accounting rules as its grant in aid or exchequer funding. This means it has to spend all its funding and any money earned ‘in year’ and cannot carry reserves or build up working capital. DCMS recognises that these rules are important to safeguard public funding, but the same rules can act as a disincentive to increasing commercial income and can hamper the investment of that commercial income in the organisation.

UKAD’s relationship with sports is one of assurance, but also of partnership; sports or NGBs are ‘regulated’ by UKAD and are also its potential customers when they contract additional testing or education services from UKAD. To achieve this fine balance it is important that UKAD operates conscientiously and transparently in its assurance role, and collaboratively in its general relationships with sports. Many we spoke to felt that sports could do more themselves to tackle doping, but also, many felt that UKAD could listen to sports better and improve communications about what it is doing and why.

As doping methods become more sophisticated and prohibited substances more prevalent online, UKAD must bring sports with them on the journey to tackle doping. The revision of the National Anti-Doping Policy, discussed later in this review, provides a new opportunity to clarify the respective roles of sports and UKAD.

1. *Conclusion - UKAD's functions remain necessary and it should continue to exist in its current form as an independent public body sponsored by DCMS. However, it should work in a way, which enables sports to do more themselves to tackle doping.*

2. *Conclusion - UKAD should be the UK's national Anti-Doping body and its core functions under the World Anti-Doping Code should continue to be delivered at arm's length from government in its current form.*

3. *Conclusion - Government should examine the granting of flexibilities for UKAD to develop a sustainable commercial model for its contracted work.*



## Chapter Three: Effectiveness

Many we spoke to felt that UKAD, since its inception, has successfully followed and often led international best practice. UKAD was an early adopter of an ‘intelligence and investigation’ approach to testing, and created innovative education initiatives such as ‘100% me’, the athlete clean sport programme. But anti-doping is a fast moving area. Performance-enhancing substances are continually evolving and trade on the internet is increasing. Changes to the World Anti-Doping Code have increased the costs involved in case management as new legal issues arise. Keeping sport clean is a shared responsibility of policymakers, sports and NADOs, and the review has identified a number of ways that UKAD can operate more effectively in order to respond to this challenging landscape.

In order to achieve more consistent compliance by sports, UKAD should improve its communications with sports bodies, especially individual NGBs. The following chapter outlines ways UKAD could make its processes and objectives more transparent and agile, building resilience amongst its staff. It is important the organisation continues to show leadership on anti-doping at home and abroad.

### Strategy

Athletes, sports and other stakeholders value the existence of UKAD and the role it plays and that it exists, but many we spoke to felt that there is an opportunity for the leadership to provide a more open and inspirational mission. With a new corporate planning cycle imminent, and a new Chair in post, the review team recognises the opportunity to assess and reframe UKAD’s strategy and embed it within the business planning process.

### Vision

The anti-doping ‘debate’ is sometimes over simplified, and can tend to focus on high-level rhetoric about cheating, sanctions and ‘cleaning up sport’. Anti-doping rules are necessarily complex. This review does not seek to examine those rules, which are set by WADA, but it has noted the need for more explanation at the international level to help athletes and the public see past the headlines and to draw informed conclusions.

The UK National Anti-Doping Policy was set in place in 2009 and, in light of revisions to the World Anti-Doping Code in 2015, DCMS should redraft this document in the next 12 months, in consultation with UKAD. It should be updated as required, including when the next World Anti-Doping Code is introduced. DCMS should also ensure the [Code for Sports Governance](#) is aligned with the new National Anti-Doping Policy to ensure the clearest understanding possible amongst sports, UK Sport and Sport England of sports’ responsibilities and of UKAD’s direct delivery functions (testing and intelligence and investigation, assurance, research and advocacy).

UKAD’s vision is ‘clean sport’, and the mission is ‘protecting the right to participate in clean sport’. These statements are very broad and can be interpreted in a number of ways.

The review team specifically noted that many stakeholders felt instinctively that ‘sports could/should do more’ to tackle anti-doping in their own organisations. However there was no clarity or consensus about where UKAD’s remit ends and what ‘sports doing more’ would actually look like.

The recommendations in this review and a redrafted National Anti-Doping Policy can be used to help UKAD to develop a clearer and more practical vision, mission and strategy; one which indicates where its priorities lie, what it will do to achieve its objectives and how it will work with partners. Government would like to see a holistic strategic approach, which pushes UKAD to be the best organisation it can be.

The review team notes the recent appointment of a new Chair and that new members have recently joined the Board, which is timely and will serve to drive forward the new vision.

*1. Recommendation - government should revise the National Anti-Doping Policy by September 2018 in consultation with UKAD and the Home Country Sports Councils.*

*2. Recommendation - on publication of the new National Anti-Doping Policy, Sport England/UK Sport should simultaneously release supplementary guidance on clean sport to the Code for Sports Governance, which has been agreed with government and UKAD.*

## Planning

UKAD outlines its strategic objectives in the Corporate Plan. It also undertakes a business planning process.

The review team understands UKAD will be updating its objectives and corporate plan in 2018, and we would encourage UKAD to use this opportunity to revisit its vision, and also to embed a business planning process which is owned, valued and understood by its staff and the network of Doping Control Personnel (DCPs) and National Trainers. The Corporate Plan should be produced with feedback from stakeholders. In line with industry best practice the business planning process should flow from the vision and fully involve staff at all levels in creating and delivering that vision and the related work programmes and, where relevant, targets. It would be advisable for UKAD to set out a longer-term five to ten year vision alongside its Corporate Plan. The process to define this would also support its aspirations to develop a more sustainable regulatory model.

*3. Recommendation - UKAD’s next three or five year Corporate Plan should be linked to the business planning process and prepared with full staff involvement, and UKAD should consider formulating a longer term (five to ten year) vision.*

UKAD has some very successful partnerships which are valuable in ensuring a strategic cross-sectoral approach to issues, for example its work with UK Borders and the National Crime Agency (NCA) on tackling supply chains of illegal substances, and with the Medicines and Healthcare products Regulatory Agency (MHRA) on campaigns against fake medicines. It also has strategic priorities which contribute to increasing sustainability in anti-doping more widely, for example, UKAD helps to build skills capacity in NGBs

through trainers' courses. UKAD also collaborates with King's College London's (KCL's) work on developing new technologies to improve the testing experience and to make it more efficient. These initiatives are all highly valued by the wider sector.

UKAD works in an ever advancing climate of performance enhancing substances and training products such as supplements, and the review team encountered varying views on whether UKAD should be proactively 'policing' doping in amateur sport. The review team believes that, primarily, UKAD's energies (and resources) should focus on elite sport and those on the pathway to elite competition. This approach needs to provide the best possible assurance that the public and lottery money invested in our elite athletes is not subject to fraud through anti-doping violations. We do, however, believe that a clear strategy and strategic partnerships (in public health, fitness industry and for sports and their memberships) will help others to track and deal more effectively with doping at the amateur level. A collaborative cross-agency approach with all partners such as DCMS, Public Health England, public health bodies UK-wide, education ministries UK-wide, the Home Office, Department for Education, MHRA, Food Standards Agency (FSA) and others is needed to ensure that regulatory and health implications of products such as Image and Performance Enhancing Drugs (IPEDs) and supplements are dealt with in a coordinated way, when public policy often lags behind trends. Opportunities to progress clean sport regulation and education should be maximised in cross-government committees at Ministerial and official level.

*4. Recommendation - DCMS and UKAD should develop a strategic approach to aligning cross-governmental policy on clean sport with a plan to be submitted to UKAD Board and DCMS Ministers by June 2018.*

### Measuring Impact

DCMS monitors UKAD's performance via a management agreement and Key Performance Indicators. The review team noted that these KPIs have remained largely unchanged since 2009 and recommends that DCMS revisit these KPIs with UKAD. Whilst the review recognises that targets in anti-doping are difficult to set and would not seek to set counter-productive measures (for example, it is widely agreed that a simple target for the amount of tests is not the best way to uncover cheating), we would recommend that these new KPIs should be, where possible, measurable, timely and aligned with the wider strategic vision for UKAD.

*5. Recommendation - DCMS revises the KPIs for UKAD in consultation by April 2018, and with reference to the tailored review.*

*6. Recommendation - DCMS should undertake a quarterly stocktake of progress against the recommendations of the tailored review, and UKAD should report progress made in its annual report, so that stakeholders are held to account.*

## Core Functions

In order to deliver its duties UKAD operates a number of core functions - testing, intelligence and investigations, case presentation and education (or prevention). These functions and capacities have been built up over time and are also outlined in the WADA code and the UK National Anti-Doping Policy. UKAD also has a responsibility under the National Anti-Doping Policy to advise the UK Government and to play a role in international anti-doping organisations and policy development on behalf of sport in the UK.

UKAD takes the delivery of its functions extremely seriously, and the review found it is dispatching those duties with care and integrity.

It is important to look at each function in turn to identify efficacy and efficiencies.

### Testing

Between 2017 and 2020 more than £345m will be invested in the UK's athletes who will be competing in Tokyo in 2020. 'Public interest' testing is conducted by UKAD as an assurance that UK Sport and Lottery funded athletes are clean. Indeed, the best way to know whether an athlete has been using performance-enhancing drugs (PEDs) is to test them.

All public interest testing is mandatory and at the discretion of UKAD. However, sports may contract extra testing (voluntarily) for their teams and athletes in order to provide further assurance. Government would like to see more sports and event organisers stepping up to procure additional testing. Of course, more testing is likely to mean more adverse findings and government is conscious that the costs of case management (legal proceedings) related to any adverse findings from testing also fall to UKAD. Therefore, government supports more resources being set aside to provide additional contingency for those potential legal costs.

The perceived high cost of testing was put forward by many of those we spoke to in interviews and roundtables as a problem, and a potential barrier to sports procuring more testing, and often the 'lab costs' were cited as a reason for this. This chapter explains how we have tested this assumption and looked at opportunities for improved service delivery for both 'public interest' (the athletes UKAD chooses to test) and contracted or commercial testing (whereby sports or events procure testing from UKAD).

The UKAD and KCL partnership contributes significantly to UKAD's standing as one of the world's leading NADOs, and provides opportunities for future innovation. However, those developments can be hampered by international rules. WADA has a stringent set of criteria and compliance regulations in place for the accreditation of a method for substance detection, and new innovations such as paperless doping control forms, or dried blood sampling methods are not yet WADA accredited. The UK should continue to lead the way in making the case internationally for modern, effective and efficient practices.

## Testing priorities and scale

UKAD's Test Distribution Plan determines which athletes to test based on a 'public interest' basis, taking into account a number of variables - athletes in the national registered testing pool, physiological requirements of the sport, world and national rankings, earnings potential, potential to compete in major games, intelligence tips, and a sport's perceived level of risk for doping. This process of intelligence-led testing means that hard decisions are made and some sports and athletes will not get tested due to a limited testing budget, and perceived low level of risk.

Doping Control Personnel (DCP) undertake the testing for UKAD. DCP is a collective term for Doping Control Officers (DCOs), Blood Collection Officers (BCOs) and Chaperones. Whether collecting samples In Competition (IC) or Out of Competition (OOC), DCOs are in the lead in the doping control process.

The testing process is laborious. DCOs are trained to notify an athlete of a doping control test, administer and witness the collection of an athlete's sample, complete and witness the appropriate paperwork, and arrange for courier of samples, and may also be required to chaperone an athlete from time of notification to completion of the doping control process. BCOs are trained phlebotomists with the capacity to witness sample collection. Chaperones, trained to monitor an athlete from time of notification until the completion of the doping control process and to witness sample collection, are often used when there are multiple athletes to test and monitor, or when a DCO is of the opposite sex of the athlete being tested; a member of the same sex as the athlete must witness sample collection.

UKAD currently conducts c.10,000 doping control tests annually. Surveys, stakeholder interviews and engagement have indicated to us that athletes, NGBs, and interested sports people alike want to see more testing at all levels of sport in the UK.

The review team heard from Paralympic athletes a concern regarding the low level of testing conducted on guides and potential guides. Visually impaired athletes require a guide to train and compete, and in some sports the guide has the potential to greatly impact the end result (eg Para triathlon, Para cycling). The review team suggests UKAD explores the case for including guides for the visually impaired in its Test Distribution Plan, and to raise the increased testing of guides within Paralympic sports in the relevant international fora.

UKAD estimates that an uplift of 50% in testing, in the region of 5000 more tests pa (and accompanying back office costs), would cost approximately £2.6m per annum.

Whilst the review team recognises the call for additional testing the scope of which can be addressed as a result of securing increased funding, it would recommend that further work be done on the predicted impact of a significant uplift in testing.

*7. Recommendation - UKAD should prepare an evidence and risk-based proposal, by April 2018 in order for government to assess the case for funding an increase in testing across sports by 50%*

## The cost of testing

Doping control testing is expensive. While some components of the testing process (doping control personnel/officers, chaperones, testing collection kits) are essentially fixed costs, laboratory analysis and transportation of samples vary in price.

UKAD offers a commercial testing service to complement the public interest testing it already conducts. NGBs procure commercial testing from UKAD on a sample-by-sample basis or for events (i.e. competitions, training camps).

UKAD and KCL currently work on a 3-year contract agreement that gives UKAD economies of scale dependent on the number of samples sent for analysis within a one-year period. The more samples UKAD has analysed within a one year period, the cheaper the analysis becomes with each threshold met. UKAD uses this arrangement to make a small profit, which they use to fund more public interest testing. The economies of scale are not generally passed on in the commercial prices presented to NGBs who are looking to contract extra testing within their sport.

Many sports expressed a view that the KCL laboratory analysis costs for doping control tests were making the costs of UKAD testing prohibitively high. If we bench mark KCL against other NADOs, evidence shows that KCL is not only more competitive in price for certain analytical tests, but they are also fall in the middle of the price range when compared to the largest, and closest alternative WADA accredited laboratories. KCL’s price structure for standard urinalysis is median range for individual analysis, but when certain economies of scale are achieved via UKAD’s negotiated contract (for both public interest and private commercial testing), the price is good value for money and amongst the most competitive prices internationally.

	CCES	ASADA	ADD	NADA	USADA	JADA	UKAD
<b>Budget</b>	£5,270,232	£9,019,434	£5,711,837	£7,638,355	£13,132,339	£12,000,000	£8,084,000
<b>Samples</b>	5,606	6,022	2,110	17,246	10,192	4,907	9,110
<b>Staff</b>	44	48	16	37	55	45	50
<b>DCO</b>	563 (incl. volunteers)	185	42	0 (contracted services)	51	300	204
<b>Athletes at Olympic &amp; Paralympic Games (Rio16 and Sochi14)</b>	743	668	157	746	1,137	621	698
<b>Budget Education</b>	8%	9%	17%	7%	17%	15%	10%
<b>Budget Admin</b>	7%	4%	17%	33%	5%	42%	25%

CCES – Canadian Centre for Ethics in Sport, ASADA – Australian Sports Anti-Doping Authority, ADD – Anti-Doping Denmark, NADA – German National Anti-Doping Agency, USADA – United States Anti-Doping Authority, JADA – Japan Anti-Doping Agency.

Erythropoiesis-stimulating agent (ESA) screens for use of EPO (Erythropoietin) and “blood doping” at KCL are amongst the lowest of WADA accredited laboratory analysis prices internationally, as are human growth hormone (HGH) isoform and biomarker detection analyses. Research and comparison data indicate that where KCL is more expensive than most other laboratories and, therefore, less competitive, is for the cost of analysing Athlete Biological Passports (ABPs). ABPs are used to track and compare an athlete’s biological profile over time in order to detect variations that may indicate doping.

Reasons for this large cost differentiation are due to the WADA protocols on how ABP whole blood samples should be analysed within a certain time frame. Given the relatively low number of ABPs processed by UKAD/KCL per year (hundreds rather than thousands compared to other laboratories), this process is more expensive for KCL due to the need to run control samples with individual samples if batches are not available. The ability to do more batch testing would significantly decrease the cost structure for this analysis.

Adding to the high cost of blood analysis is the high price of courier services with chain of custody required for whole blood samples. Whole blood samples must be refrigerated from time of collection to time of analysis. The transportation of whole blood samples from point of collection to the actual laboratory at KCL can range from two to two hundred miles, requiring costly contracted courier services with refrigeration.

### Innovation

KCL and UKAD work closely together and have developed an innovative partnership. UKAD requires a WADA accredited laboratory in which to conduct Anti-Doping testing, as well as access to world leading experts in sample analysis and protocols when an athlete has failed a drug test. KCL in turn requires the volume of samples that UKAD contracts from them in order to maintain status as a WADA accredited laboratory.

UKAD and KCL have forged a mutually beneficial research partnership, in that KCL can donate the manpower needed (totalling approximately £100k value-in-kind 2016/2017), and UKAD can keep its research costs low. Without the close relationship between UKAD and many NGBs, KCL could not run pilot projects to trial new detection methods. An example of their work is the use of dried blood spot (DBS) technology to replace the whole blood method of doping control. In future, these methods should provide the ability to “blitz” test an entire team, which would identify athletes who should then be targeted for (the more expensive and comprehensive) WADA accredited testing methods.

### The athlete’s perspective on testing

The athlete “whereabouts” is a programme within the Anti Doping Administration Management System (ADAMS), a WADA online platform. Athletes expressed to the review team discontentment with the athlete whereabouts system, which they perceived to be a difficult programme to update, and inefficient for out of competition testing. The review team heard how the use of mobile phones when attempting to locate an athlete for an OOC test might help reduce the costs of missed tests. We also heard a concern that feedback on the testing experience is completed on paperwork that the athlete must fill in while being witnessed by the DCO. As a result, athletes are calling for an anonymous and paperless system for reporting feedback on the testing experience to UKAD.

8. *Recommendation - UKAD should continue to consider introducing an electronic (paperless) system for both out-of-competition and in-competition testing that allows for anonymous athlete feedback, and liaise with WADA on making this system compliant with ADAMS.*

## Intelligence and investigation

Testing is expensive and UKAD (or indeed any NADO) would never have sufficient resources to test all competitors, all the time. It is widely agreed that intelligence and investigation is an effective way of prioritising testing schedules, and of catching cheats.

The World Anti-Doping Code 2015 enshrined this in article 5.8 requiring Anti-Doping Organisations to “obtain, assess and process anti-doping intelligence from all available sources to inform the development of an effective, intelligent and proportionate test distribution plan, to plan Target Testing, and to form the basis of an investigation into a possible anti-doping rule violation(s).”

The Review has found strong support for the investigatory and intelligence function at UKAD, but also a desire from sports to be able to learn more from investigations in order to understand where they should be improving their internal practices. Confidentiality is, of course, paramount in any investigation, but many have suggested that publicising successful seizures and investigations could act as a deterrent to athletes and support personnel tempted to dope. In turn, UKAD has expressed a need for more consistent cooperation from sports and access to the data they hold on athletes and support personnel, so that quick searches can be conducted of membership databases to establish if a person is bound by the World Anti-Doping Code.

### Criminalisation Review 2017

The recent DCMS Criminalisation Review<sup>2</sup> explores in more detail the legal framework for investigations and intelligence gathering, and made recommendations. This Review restates some of those recommendations where the evidence supports it.

### Intelligence sources and partnerships

UKAD gathers its intelligence from a wide range of sources, with most significant numbers coming from the crime stoppers hotline and from police forces, so partnerships with law enforcement are essential to this process. UKAD has Memoranda of Understanding (MoUs) with the National Crime Agency (2014) and UK Border Force (2011). The Review recommends that these cooperation agreements are extended and reviewed, and work is extended with more police forces. By working closely with the Police Chiefs' Council and Police Scotland, UKAD could promote best practice to encourage wider engagement from police forces across the UK.

UKAD should be commended for its efforts to attack the supply chains and trafficking of prohibited substances, by gathering information on the sales and purchases of prohibited substances, import routes and distribution networks. When successful seizures of performance enhancing drugs take place, and prosecutions follow, police forces, local

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[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/654240/Review\\_of\\_Criminalisation\\_of\\_Doping\\_in\\_Sport.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/654240/Review_of_Criminalisation_of_Doping_in_Sport.pdf)



authorities and UKAD itself, can potentially recoup costs and benefit from the Proceeds Of Crime Incentivisation Scheme. This potential outcome, and successful investigations, should be promoted more widely to encourage increased collaboration with enforcement agencies.

The review recommends that enforcement and intelligence networks are built on and that measures are put in place to ensure consistency across police forces, and better monitoring on the part of UKAD.

UKAD intelligence by source type:

	Jul/15- Jun/16	Jul/16- Jul/17	Total
<b>Total</b>	<b>1,296</b>	<b>1,311</b>	<b>2,607</b>
- of which source = Crimestoppers / Report Doping in Sport hotline	486	615	1,101
- of which source = Law Enforcement	389	332	721
- of which source = Internal (i.e. UKAD)	86	91	177
- of which source = Pharmaceutical (including the WADA laboratory)	46	60	106
- of which source = Sport Personnel	52	39	91
- of which source = Media (including media reports)	59	22	81
- of which source = Anonymous (direct reports – e.g. not Crimestoppers)	37	28	65
- of which source = sports National Governing Body	34	26	60
- other sources (10 different categories – each with <50 reports in the two years)	107	98	205

9. *Recommendation - explore a new MoU between UKAD and the National Police Chiefs' Council and Police Scotland to promote best practice to more police forces in order to encourage more consistent engagement across the UK.*

10. *Recommendation - review and revise UKAD's MoUs with the National Crime Agency and Border Force in 2018 to ensure impact is measured and monitored.*

## Speaking Up

Intelligence also comes from athletes and those around sport speaking up. In 2010, UKAD launched a 24-hour confidential phone line and online information form. In partnership with Crimestoppers, [Report Doping in Sport](#) is a 24-hour confidential phone line for anyone to anonymously report information or suspicions about doping in sport.

115 athletes responded to the online survey and we spoke directly to others. Some expressed a general lack of confidence that tip offs provided to UKAD were followed up. Further probing amongst athletes who we spoke to in interviews revealed that they understood the importance of confidentiality in investigations and the fact that, as a rule, it would not be appropriate to provide ongoing feedback on investigations. However there is evidently a sense amongst some of those athletes we spoke to that investigations are often not pursued. The review team, did not, however, find evidence that tip offs were not being investigated and indeed the figures in the table above show this to be the largest source of information on doping.

*11. Recommendation - UKAD should consider proactively publishing information on its investigatory function (strategic trends, statistics and successful cases) quarterly and via an annual state of the nation report, and use this to support the case for improved internal practices in sports, to encourage collaboration from law enforcement agencies, and to give more confidence to potential and existing whistleblowers.*

## Capacity and skills in UKAD

UKAD has a team of 7 people working on investigation and intelligence, largely drawn from law enforcement. UKAD follows the National Intelligence Model. The review team would recommend that the team at UKAD learn not just from ex-policing methods, but also compliance best practice from other industry sectors.

*12. Recommendation - that UKAD undertakes a skills and systems review of the investigations and intelligence function by end of 2018 to ensure that regulatory best practice is taken into account in approaches.*

## Role of sports

The 2015 WADA code makes clear the role of International Federations (IFs) and National Governing Bodies of sport (NGBs) in reporting and investigating potential Anti-Doping Rule Violations (ADRVs), and this review supports recommendations in the government's recent Criminalisation Review around greater access to sporting events and also for data protection exemptions to be extended to anti-doping offences. However, detailed work should be undertaken to avoid legal challenge in the future. The cooperation of sports is crucial in gaining access to data of athletes and government believes that anti-doping offences are serious enough to warrant exemptions from data protection. Athlete support personnel, including coaches and personal trainers, should also be included in those exemptions and the review points to UK Coaching and the Chartered Institute for the Management of Sport and Physical Activity (CIMPSA) and their work to scope a national register of coaches and personal trainers of potential value.

The review team received varied feedback on how sports support investigations into potential doping violations, ranging from excellent cooperation from NGBs and even joint investigations with UKAD, to reluctance from some sports to allow full access to their information or people when requested by UKAD. The review also notes the varying capacities within IFs or NGBs to carry out their own investigations independently to support anti-doping efforts. We believe UKAD could improve performance and cooperation by providing better guidance to NGBs, which should be created in consultation and partnership with sports. This guidance should be anchored in the new National Anti-Doping Policy.

*13. Recommendation - UKAD should consider submitting a framework to sports and government to allow doping control personnel to have unfettered access to conduct random testing at competitions as required.*

*14. Recommendation - forthcoming Data Protection legislation should provide a processing condition for special categories of data for the purposes of anti doping. Such processing should also be exempt from the notification requirements (to avoid 'tipping off' the person being investigated).*

*15. Recommendation - UKAD starts a dialogue with sports and membership bodies to look at gaining access to athlete data (membership, phone and email records) with a view to producing UKAD guidance on data sharing, which can be anchored in the new National Anti-Doping Policy in 2018.*

## Case presentation

Potential cheating is dealt with by UKAD'S results management team, and should the case against an individual proceed, its legal team. This part of the UKAD operations can be referred to as 'case management'. During the course of this review, the review team has heard concerns from stakeholders and UKAD about the increasing financial costs of case management falling to NADOs.

## Results Management

The results management function deals with positive findings, which arise from the testing programme (adverse analytical findings) as well as from intelligence or missed tests (non-analytical findings).

While the testing team deals with the process up to the point of the sample being 'taken', the results management team takes over at that point. Results management makes sure the process followed at tests is in accordance with the procedures and looks after the chain-of-custody of samples before and after they arrive at the laboratory for analysis. Athletes have the right to have their "B" samples tested if a positive analytical finding occurs, and results management also deals with the process and the long-term storage of samples with KCL.

Forming a small branch of the legal division, results management is composed of a ‘Results Manager’ and two support staff.

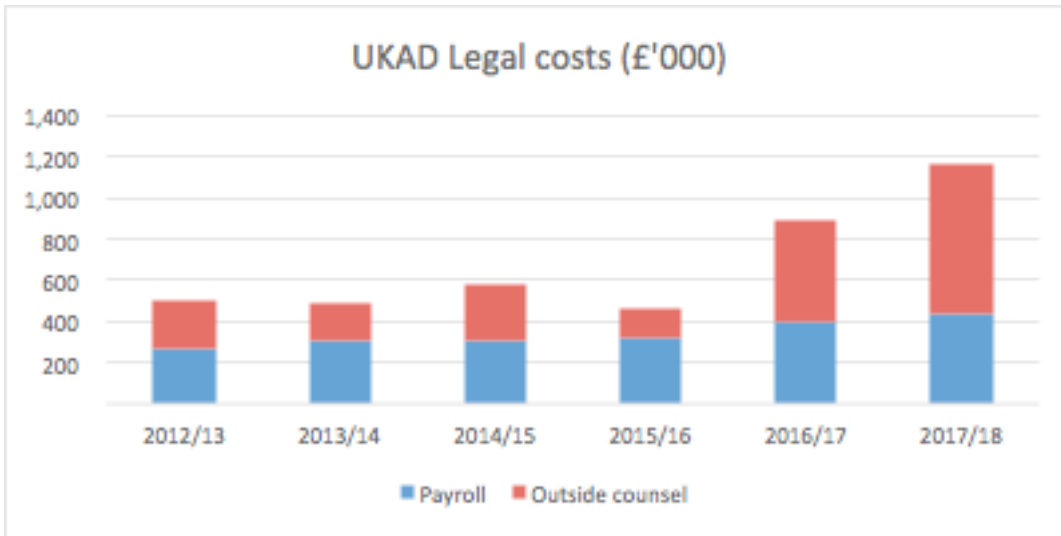
The review team finds it appropriate that this branch operates separately from the testing team, and that they are independent of the process to identify the testing scheme.

## Legal

The legal team, under the Director of Legal, is responsible for determining how to proceed with every ADRV. It is this function of UKAD which assesses the evidence and decides whether or not an athlete or athlete support personnel has a case to answer, consulting with the relevant NGB in non-analytical cases. Should UKAD determine that there is a case to be answered, an independent review of the case is conducted before it proceeds to a legal setting.

Ultimately, athletes and support personnel who are facing ADRVs have the option to come before a tribunal if they dispute the charge. The National Anti-Doping Panel (NADP) provides tribunals to hear charges brought against an athlete or athlete support personnel for violation of the UK Anti-Doping Rules in the first instance. The chair of each tribunal is a lawyer with appropriate expertise. Appeals to the tribunal’s decision brought by national level athletes (or their support personnel) return to an appeal tribunal provided by NADP to be heard and determined. International athletes (or their support personnel) can appeal to the Court of Arbitration for Sport (CAS), which sits in Lausanne, Switzerland. Arbitral panels can offer a binding alternative to the courts, as the majority of anti-doping violations are not criminal offences in the UK. The costs associated with preparing and taking part in a case before the NADP panel sit with UKAD.

The 2015 World-Anti Doping Code brought in various changes. This included changing the starting point to a four-year period of ineligibility (from the previous 2 year starting point) for certain violations. Since the new rules came into force, we are seeing early evidence that more athletes are contesting these bans. UKAD was not set up to be resourced to meet the significant legal costs of regular complex and high profile litigation. At present UKAD often seeks to engage outside counsel (often provided at reduced rates) to tackle cases where an athlete (or support personnel) is represented by large, expert legal teams.



The review team agreed with concerns shared by those in the legal profession and in sport, that these legal costs present an increasing risk for UKAD, by default exposing government as the funder of last resort.

UKAD’s current legal team is small (five staff, of which three, including the Director, are qualified lawyers) and has seen significant turnover in recent months. UKAD pays under the standard rates in London for its in-house legal team. Speaking to staff, they felt that the interesting role of the organisation coupled with more family friendly working hours could compensate for lower salaries. However, the review team heard that under-resourcing was leading staff in this team to work long hours. There is a risk that this team will not work as effectively as possible incurring further costs and reputational risks for UKAD.

*16. Recommendation - to improve resilience and expertise and to reduce expenditure on outside counsel, UKAD should consider bolstering its in-house legal team (although review recognises in some cases outside counsel would still be required).*

## Education and prevention

Education programmes are fundamental to the delivery of clean sport in the UK - the athlete and those around him or her have to understand what is prohibited, and when and how they might be tested. Compliance with the WADA Code (2015) requires that UKAD, as a NADO, promotes anti-doping education. UKAD’s own National Anti-Doping Policy (2009) clearly states that it is UKAD’s remit to “plan, implement, evaluate and monitor information and education programmes for doping-free sport” (section 2.4.1). If athletes and those around them fail to receive that education, the whole system breaks down.

Since its inception UKAD has had a strong reputation in the field of anti-doping education, developing pioneering materials such as the ‘100% me’ athlete education programme.

UKAD's trainers education programme is also highly praised by participants, and UKAD deploys 40 National Trainers across the country.

Some sports we spoke to felt that they understood their players or athletes best and were therefore best placed to provide education (not UKAD). And many felt that sports should, indeed, do more and be held accountable for education. The review team accepts that sports are best placed to deliver face to face education, but believes there should be an independent body in place (UKAD) to set standards and check the quality and timeliness of that delivery.

A few people noted what they called an inherent conflict in UKAD testing and investigating athletes, and also educating. The review team did not find evidence to support this view, and in fact was able to identify other ALBs with a remit covering regulatory, investigatory *and* education functions, such as the Health and Safety Executive. Others interviewed called for fresh, digital resources from UKAD, to reflect how young athletes absorb information.

The landscape moves quickly in sports nutrition and our regional meetings pointed to a general lack of information for non-elite participants, trainers and parents on appropriate and healthy training methods and supplements.

#### An assurance role

The review recommends that UKAD moves to an assurance (and content development) role on education and prevention in order to achieve wider and consistent reach. In the long term we would expect this to deliver efficiencies, which could be reinvested in the ongoing provision of up to date materials. The review team notes UKAD's innovative partnership with some universities and schools, but recognises the challenges in terms of time and resources of those types of initiatives and would envisage UKAD having more impact if it concentrated on producing resources and delivering assurance.

The review found a lack of shared data about which athletes have or have not received education, and UKAD currently lacks a platform that monitors and records which athletes in the UK have received and completed anti-doping education. The Canadian model is interesting, whereby each athlete receiving public funding undertakes compulsory e-learning annually, as part of their contract. A system like this would have the added benefit of creating a live and measurable compliance tool, and record and monitor which athletes have completed the programme.

*17. That UKAD considers reframing its education function into an assurance programme to support NGBs who have varying levels of capacity. Such an approach could involve the development of a system to ensure that publicly funded athletes and support personnel participate in annual education (such as through web-based e-learning), provision of digital learning materials which sports can tailor and creating shared virtual platforms of best practice, supported by regional workshops, which could be hosted by sports and other bodies.*

## Role of Sports

Under article 18 of the [WADA Code 2015](#) it says that signatories (which include sports) have a responsibility “to promote and support active participation by Athletes and Athlete Support Personnel in education programs for doping-free sport”.

UKAD rightly recognises that some sports, especially smaller ones, need more support in creating their education programmes than others. The review team would like to see this support from UKAD to less well-resourced NGBs continue, but also for UKAD, UK Sport, Sport England, Sport Wales, Sport Scotland and Sport Northern Ireland to bring forward more opportunities for peer support *between* NGBs. The review team received excellent feedback from NGBs about the UKAD Advisors course, and the review team would support the multiplying effect of a ‘training the trainers’ approach. What is also important is how those trainers share best practice within sports, and currently there is little scope for sports to exchange knowledge and, where appropriate, share services.

Sports should be providing education as part of the well-being of, and duty of care to, their athletes. UKAD can facilitate this provision with digital materials, which can be easily disseminated, tailored and refreshed. Longer-term, the review team sees the potential for sports to procure this type of resource on a shared services basis.

*18. Recommendation: sports in receipt of public funding should report annually on their anti-doping education compliance to UKAD (making UK Sport and Home Country Sports Councils (HCSCs) aware at same time) and publish this information on their websites.*

## Young People

Many called for wider prevention education to be given to young and amateur athletes, including in schools and gyms; and we found much support for a values based programme, which supports a holistic approach to healthy sports participation (nutrition, recovery, training). Others were concerned by the notion of UKAD having a more active role in amateur and youth sport, which they believed could divert attention from cheating at the elite end.

*“Government will work with UKAD to widen its education work and ensure a strong anti-doping message is promoted at all levels of sport from school and grassroots sport through every tier of competitive sport right up to the elite level”*

[Sporting Future](#), DCMS, 2015

There is some excellent best practice in youth clean sport education, often led by UKAD, for example a partnership between the Youth Sport Trust and UKAD to provide Anti-Doping education at the School Games National Finals and work the Rugby Football Union (RFU) and the Welsh Rugby Union (WRU) do with schools to educate young players. However, on the whole, the guidance for young people and parents is inconsistent, and does not address growing risks, such as the supply of steroids and supplements online.

With the above points in mind, the review concludes that more should be done to work with young people on anti-doping and to help them understand the risks and make value

judgements. We recommend, however, that sports bodies focus on the next generation of elite athletes and the 70,000 young people coming through the talent systems, as identified by Sport England. Our brightest young athletes, who receive investment from Sport England, via the Talented Athlete Scholarship Scheme (TASS) and from HCSCs, should certainly receive consistent and high quality clean sport education. TASS scholars could also perform an advocacy role for clean sport. These structures and programmes have recently been strengthened in England by the [UK Sport and Sport England Memorandum of Understanding on working together on talent development](#). This positive move should be used to improve the clean sport education given to up and coming athletes.

Concerns were raised with the team about the prevalence of supplements as a ‘go-to’ product for aspiring young sports people. The sports nutrition industry is growing, and by 2021 the European market is predicted to be worth £8bn, with the UK having over a quarter of the market share. It is important that labelling of sports nutrition products is clear and athletes are fully aware of what they are taking. DCMS and the FSA would like to see clearer education and information provided to young people on healthy sports nutrition and training, including the voluntary recommendation to avoid using supplements under the age of 16. The review team met with the European Specialist Sports Nutrition Alliance (ESSNA) and government and the sector are interested in exploring how the industry could help support education around healthy training for young people (without supplements), as part of their corporate social responsibility. Sport England noted that their work with secondary school teachers might support the dissemination of information on healthy sports nutrition and training to school children.

*19. Recommendation - Home Country Sports Councils work with UKAD to deliver clean sport education to the talent pathway, including to TASS scholars and exploring extending provision to lower tiers of the School Games (for England).*

*20. Recommendation - a values based programme focusing on ‘healthy training’ (nutrition, sleep, good training practice) is developed to reach young people via the curriculum and early sports pathways, led by Sport England, involving other HCSCs, UKAD, NGBs (including welfare officers), YST, DfE, TASS, Association for Physical Education, ESSNA.*

There is evidence that young people, especially boys, are using steroids to improve body image and / or sporting performance, and, according to findings from the 2016/17 Crime Survey for England and Wales, 19,000 more young people were using these types of drugs in 2016. Whilst this issue is not new, it has become harder to tackle due to the supply of substances online. The Review commends recent work in South Wales, where Public Health Wales, UKAD and Sport Wales have taken a holistic approach to the problem. Whilst IPED use to improve body image is not a priority for UKAD, steroid use is a problem, which appears frequently at ADRV hearings. We would like to see campaigns such as ‘Talk to Frank’ and ‘Rise Above’ addressing steroid use, and also highlighting the potential sporting sanctions which users could face if caught.



21. *Recommendation - health harms associated with the abuse of Image & Performance Enhancing Drugs (IPEDs) should be integrated into drug information and education supported by Public Health England, Public Health Wales, Health Scotland, Public Health Agency (Northern Ireland) and the Home Office Drugs Strategy; sporting implications of IPED use, such as bans, should also be highlighted.*

### Coaches and fitness industry

Clean sport information given to gym and fitness users is patchy. The review team was surprised to find that anti-doping information is not compulsory for coaches at all levels, and non-existent for personal trainers. Whilst this is not a focus for UKAD, it could play a role advising the industry on both best practice and duty of care for users.

The review team notes UK Coaching and CIMSPA's proposed national register of coaches and believes that would be an opportunity to show which coaches and trainers have undertaken clean sport education. The team, however, also heard how many coaches are not members of CIMSPA or UK Coaching, and therefore, the onus is on sports, with the support of materials provided by UKAD, to reach coaches and outlying support personnel in elite sport and ensure they are receiving clean sport education.

22. *Recommendation - UKAD should work with CIMSPA, UK Coaching and SRA to insert compulsory clean sport education into all coaching/trainer qualification levels; such measures should be self-funded by the fitness sector.*

## Science, Medicine and Research

The provision of expertise in anti-doping science, medicine and research is an important part of UKAD's operations. Views differed on how much emphasis the organisation should place on these areas, but there was almost universal agreement that UKAD needed to do its utmost to follow and respond to new trends in doping as they emerge, and a sense that prevalence data on doping was lacking.

The review team concluded that the Science and Medicine team at UKAD is performing well and is the right size given the resources available for this work. However, we recommend that UKAD be more ambitious and help join up pockets of expertise by creating a more dynamic network.

### Science and medicine

The team of three provides internal and external advice on the WADA list, emerging substances and Therapeutic Use Exemptions (TUEs). They lead domestically on the Global Drug Reference Online ([Global DRO](#)) database which athletes and support staff can use to search the status of any medicine against the WADA prohibited list. Regularly updated and verified by pharmacists active in the field of anti-doping, sports provided glowing feedback about the Global DRO tool. The review commends the database, which is a partnership between UKAD, the Canadian Centre for Ethics in Sport (CCES), Anti-Doping Switzerland (ADCH) and the United States Anti-Doping Agency (USADA), with the Japan Anti-Doping

Agency (JADA) and the Australian Sports Anti-Doping Authority (ASADA) as official Global DRO licensees. There is scope for Global DRO to be promoted more widely with elite amateur and youth participants.

The [Athlete Biological Passport](#) (ABP) programme is also managed by this team, and is used to detect changes in an athlete's body that may be caused by the use of performance-enhancing drugs or methods.

## Research

On the whole, international stakeholders felt strongly that UKAD should fund and deliver research into anti-doping, although we would suggest that it was unclear if they meant UKAD or the UK. Domestic stakeholders recognised that UKAD would be unlikely to secure additional resources from government to fund or commission its own research.

One of the key issues for policy makers in this field is the lack of prevalence data on doping, including on the use of steroids and illegal supplements for sporting performance. The review team spoke to academics in Wales, Yorkshire and Scotland and noted an appetite to use their research base to support the development of clean sport policies and practices in the UK.

Behavioural insights research could be used to better estimate the prevalence of doping in sport, but there is a challenge in securing accurate data from elite athletes who might not be willing to speak openly about doping. The [Behavioural Insights Team](#) (BIT) offered a helpful perspective on how research into behavioural insights could also be utilised in both the education and prevention of doping in sport, by creating a narrative of “social norms” which could have a substantive effect on the prevention of unwanted behaviours.

The UK conducts world leading research into anti-doping and the review team believes there is an opportunity to harness that expertise in a more coordinated way to support policy development and improve that research base. The formulation of a new innovations committee would present an opportunity to engage the pharmaceutical and sports supplements industries. The review team suggests KCL could support UKAD with the new committee, for example through the provision of secretariat support. Ideally, the committee would include pharmacists and academics to enable better interpretation of WADA code, to signpost new trends / compounds / testing methods and to explore opportunities for collaborative research. The review team suggest the committee stretches across natural, social and behavioural sciences, including the MHRA and link to its work on fake medicines, and also the FSA regarding supplements and testing methodologies.

*23. Recommendation - UKAD should establish an innovations committee in the first quarter of 2018 with a remit to signpost new trends in doping and to focus on coordinated opportunities for research funding.*

## Partnerships

With 60 core staff UKAD is a relatively small organisation, therefore the strength of its relationships is essential to the delivery of its mission.

The review team heard positive feedback on UKAD as a collaborator from what we can call ‘landscape partners’: umbrella sports bodies in the UK and its international partners, other NADOs, WADA and iNADO. HCSCs said that UKAD had worked hard in recent years to reach out to them and was performing its role well as the lead body on clean sport for the UK.

Partnership programmes such as the Clean Games Policy, which delivers pre-Games testing and education, developed with the British Olympic Association, British Paralympic Association and UK Sport, pay testament to how UKAD can mobilise effectively and work collaboratively.

UKAD has often been innovative in its wider partnerships, for example, with universities on research and athlete education, with the British Pharmacological Society on steroid abuse, with the Medicines and Healthcare Regulatory Authority on fake medicines, with the Gambling Commission on sports integrity and with the NCA and UK Borders on the trafficking of steroids. All of these partnerships, and others, help demonstrate what makes UKAD an effective organisation.

The partnership with KCL is perhaps its most impressive example and contributes to the UK’s international standing in sport and anti-doping. KCL research looks at new and improved methods of prohibited substance detection, including using dried blood samples to detect steroid and testosterone use. This research is commissioned jointly by UKAD and KCL and has the potential to help UKAD conduct mass screening sessions on whole teams and squads. UKAD also utilises KCL’s expertise in its internal Athlete Passport Monitoring programme, which aids the intelligence-led testing programme.

We received a less consistent message from individual sports about UKAD’s effectiveness as a partner. Some were very positive, but others expressed a desire to be involved in a thoughtful and practical conversation with UKAD about anti-doping policies and practices. The review accepts that it would not be appropriate for UKAD to generally consult sports on its intelligence gathering, its investigations and testing plans, but the review team does believe UKAD could be more collaborative and transparent with sports at a strategic level. The review recognises an opportunity for UKAD to reset the relationship with NGBs, and corporate governance and communications recommendations in this review support this conclusion.

We also found little evidence to suggest that UKAD has strong partnerships with the pharmaceutical companies but equally we recognise that UKAD is small and must prioritise its efforts. A reinvigorated communications function, discussed later in this review, may assist with general public engagement, and in giving confidence in the UK’s strong and integrated approach to clean sport. The Review would like to see the new science

committee, previously recommended, lead to improved engagement with pharmaceutical companies.

### Public sector partners

The Advisory Council on the Misuse of Drugs (ACMD) invites UKAD colleagues to relevant ACMD meetings, which discuss steroids and image and performance enhancing drugs. The ACMD values UKAD contributions to the evidence base and input to discussions, which can add value to the ACMD advice to ministers.

Performance and image enhancing drug use is widely recognised as a public health issue, and many of those we heard from asked DCMS to engage the Department of Health and Public Health England on matters such as steroid abuse in sport. Where drug use relates to sport, UKAD and its partners have a role, but, as with many drug issues, the review team recommends a collaborative, multi-agency approach (see recommendation 4).

### Sports Integrity

In some countries, such as Australia and Finland, the NADO operates within a wider sports integrity unit, which also deals with corruption in sport, such as match fixing. We asked stakeholders if the UK should be looking at a similar model, for example, by integrating UKAD with the Gambling Commission. Almost everyone felt that this would not be appropriate, and that anti-doping was sufficiently important and high profile to warrant a stand alone body (UKAD). The review team agrees with this position, given current challenges in anti-doping, and proposes that UKAD increases its collaboration with the Gambling Commission. Government will support this closer working relationship by updating Schedule 6 of the Gambling Act 2005 to include UKAD. The Schedule provides a legal gateway for the Gambling Commission to share information for purposes such as supporting sports and betting integrity.

*24. Recommendation - UKAD should build on collaborative work with the Gambling Commission, such as shared intelligence platforms and work on sports values prevention and education.*

### Fitness Industry

The review team sees an opportunity for UKAD to influence the fast-growing fitness sector and to work with representative bodies to help promote improved guidance and knowledge on the use of safe supplements. With leadership from the fitness sector, this collaboration could feature the development of improved education for operators, coaches and personal trainers. The review team also notes the potential for joint-working on research, which could be supported by the private sector, for example by the sports supplements body ESSNA. In order to make this relationship effective, but not onerous, we suggest a strategic dialogue is advanced with umbrella bodies, such as ukactive, CIMSPA, SRA and UK Coaching.

*25. Recommendation - ukactive and UKAD develop a clean sport multilateral MoU, also to include CIMSPA and UK Coaching.*

## International

UKAD was established as a body, which by its nature, would have both a national and international remit. The review team would like to see UKAD build on its international reputation by ensuring its full participation in governance structures, and by developing a new strategy to use the wider UK government networks to support its soft power potential, whilst not diverting resources from its core functions of keeping sport in the UK clean.

## Governance

Harmonisation of anti-doping rules happens through the World Anti-Doping Code, and by ratifying the [UNESCO International Convention Against Doping in Sport](#) the UK Parliament has committed the government as well as the Devolved Administrations to measures to tackle doping as laid out in the WADA code. The government has delegated practical application of the UNESCO Convention and the WADA Code by way of the [UK National Anti-Doping Policy](#) to UKAD. The Policy explains in detail how this is to take place and what are the expectations of the UK Government in this respect.

Therefore active participation in the WADA structures which develop each new version of the Code and which continually update the prohibited list of substances is important for sport in the UK. According to the National Anti-Doping Policy, UKAD should act as the “main policy advisor to the UK Government in relation to the fight against doping in sport, keeping it abreast of all relevant developments on a national and international level”. The Policy also explicitly refers to UKAD working with WADA: “UK Anti-Doping will cooperate with WADA and other relevant Anti-Doping Organisations in the coordination and implementation worldwide of a high quality and efficient anti-doping effort for sport.” UKAD has its own objective “to promote a level playing field for athletes by influencing international policy and practices”.

The Code sets the legal and operational framework for the UK’s anti-doping programme, therefore what is written in the WADA Code has a significant impact on the day-to-day work of UKAD.

UKAD and DCMS should ensure they have a breadth of experienced representatives at key meetings, and contingency plans should be put in place if key DCMS officials or the UKAD CEO are unable to attend. The review team notes the importance of the Council Of Europe as the body, which ratifies adherence to the UNESCO Convention and recommends that UKAD proactively participates in CAHAMA ([The Ad Hoc European Committee for the World Anti-Doping Agency](#)), the committee where the European position is agreed, ahead of the Foundation Board. While the EU represents the European position at WADA’s biannual meetings, it is a position that is agreed at CAHAMA by both EU and non-EU countries. DCMS and UKAD’s engagement with CAHAMA will be unaffected by the UK leaving the European Union.

*26. Recommendation - UKAD should bring forward an international strategy to maximise impact and innovation on the international stage, linked to DCMS international*

*policies and UKAD and DCMS should continue to work together to ensure maximum participation in international Anti-Doping fora.*

### International support in Rio and Russia

A number of stakeholders praised UKAD's leadership in providing the secretariat function for the Rio Games Task Force. The Task Force gathered information and intelligence and identified any gaps in pre-games testing and coordinated extra doping checks in the lead-up to and during the Rio Games in August and September 2016.

There can also be a commercial element to UKAD's international work, particularly in terms of consultancy. These services are looked at later on in this review, but it is important to note in this section the work UKAD and WADA undertook to support Russia as it reviews and builds its Anti-Doping capacity post Rio-2016. A number of people we spoke to brought up the Russia project and, almost universally, saw it as an important and sensitive job, which is contributing to the cleaning up of sport at a global level. UKAD was praised for stepping into that space.

WADA encourages larger NADOs to provide pro bono support to other countries, something that UKAD has done, for example with Kenya, and plans to continue to do.

### Focusing resources

Some thought that UKAD should reduce its international support because it might be diverting attention and resources from domestic anti-doping activities. The review team did not find evidence to support this assumption (and indeed the Russian support generated income for UKAD), but recognises the pressures on UKAD's resources and the need to prioritise and recover costs.

*“UKAD is one of the world's leading national anti-doping agencies. It is at the forefront of testing, intelligence and education, and gives the UK a reputation for having one of the strongest anti-doping regimes in the world. This reputation allows both UKAD and the UK Government to exert its influence internationally to improve the fight against doping, through both the European Committee for the World Anti-Doping Agency (CAHAMA) and the World Anti-Doping Agency (WADA) itself” (Sporting Future, DCMS, 2015)*

The review team has spoken with the Foreign and Commonwealth Office about the potential to use UKAD's expertise to drive soft power cooperation between the UK and other nations, and to reinforce foreign policy objectives around values, disability and gender equality. Alongside UKAD, other UK sports bodies who lead on grassroots, disability, regulation, equity and diversity have much to share with other countries, which wish to develop their sports integrity functions.

27. *Recommendation - DCMS create a strategic work stream / collaboration with FCO, DfID and DIT for soft power sports integrity initiatives, whereby DCMS bodies can be a strategic arm for soft power collaboration, in areas like anti-doping, anti-corruption, gambling regulation, stadia safety and supporting Paralympic sport; including an FCO / DCMS workshop in 2018.*

## Equality and Accessibility

### Equality

UKAD's commitment to equality is set out in its management agreement, annual report and accounts and equality policy. UKAD's equality policy, which applies to all workers, assists the organisation with preventing any discrimination or unfair treatment and states its responsibility for ensuring that workers receive fair treatment, equal opportunities and will not lawfully be excluded, based on the protected characteristics (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief, sex and sexual orientation).

UKAD offers flexible working arrangements to staff and this has encouraged a more diverse workforce. Organisations such as Women on Boards have also helped to ensure a diverse range of applicants for roles. Job applicants are also asked to complete an Equal Opportunities Monitoring form, which is reviewed by HR.

As at 31 March 2017 the proportion of UKAD employees from an ethnic minority was 12%, which is in line with the Civil Service average of 12% (31 March 2016).

The UKAD Board is diverse. The membership is 70% female and has one member of BAME origin. UKAD has raised with DCMS that further ethnic diversity should be an objective in future rounds of recruitment to the board.

*28. Recommendation - DCMS and UKAD should continue to actively seek to improve BAME representation among staff and at board level in line with the principle laid out in A Code for Sports Governance.*

### Accessibility

UKAD currently does not have any staff, Doping Control Personnel (DCP) or National Trainers who have declared themselves as disabled. One current member of the Board is disabled. Reasonable adjustments have been made in the office to accommodate disabled staff in the past.

UKAD's Doping Control Handbook sets out the modifications DCP can make to the standard notification and sample collection procedures for Paralympic athletes. All modifications must be documented and for Out-of-Competition testing, athletes are required to inform UKAD of an impairment that may require modifications to the procedure. UKAD should continue to proactively promote the modifications guidance within the Doping Control Handbook.

## Digital and Technology

The review team identified a number of potential efficiencies that fall into the category of digital and technology. The adoption of a number of new systems, identified by UKAD and its partners, would improve effectiveness - Customer Relationship Management (CRM), use of a paperless system to record testing and taking best practice from other industries, such as the care sector, to allocate staff in the regions more efficiently, specifically the DCOs and trainers.

There has been much interest in the use of dried blood spot (DBS) technology to replace the whole blood method of doping control. Whole blood and blood serum samples have typically been used for the detection of “blood doping”, use of human growth hormones and for steroid use. UKAD has been working with KCL on developing MITRA<sup>®</sup> blood collection technology to increase its ability to conduct mass screenings of athletes quickly and cost-effectively. However, these detection methods (DBS or MITRA<sup>®</sup>) are not currently WADA accredited, and DBS therefore cannot be used to pursue an athlete for an Anti-Doping Rule Violation (ADRV). While methods such as DBS would not necessarily reduce the number of tests conducted by UKAD, it could help in target testing and enable a greater reach, across a wider range of sports.

*29. Recommendation - UKAD should work with WADA and other NADOs on alternatives to whole blood sample collection with a view to making testing cheaper and more efficient in the long term.*

The review team also notes UKAD’s commitment to using social media to promote clean sport and to publicise their work - athletes regularly tweet about being tested and this is excellent good practice. This review recommends digital materials are more widely used in education and prevention, for e-learning and to provide content which can be easily disseminated, updated and tailored to NGBs (see Chapter Three - education and prevention).

In addition to the examples above which are explored in other sections the review team recommends that UKAD continues to focus on cyber security. UKAD and other NADOs are at the hard edge of cyber-espionage as demonstrated by the data losses at WADA, USADA and the Canadian Centre for Ethics in Sport. The level of security required is high, but UKAD has shown a strong commitment to cyber protection, upgrading to a cloud-based system and considering the matter at Board level.

*30. Recommendation - UKAD continues to review its cyber security, and to report on this at its quarterly updates with DCMS.*

## Organisational culture

UKAD is a small organisation and the staff we spoke to cared deeply about clean sport and were dedicated, experienced and proud of their work.



Like many public sector organisations they feel the impact of the pay cap and given the stretched resources with UKAD many we spoke to felt that workloads were often too high.

Given the size of the organisation there are natural limits to the opportunities staff have to develop their careers at UKAD. The review team sensed an acceptance of this position from senior management, but dissatisfaction from junior staff who wished to progress more, although they did accept that the opportunities at UKAD might be limited. Many staff below senior leadership level also expressed a desire to hear more from the leadership team about day-to-day challenges and future priorities. Staff surveys are undertaken annually, but some middle and junior staff felt that results were not sufficiently analysed and learnt from, and at our roundtables we received a suggestion that the leadership team could develop a more collaborative internal culture.

Any organisation with a relatively high turnover rate can suffer from knowledge retention issues and the review believes that an improvement in the business planning process would mitigate that risk to a large extent. It was unclear if all staff were proactively involved in the processes of objective setting and business planning. The review team felt there was an opportunity to motivate staff and give them valuable experience by embedding a whole-organisation approach to business planning and by improving internal communications. Other ideas such as developing working groups involving different levels of staff to drive projects and compliance forward should be considered.

*31. Recommendation - UKAD develops a trust and empowerment culture, with clear and inclusive direction from Chair and CEO.*

*Potential actions to achieve organisational change could include:*

- o Create a culture and values work stream, involving staff at all levels*
- o Review annual staff survey process in 2018 to improve corporate response to issues raised by staff*
- o Consolidate mechanisms for handover plans when staff move on to improve knowledge retention*
- o 360 feedback at all levels*

## Communications

UKAD has developed some very strong communications tools, such as its trainer training and athlete education programmes pre-major events.

UKAD actively uses social media such as Twitter, which serves as an opportunity to have a direct relationship with athletes and support personnel on the front line. This review points to the importance of ensuring anti-doping messages reach the 70,000 young people in the sports performance pathway, so UKAD will need to work hard to channel its messages onto the most relevant platforms.

The review team noted the recent appointment of a new Director of Communications to the leadership team and believes this provides a good opportunity to improve the strategic dialogue with sports, who told us that they would welcome more information from UKAD, and opportunities for collaboration and the sharing of best practice amongst themselves.

UKAD should not limit its focus to external communications, but also look at internal communications, as mentioned in the previous section, and customer relationship management.

The adoption of a CRM system would improve the service provided to customers of contracted services, such as testing, and reduce incidences of incorrect data being provided.

On examination of the system for publishing and agreeing documents within UKAD the review team discovered an unwieldy system of clearances, which did not allow for efficient publication nor ownership from junior staff.

32. *Recommendation - recommend regular communications with NGBs*  
○ *Quarterly regional forums for NGBs for strategic dialogue with UKAD, ideally with CEO, and newsletters.*

33. *Recommendation - UKAD to review annually the most appropriate channels for young elite sports people to receive anti-doping messaging and use that intelligence to shape future social media activity.*

34. *Recommendation - streamline internal publishing and communications systems to enable efficiencies using civil service or industry best practice.*

## Chapter Four: Efficiency

A consistent message in stakeholder feedback was the perception that UKAD was ‘stretched’ or ‘lean’, and the majority of those we spoke to identified under-resourcing as the most significant challenge which UKAD faced. The review team sought to test that assumption, and look at where efficiencies could be made, and resilience improved.

Where possible the review team has bench marked UKAD functional areas against other public bodies. This approach was applicable to the business and operational services of staffing, IT and estates. UKAD’s core functions, related to anti-doping, are not comparable to another UK body and we have benchmarked those areas internationally, where the information is available against other NADOs. (Reference - table in ‘cost of testing’ section)

The level of efficiency savings already made by UKAD total around 4.5% of its annual funding (£5.2m for 2017/18). The areas of potential savings identified in this Review, and set out below, would see that figure rise further.

Overall, the review team concluded that UKAD continues to make important efficiency savings and has been successful in generating income. Government will maintain a dialogue with UKAD about ongoing efficiencies and pursue discussions to set UKAD’s commercial income on a more agile footing.

### Core Functions

The review has identified a number of efficiencies, which also support the recommendations outlined in Chapter Three, Effectiveness. Better practices could reduce some costs or investments may reduce costs over time. It is important to note that examination of UKAD’s accounts and written evidence suggests that any significant reductions in current income could compromise services, which are already very stretched.

Recognition of this led to a bid for additional funding, the success of which should strengthen UKAD’s forward planning and alleviate the threat of compromising its services.

#### Testing

Athletes live, train and compete across the UK. This creates a logistical challenge for UKAD, but to maintain the integrity of the testing programme it is essential that testing personnel, the Doping Control Officers (DCOs) and Chaperones, ‘go to them’. While this is a resource-intensive operation, however the review has identified a number of areas where efficiencies could be made.

Efficiencies could be made on the allocation of Doping Control Personnel (DCPs), trying to make the best use of their location, and this was an issue identified by DCOs themselves and UKAD. DCOs suggested that some staff were not being allocated as efficiently as possible, often driving (and claiming mileage) for trips far from their area, although they acknowledged that it was not always possible to find staff with availability locally. UKAD

has identified software, used in the care sector, which could automate much of the labour-intensive allocation process, enabling locations to be tracked by GPS. UKAD estimates that this could generate annual savings of £50,000 per year. At present, however, this system would not be compatible with WADA's athletes whereabouts software ADAMS; it would be interesting to explore if there is scope for UKAD to pilot such a system in partnership with WADA (and potentially another NADO).

The current system for sample collection involves DCPs completing a multi-part document with carbon copies. The athlete retains one copy, one accompanies the sample to the laboratory for analysis and one is retained by UKAD. The review notes UKAD's proposal to introduce a paperless system, and the estimated annual savings of £50,000 in doing this.

The largest contract UKAD lays off is for sample analysis and this procurement process took place under EU regulations. When the contract was renewed in 2016 the only bidder was the Drug Control Centre at KCL. UKAD successfully negotiated the contract with no price increase, meaning costs will effectively be unchanged for 10 years (the costs of sample tests are explored in Chapter Three). UKAD is undertaking annual price reviews of this contract and working with KCL to identify ongoing efficiencies, and both parties informed the review team that they intend to introduce further savings to that contract in 2017/18.

The review team believes that UKAD could negotiate better courier contracts and prices for transporting athletes' blood samples. UKAD's average cost of whole blood transport is between £80-£500 depending on time of day and length of travel. In other countries (such as Canada), NADOs have successfully negotiated flat rates of sample transport (whole blood cold transport included) across much larger geographic areas for approximately £30 with single courier services. Sports marketing experts we spoke to also felt this function could have potential for value in kind sponsorship, for example UKAD establishing a partnership with a logistics company. An improvement in this area could also help secure increased contracted testing and improve UKAD's competitiveness against international private testing agencies.

*35. Recommendation - to decrease the cost of commercial testing, UKAD should investigate alternative courier services and the potential for partnerships with logistics companies.*

## Case management

Legal challenges make a significant demand on UKAD's time and resources. It is unlikely that UKAD under its own auspices would be in a position to build up sufficient reserves to meet the full costs of very high profile cases. In addition to the recommendations made earlier to increase UKAD's in house expertise in this area, the review team suggests that UKAD explores stratifying its outside legal support, reviewing costs and suppliers regularly to ensure that best value is achieved and expenditure reduced over time. UKAD should also proactively explore insurance schemes and liaise with government on how both parties share the financial risk for legal contingency.

*36. Recommendation - UKAD should review resilience and value for money in legal operations, for example, via a) an annual review of the legal services it engages b) by agreeing a contingency strategy for legal costs with DCMS by May 2018.*

## Business and operational services

### Staffing

The average number of staff employed by UKAD during 2016/17 was 52 full time equivalent (FTE) based in its central London office. UKAD's workforce costs are £2,234,000, or £43,000 per FTE staff member, slightly above the median for the Cabinet Office benchmarking. UKAD complies with the strict requirements around salary bill growth and worked within the 1% maximum increase in overall paybill permitted by the government pay remit for 2016/17<sup>3</sup>.

In addition to the core staff in London, UKAD contracts approximately 200 Doping Control Personnel (DCP) across the UK that work on a "dependent contractor" basis. The DCPs set their own availability, choose whether to accept work offered to them, and are paid by UKAD for hours worked. This arrangement allows UKAD to economise by not hiring full time staff, but of course it also means that staff located most closely to the planned testing are not always available as they may have other jobs.

UKAD implemented a new Doping Control Personnel Scheme structure in April 2016, following a review that began in late 2014. The new structure modified and upskilled the roles of the DCOs and the chaperone and blood collection officer (BCO), enabling them to remove the role of Team DCO. The review identified annual savings of £25,000.

On a similar basis, National Trainers are dependent contractors managed by UKAD's education team, who have the option to accept work as it is offered. Approximately 40 National Trainers are active within the UK, and are responsible for educating not only athletes and athlete support personnel, but also the Advisors and Educators within UKAD's Education Delivery Network.

Some DCPs we spoke to felt that DCP staff with availability could be used to support education or investigation functions, and that their knowledge and skills could be better engaged by the UKAD centre. In future, it would be interesting for UKAD to audit the skills of DCP and National Trainers and evaluate where those networks could support wider core functions.

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<sup>3</sup> <https://www.ukad.org.uk/resources/document/annual-report-and-accounts-2016-17>

## IT costs

UKAD has been proactive in driving down IT costs and investing in better provision. In 2015 UKAD procured a three-year IT support contract and for an investment of £130k achieved annual savings of £110k. Integrated IT applications are used effectively, including FocalPoint, which is used by staff for claims and integrates with SelectPay and Access Dimensions (general ledger). SelectHR is integrated with SelectPay. FocalPoint is also integrated with the Anti-Doping Athlete Management System (ADAMS) to enable it to be populated with sample collection missions. In turn, the laboratory is able to upload analysis results against those missions.

## Shared Services

The review team identified opportunities for UKAD to share services with other public bodies, such as Sport England and UK Sport, on areas such as business development and training and development courses. This arrangement could also include the Sports Grounds Safety Authority. We would also suggest that alignment of those bodies might identify areas for sports, especially smaller NGBs, to share services regarding anti-doping initiatives and learn from best practice in shared services of safeguarding officers amongst sports.

*37. Recommendation - UKAD, UK Sport and Sport England should establish regular meetings, at least twice a year, to identify shared services, for example in training, recruitment and retention. The same group should also support NGBs in sharing services to improve delivery of clean sport.*

UKAD's main shared services arrangement is for its office accommodation. It occupies space in a building for which the Department for Business, Energy and Industrial Strategy (BEIS) holds the head lease and all the other occupiers are government bodies. Its accommodation is discussed further below.

Some of the services procured by UKAD are specialist in nature and the necessary quality would not be available if these were outsourced to a shared service. For example, the collection and shipping of athletes' samples has to be undertaken with processes which comply with ISO9001, a requirement of the management agreement with DCMS. Furthermore, the chain of custody of samples has to be watertight so that it cannot be challenged in the event of an Anti-Doping Rule Violation. Commercial sample collection agencies working in the UK do not comply with the requirements of the World Anti-Doping Code, nor are they ISO9001 compliant.

The review team discussed with UKAD the possibility of outsourcing areas such as HR and Finance. The review team accepts, however, that the current in-house arrangement of two members of staff is efficient and enables UKAD to keep higher level skills in-house. Additional contracted services in HR and Finance would require set-up costs and these costs have to be amortised over the duration of any contract; these setup costs would be likely to outweigh any possible savings.

## Estates and location

### Regional reach

Despite being based in London, only a few stakeholders saw UKAD as London or South East centric. In fact, many said the reach was good. Stakeholders from Scotland, Wales and Northern Ireland said that UKAD's 'Major Games Policy' made a big positive impact preparing athletes for the Olympic and Paralympic and Commonwealth Games.

### Accommodation

The review team has analysed in depth UKAD's accommodation costs. Core staff are based on one, relatively small site occupying 394 square meters of space on the third floor of Fleetbank House in Salisbury Square near Fleet Street in London EC4. The current lease terms cover a period of ten years to 31 August 2022, on good value for money terms. The review team benchmarked the UKAD occupancy costs against other public bodies and they came out in the bottom quartile, meaning even by being based in London, its accommodation costs are relatively low. Fleetbank House is anticipated to be demolished when it reverts to the freeholder, a Government department, in August 2022.

UKAD's staff are highly skilled in specialist areas such as intelligence and investigations, test planning and case management. These skills have been developed over many years and UKAD reports that the loss of staff in the event of abrupt relocation to elsewhere in the UK at this time would have a material adverse effect on its commercial prospects. The current team has successfully secured commercial income - £3m in 2017/18. The potential loss of income would be significantly greater than the possible saving in (already modest) occupancy costs.

The government's Industrial Strategy, announced in January 2017, commits to reviewing the location of government agencies and cultural institutions to ensure they support growth and local communities. With this in mind it is noted that the current beneficial terms for UKAD end on 31 August 2022 and after this timeframe UKAD would be considered a good candidate to move outside London, especially as many sports organisations and leading sports Universities are based outside London.

*38. Recommendation - in anticipation of the expiration of the current lease terms in August 2022, UKAD should commence discussions with the Government Property Unit as part of the public body relocation programme to move government organisations outside London.*

## Income Generation

Over the last six years, UKAD has been tasked by government to generate its own income to supplement grant-in-aid funding. UKAD has successfully increased its annual commercial income from £750,000 in 2012/13 to £3,000,000 in 2017/18. However, UKAD feels it does not have the operating freedoms (from government) to build capacity in this area.

## Commercial activities

Some stakeholders voiced a concern that if UKAD were to significantly increase its commercial work it could create credibility issues by skewing the focus of UKAD staff away from delivering its core functions. However, on balance, those we spoke to felt that income-generating activities such as international consultancy and charging sports for additional testing (particularly professional sports) were appropriate commercial activities.

*“UKAD are one of the world’s foremost National Anti-Doping Agencies (NADOs) and we want them not only to continue the work they do in the UK with increased government funding, but help other countries improve their own practices as well. Doing this will help give UK athletes the confidence that the competitors they are lining up against are held to the same standards, but it will help UKAD to generate additional commercial income and ultimately rely less heavily on government funding in the future.”*

*(Sporting Future, DCMS, 2015)*

UKAD has built its commercial income in a number of different ways. The largest source of income is carrying out sample collection and testing for UK national governing bodies of sport. UKAD has secured consultancy contracts with overseas National Anti-Doping Organisations (NADOs) and is moving to a position where these contracts generate annual profits of £50,000. Some UKAD clients we spoke to suggested that service levels could be improved, particularly in terms of data management and planning. The review team suggests that the introduction of a Customer Relationship Management system, and quality control from the business development side of the organisation, would help considerably to bring service levels up to a consistently good level.

**39. Recommendation - UKAD should introduce a CRM system to improve management of contracted services by end of 2018.**

Future income opportunities could arise from WADA’s plans to develop a compliance and assurance model covering all NADOs and UKAD has offered to be part of the team which carries out audit visits and provides support to those NADOs in need of development. However, it is too early to determine the extent of the work required and what potential profit could be earned.

UKAD has in the past provided services for testing and/or education services at major events, such as London 2012 and Glasgow 2014, but unfortunately did not secure the contract for the recent IAAF World Athletics Championships in London. The review team recommends that UKAD conducts a lessons learnt exercise from previous successful and unsuccessful bids, and explores opportunities for partnership approaches to major events in order to secure more business. Government would also welcome a dialogue with UKAD about anti-doping services at major events in the UK, which are underwritten by the government, to explore whether a commitment to using UKAD (at a fair market rate) can be added to the relevant policy framework, such as the revised National Anti-Doping Policy and the UK Sport guidance on major events.



### Year-end flexibility

UKAD's financial transactions, including the commercial income it generates, are included with the DCMS financial boundary as set out by Her Majesty's Treasury. This means that UKAD is obliged to spend its income in year, and cannot carry or accrue reserves. The review team has held detailed conversations with UKAD about this model and accepts that the status quo does not incentivise UKAD to secure more business and does not encourage sound business practice such as building up reserves to shore up the organisation and to be used as working capital.

If a new model can be achieved for UKAD's commercial income, and flexibilities are given to it in the future, the review team proposes that UKAD be set a target to increase this income by at least 15%, every two years.

40. *Recommendation - government to explore whether flexibility can be given to UKAD to enable it to use its earned income to support a more sustainable operating model*

# Chapter Five: Corporate Governance

This section explores UKAD's current corporate governance procedures through evidence collated and meetings with UKAD staff and the DCMS sponsor team. We also explore measures sports could take to improve corporate governance on anti-doping.

## UKAD

UKAD completed a self-assessment of its own model against the Principles of Good Corporate Governance as set out in Cabinet Office Guidance<sup>4</sup>

The process required UKAD to identify any areas of non-compliance with the principles and explain why an alternative approach had been adopted and how this approach contributed to good corporate governance. This is known as the 'comply or explain' approach, the standard approach to governance in the UK.

UKAD provided further information to the review team to clarify and supplement the information in the self-assessment and provide further explanation of its governance and accountability arrangements.

The Cabinet Office guidance identifies five broad areas of good corporate governance, each of which covers a number of principles with supporting provisions. There is a certain amount of overlap between areas, principles and provisions. The five areas are: accountability, roles and responsibilities, effective financial management, communications, conduct and behaviour.

The self-assessment indicated that UKAD was largely compliant with the principles of good corporate governance, with only a handful of points of non-compliance or partial compliance. The review team considered that the self-assessment presented a broadly accurate picture of UKAD's corporate governance arrangements.

## Accountability

The review found UKAD to be compliant in all of the required aspects of statutory accountability. UKAD complies with all statutory and administrative requirements, including HM Treasury Guidance and government spending controls, as well as legislation on freedom of information and data protection. An external audit tests UKAD's compliance annually.

UKAD's Control of Documents and Records Policy is maintained to required ISO standards and in line with the WADA International Standard for the Protection of Privacy and Personal Information.

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<sup>4</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/609903/PU2077\\_code\\_of\\_practice\\_2017.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/609903/PU2077_code_of_practice_2017.pdf)

The review also found UKAD to be compliant with all of the required governance arrangements for accountability for public money. The Chief Executive has been designated as the Accounting Officer and received training on appointment. UKAD complies with all statutory data handling procedures that apply to it. UKAD handles large amounts of sensitive information regarding individuals, and as such does not discuss ongoing casework publicly.

UKAD has guidance for staff on financial issues including expenses, gifts and hospitality and procurement, updated annually. Procurement procedures ensure that best purchasing value is achieved. UKAD's annual report and accounts are laid in Parliament and published on its website.

UKAD is also accountable to Ministers. However, the review notes that the Minister for Sport does not meet the Chair or Chief Executive of UKAD on a regular basis. The review concluded that it would be beneficial for a DCMS Minister to meet at least one UKAD senior executive every six months, to add an important element of UKAD accountability given its scope and public visibility.

*41. Recommendation - DCMS Ministers should meet with UKAD Chair and or CEO at least once every six months.*

## Roles and Responsibilities

The review found UKAD to be compliant in all of the required aspects of this principle. However, the review noted that although UKAD Board Members have a broad mix of skills and knowledge, no board members held formal accountancy qualifications. UKAD Board membership meets minimum gender requirements and one current board member is of BAME origin. DCMS runs the recruitment process for its ALBs, and UKAD has emphasised to DCMS that further diversity should be an objective during the next round of recruitment to the board.

UKAD has a scheme of delegation, with strategy being the responsibility of the board and operational decisions being the responsibility of the executive team. The Chief Executive is the Accounting Officer and is responsible for UKAD's day to day operations. There is an annual evaluation of the board, although the next review has been deferred until new board members are in post. The board also considers annually the extent to which it complies with the sports governance code.

UKAD does not disclose the remuneration of senior executive staff with the exception of the Chief Executive. The total management team annual remuneration is reported as required by the governance code. The review welcomes confirmation that the UKAD Board is to consider publishing the Board and Directors Team's travel and subsistence costs, as well as UKAD's gifts and hospitality and conflicts of interest registers.

UKAD does not currently disclose an explanation of its internal structures, referring to its functions and how the structure relates to the roles and responsibilities within the organisation – greater transparency in this area would be helpful also.

UKAD does not publish its recruitment, equality and diversity or health and safety policies. These policies should be published as part of recruitment and or induction processes.

UKAD works with the DCMS Appointments Team to ensure compliance throughout the board recruitment and appointment process and all board members are non-executives. Board attendance is published in the UKAD annual report.

UKAD has acknowledged that, although all new board members go through a comprehensive induction process, other information such as its Memorandum and Articles of Association should be supplied and will address this going forward.

UKAD does not disclose its information security policies, records retention, destruction and archive policies and data protection (including data sharing) policies – these policies should be made available on the website or via annual reports.

*42. Recommendation - UKAD should hold an open annual general meeting, exploring how to do so in a digital forum, and could further improve transparency by -*

- Publishing an explanation of its organisational structure and how it relates to its role and responsibilities;*
- Making available its policies on recruitment, equality and diversity, and health and safety when advertising vacancies within the organisation;*
- Publishing its policies on information security, records retention, destruction and archiving and data protection (including data sharing).*

## Effective Financial Management

UKAD publishes an annual report that complies with HM Treasury guidance and includes a statement on the effectiveness of UKAD's systems of internal control. UKAD has a comprehensive risk management system in place with risks identified, allocated and managed. Updates are required at least monthly and reports are provided to the Audit and Risk Committee and Board, which have clear terms of reference. The review team is conscious that UKAD does not have a qualified finance professional on the Board, but notes that they have co-opted a financially qualified person to the Audit and Risk Committee to advise the Chair of that committee.

UKAD's risk register is shared with DCMS and UKAD's internal audit complies with Cabinet Office guidance. UKAD's Management Agreement is compliant with HMT anti-fraud/corruption guidance. UKAD has an Audit Committee with clear terms of reference and has appointed the National Audit Office as an external auditor as required.

UKAD has in place anti-fraud and anti-bribery policies which all staff must accept and comply with, and its annual report is considered by the Audit Committee. UKAD has effective financial procedures to ensure that public funds are safeguarded and used economically.

UKAD does not proactively publish expenses at this point in time, although they have released information under FOI requests as appropriate. The review accepts that the amount of time required to prepare such information is disproportionate to the benefit arising from publication due to the immateriality of the relatively small size of UKAD expenses.

*43. Recommendation - DCMS should seek to recruit a qualified finance professional onto the UKAD board in future appointment rounds.*

## Communications

The UKAD Board, senior staff and media general contact details are available online and its Complaints procedure is on the UKAD website. UKAD also complies with all marketing and PR rules and restrictions and publishes quarterly and annual testing and anti-doping rule violation data.

However, UKAD could be more proactively transparent in publishing data. UKAD publishes the minutes of its board meetings, but does not publish a summary agenda in advance of these meetings. UKAD does not hold open board meetings although the review accepts that some of its methods of operation discussed at such meetings may be compromised if made public. UKAD also does not hold an open annual general meeting; but to improve transparency, it should explore how to do this, including possibly via a digital forum.

UKAD publishes data regarding spend over a threshold of £25,000 on a quarterly basis, in line with the Cabinet Office's transparency requirement.

## Conduct and Behaviour

UKAD has in place a compliant code of conduct and staff and board members are made aware of its requirements. UKAD Board members and Directors declare conflicts of interest annually which are held in a register and shown in the Annual Report. UKAD does not engage in political lobbying and staff do not attend political conferences.

However, UKAD has no clear rules or guidelines regarding political activity for board members or staff, although this is set out in the codes of conduct, which are part of UKAD's staff handbook, which is shared with staff when updated. Similarly, UKAD has no clear rules in place for board members or staff on the acceptance of appointments or employment after resignation or retirement. UKAD accepts that it needs to consider and address these matters. However, UKAD does operate a disciplinary policy that includes sanctions and disciplinary procedures for Board members and senior staff regarding standards of personal and professional behaviour.

*44. Recommendation - taking into account Cabinet Office guidelines, UKAD should set in place specific rules for board members and senior staff regarding political activity and accepting appointments or employment after leaving the organisation to avoid potential conflicts of interest.*

## Sports governance

NGBs have responsibilities under the WADA code, but approaches can vary in different sports. Many stakeholders expressed a concern that sports were able to ‘wash their hands’ of anti-doping responsibilities if they wished. The review team has held some initial discussions about how sports could embed anti-doping into their organisations and would welcome further feedback from sports and sports umbrella bodies.

Sports should have a strategic overview of anti-doping, their responsibilities under the National Anti-Doping Policy (which includes the delivery of education and prevention programmes) and a broad understanding of what substances and practices are prohibited under the WADA Code. The review team suggests that a non-executive NGB Board member should lead on oversight of anti-doping compliance and that broad anti-doping education be mandated for all staff inducted to NGBs.

*45. Recommendation - UK Sport and HCSCs to consider providing supplementary guidance to or amending the Sports Governance Code in 2018 about how NGBs report annually on their oversight of anti-doping at both Board and administrative level.*