

DRUG FREE SPORT NZ

**Statement of Intent
for 2014 – 2018**

Presented to the House of Representatives pursuant to section 149 of the Crown Entities Act 2004

Drug Free Sport New Zealand

Statement of Intent for the period

July 1 2014 - June 30 2018

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Foreword

New Zealand has an outstanding reputation as a sporting nation. Drug Free Sport New Zealand (DFSNZ) is committed to ensuring that this reputation is not diminished through doping by athletes.

Sport is an important part of our national identity, and of our social and cultural fabric. The success enjoyed by New Zealanders in the international sporting arena reflects the passion and dedication of athletes, coaches and support personnel.

The New Zealand Government and wider community invest millions of dollars into sport and particularly high performance sport because sport has value to the community and to the health and well being of participants. Anti-doping work protects and preserves this investment, as well as creating an environment where all New Zealanders can trust in the remarkable achievements of our athletes and sports teams.

DFSNZ works to maintain a culture where New Zealand sportspeople reject doping. Athletes recognise doping as a fundamental breach of sporting values and ethics and they understand the negative health consequences from using prohibited substances and methods.

Although the most publicised aspect of our work is about catching cheats, the majority of it involves constructive interactions with outstanding athletes and sportspeople who support our efforts and are fully committed to clean sport.



Hon J. Warwick Gendall QC
Chairperson



Stephen Cottrell
Board Member

26 June 2014

About this Statement of Intent

In this Statement of Intent, we set out our strategic objectives and describe the international and domestic contexts in which we operate.

We summarise our organisation's purpose and functions and our intent, with outcomes, indicators and measures, for the period of this Statement of Intent.

We highlight baseline achievements under each of our key focus areas – Education, Regulation and Influence –and where we intend to get to over the next five years to achieve our overarching strategic objective.

Finally this SOI gives more detail about our organisation and its organisational health and capability that will enable it to achieve its objectives.

Our primary strategic objective

The purpose and mission of DFSNZ is set out in the Sports Anti-Doping Act 2006 (the Act). However, we need to translate that into strategic objectives that provide a clear direction and measurable targets.

The overarching outcome that DFSNZ wishes to contribute to, and therefore its primary strategic objective, is:

That sporting competition in New Zealand, or involving New Zealanders, is not influenced by doping.

To achieve that objective, DFSNZ has decided that it needs to implement a comprehensive anti-doping programme. The programme has three primary pillars:

- (1) Education, informing and nurturing athletes and athlete support personnel to progressively increase the level of understanding and support for clean sport among athletes and the wider sporting community.
- (2) Regulation, to implement a doping control programme, regulated as required by the World Anti-Doping Code, that progressively improves the ability to deter and detect doping in sport and elite sport in particular.
- (3) Influence to participate and collaborate in national and international forums and initiatives so that international anti-doping measures increasingly reflect the needs of the New Zealand sporting community.

The context: the world anti-doping scene

The World Anti-Doping Agency (WADA) was formed in 1999 as a response to an international scene in which doping was combatted in a piecemeal fashion with little co-ordination and limited effectiveness. The first World Anti-Doping Code came into effect in 2004. This meant that, for the first time, the vast majority of sporting bodies were applying a consistent set of rules. An updated version of the Code came into effect in 2009. In late 2013, a further update was approved for implementation in 2015.

New Zealand's involvement with the World Anti-Doping Agency and the Code

DFSNZ manages New Zealand's representations to the World Anti-Doping Agency on the review of the Code and associated mandatory International Standards, and consults with; the New Zealand Olympic Committee (NZOC), Paralympics New Zealand (PNZ), National Sporting Organisations (NSOs), Player Associations and athlete groups and other interested parties in relation to this work.

The Code is implemented across the vast majority of sports internationally. The Code has over 600 signatories internationally including, in New Zealand; DFSNZ, the NZOC and PNZ. Being a signatory incorporates responsibilities that go beyond traditional measures such as Testing Programmes.

Governments are not Code signatories but more than 170, including New Zealand, have committed to it by ratifying the UNESCO (United Nations Educational, Scientific and Cultural Organisation) International Convention Against Doping in Sport. The implementation of the Sports Anti-Doping Act 2006 was the most significant step taken to meet New Zealand's responsibilities to this Convention. In addition, Governments are expected to take further appropriate measures, for example, to control trafficking of prohibited substances and regulate the marketing and distribution of 'nutritional supplements'.

Our relationship with our Australian counterpart

Given the wide ranging sporting connections New Zealand has with Australia, it is critical that developments in that country are monitored closely. DFSNZ has a close relationship with its counterpart the Australian Sports Anti-Doping Authority (ASADA) and will ensure that trends and lessons that are evident from that country's experience are responded to here.

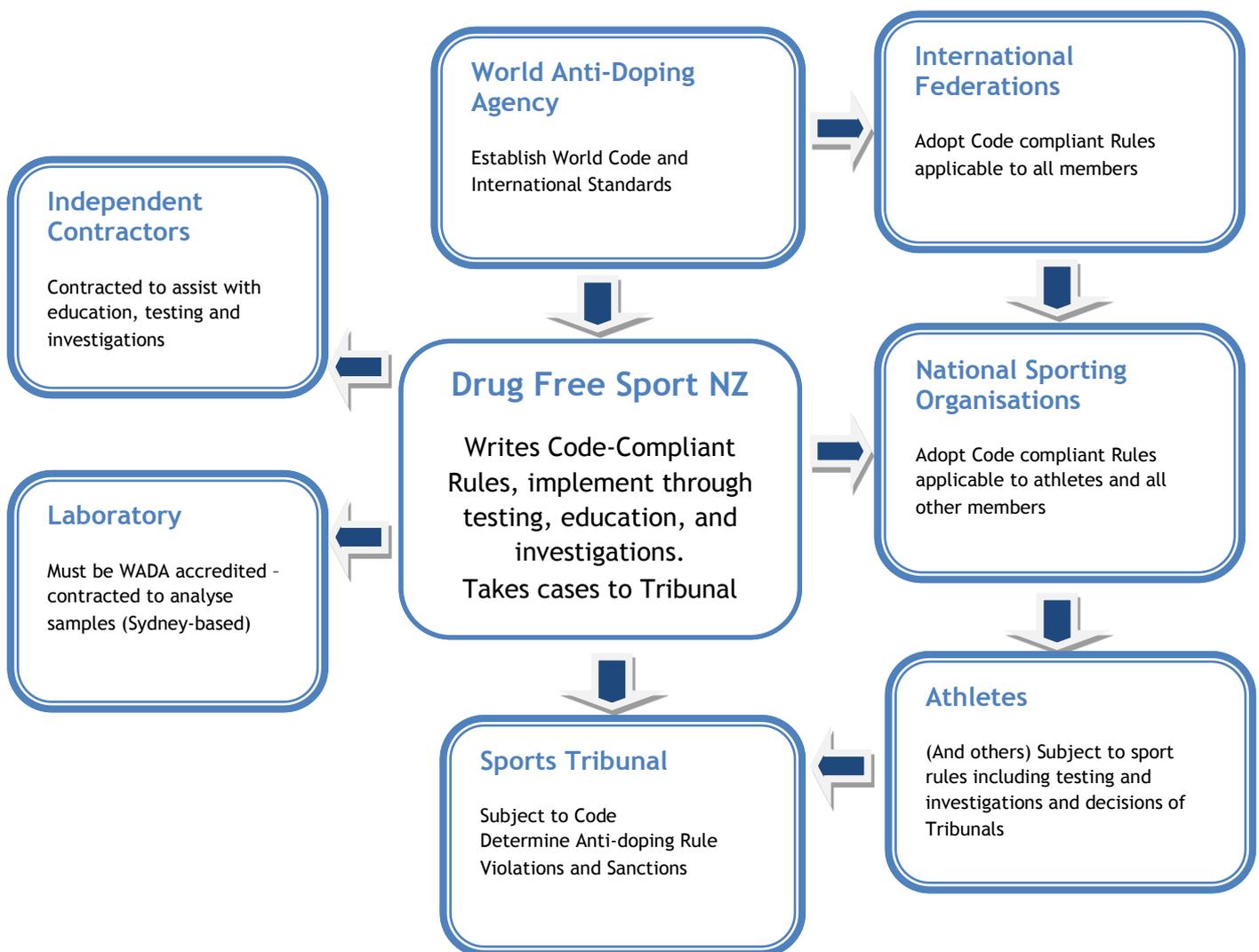
Monitoring and learning from the Australian experience

A 2013 report from the Australian Crime Commission (ACC) that there are "widespread" issues relating to doping and sports corruption in that country initiated an inquiry into the New Zealand scene and whether or not the ACC findings have their equivalent here. Those inquiries have not, to date, revealed circumstances of equivalent significance or magnitude. Nevertheless structures designed to identify and address any signals that systematic doping is occurring have been strengthened. DFSNZ will continue to monitor

this and other developments and continue to play a central role as part of a comprehensive response to doping from the New Zealand sporting and wider community.

The operating environment

The operating environment of DFSNZ governed by the Code and incorporating the primary contributors to anti-doping work, along with their structural relationships, are set out in the following diagram.



Our intent for the period of this SOI

About Drug Free Sport New Zealand

Drug Free Sport New Zealand is an independent crown entity, originally established under the New Zealand Sports Drug Agency Act 1994, and continued by the Sports Anti-Doping Act 2006. It has a Board of up to five members appointed by the Governor-General on the recommendation of the Minister for Sport and Recreation.

More detail about our organisation is in 'Who we are' on page 17.

About our functions

The primary objective for Drug Free Sport New Zealand is to ensure that New Zealand sporting competitions are not influenced by doping. To achieve this objective, we have identified three core areas of focus: Education, Regulation and Influence.

Our operations mostly centre on implementing the World Anti-Doping Code. Compliance with international agreements is also a matter of priority.

The functions of DFSNZ are set out in the Sports Anti-Doping Act 2006 and are summarised as follows:

- Make rules under sections 16 to 23 of the Sports Anti-Doping Act 2006 and implement, and ensure compliance with, the rules and the World Anti-Doping Code.
- Ensure that New Zealand complies with all international agreements and arrangements concerning doping in sport to which New Zealand is a party.
- Test athletes who are not citizens or residents of New Zealand, and notify the test results as required.
- Consult with, advise and assist all New Zealand stakeholders and others on any matters concerned with doping in sport for the purpose of promoting the adoption of uniform international testing procedures for doping in sport.
- Advise the Minister on any matters related to doping in sport, take all steps necessary or desirable to achieve the purposes of this Act.
- Perform any other functions that are conferred on DFSNZ by law.

More detail about our functions is in 'What we do' on page 18.

Our intent in summary

The table below summarises our intent for the SOI period. The next section of this report covers our intent in more detail. See ‘Where we are going: Assessing Performance’.

DFSNZ will measure its key outcome indicator on an annual basis.

Outcome measure		BASELINE 2012/13	TARGET 2014/15	TARGET 2017/18
Percentage of elite NZ athletes who believe that the outcomes of their sporting competitions in New Zealand are influenced by doping.		4%	<5%	<5%

Impact measures		BASELINE 2012/13	TARGET 2014/15	TARGET 2017/18
A1	Percentage of elite NZ athletes who accept responsibility to be clean	99%	99%	100%
A2	Number of athletes who commit offences through ignorance /inadvertence	3	<3	Nil
A3	Percentage of athletes and sport CEOs who agree that sport should be clean	100% / 94%	100% / 100%	100% / 100%
B1	Percentage of athletes believe that programme is effective in deterring doping	91%	96%	99%
B2	Percentage of athletes who believe programme is effective in detecting doping	90%	96%	99%
C1	DFSNZ participates in meetings convened by WADA (annual symposium), IADA and INADO	International commitments met	International commitments met	International commitments met

How we assess success

Drug Free Sport New Zealand has always relied on good quality information to guide its work. However, we agree that we need to focus on ensuring not only that all relevant information is collected, but that we have the capacity to properly analyse and use the information.

Exploring new ways to measure

In an effort to improve the ability to measure impacts, DFSNZ is working with the International Anti-Doping Arrangement (IADA) group of ten countries in an effort to identify and ultimately implement international best measurement practices. In addition we will work with peer organisations through the Institute of National Anti-Doping

Organisations (INADO) and with WADA initiatives to ensure that operations remain at the highest world standard.

DFSNZ recognises that the current measurement tools will need to be developed and adapted over time to recognise best international practice and to respond to improved research capacity.

Currently no single model or methodology provides a clear indication of the level of doping in any particular environment. DFSNZ will determine what research it can conduct, possibly in partnership with other interested bodies, to provide a more accurate picture of the extent of doping in New Zealand. Such research would, over time, provide a more effective method of measuring whether or not the desired outcome is being achieved.

Our measurement regime in this SOI period

In the meantime the assessment regime set out below will be implemented for the period of the current SOI. This regime relies greatly on feedback from our year-end survey of athletes. We acknowledge that such an approach has potential weaknesses in relation to both reliability and lack of mid-term sensitivity to emerging trends. However, we see considerable value from the consistency of feedback gathered over a lengthy period of time from the group most directly affected by anti-doping procedures. Such information continues to have importance and validity.

Where we are going: Assessing performance

Outcome: New Zealand sport is not influenced by doping			
OUTCOME ASSESSMENT	Less than 5% of elite athletes believe the outcomes of their sporting contests in New Zealand are influenced by doping.		
	EDUCATION	REGULATION	INFLUENCE
INTERMEDIATE OUTCOMES	The level of understanding and support for clean sport amongst athletes and the wider sporting community is increased	The ability to deter and detect doping in sport is improved	International anti-doping measures increasingly reflect the needs of New Zealand sporting community
IMPACT INDICATORS	<p>A1: Elite NZ athletes accept responsibility to be clean</p> <p>A2: Elite NZ athletes and support personnel comply with the rules</p> <p>A3: The sporting community supports clean sport</p>	<p>B1: Athletes consider that the likelihood of being caught doping is too high to risk</p> <p>B2: Athletes and support personnel who commit doping offences are caught</p>	<p>C1: DFSNZ is influential in the development and implementation of international policy and best practice</p>
IMPACT MEASURES	<p>A1: Percentage of elite NZ athletes who accept responsibility to be clean</p> <p>A2: Number of athletes who commit offences through ignorance /inadvertence</p> <p>A3: Percentage of athletes and sport CEO's who agree that clean sport is supported</p>	<p>B1: Percentage of athletes believe that programme is effective in deterring doping</p> <p>B2: Percentage of athletes who believe programme is effective in detecting doping</p>	<p>C1: DFSNZ participates in meetings convened by WADA (annual symposium), IADA and INADO</p>

Main outcome: New Zealand sport is not influenced by doping

We believe the public fully supports the concept of doping free sport in New Zealand. However, both achieving doping free sport and being able to measure it reliably are highly problematic.

All New Zealand athletes are, technically, subject to the Sports Anti-Doping Rules. But many athletes at sub elite levels will be using prohibited substances in a reasonable manner for proper medical reasons. DFSNZ has no ability, nor does it wish to try, to regulate proper medical practice across all New Zealand sport with hundreds of thousands of recreational athletes. We do, however, wish to see an appropriate level of understanding and lead given by the medical community. The use of cannabis and some other social drugs in particular is high within some sectors of New Zealand society. This use inevitably also extends into the sporting environment in a manner that is difficult for DFSNZ to influence.

The definition of doping within the WADA Code does not itself assist as it can change annually with variations to the prohibited List.

As a result, the primary focus of the work of DFSNZ is within the elite and “pre-elite” sector of the sport. Even within this more accessible subset the ability to directly measure the exact extent of doping is incomplete. The testing programme cannot test all the athletes all the time. Recent revelations in international sport emphasise that even extravagant levels of doping can be undetected for extended periods.

Given that we cannot directly measure the level of doping, we have looked for the best available proxy. Athletes in the highest risk categories are the ones most likely to know or sense whether or not doping is occurring in their environments. Consequently athletes in the “Registered” and “National” testing pools will be asked whether or not they believe the results of the contests they have competed in during the previous year have been influenced by doping. The question will be asked in relation to international and domestic competition.

Work will continue on developing a more comprehensive tool to assess the level of doping, encompassing more than just the opinion of elite athletes.

Measures

M/ Less than 5% of elite athletes believe the outcomes of their sporting contests in New Zealand are influenced by doping.

Athletes will be asked for their assessment of whether or not the results of sporting contests in which they compete are influenced by doping. The benchmark established in the 2012/13 year is that;

- 4% of elite athletes think doping definitely or was likely to have influenced sporting outcomes
- 81% of elite athletes think doping definitely did not or was unlikely to have influenced sporting outcomes

- 14% of athletes were not sure/didn't know.

We will take this measure on an annual basis and have retained a target of less than 5% of athletes believing that national competitions in which they compete are influenced by doping. It is, however, hoped that over time that percentage will reduce.

Contributing outcome sought from Education

The level of understanding of and support for clean sport amongst athletes and the wider sporting community is increased.

If athletes understand the compliance requirements and they, along with the wider sporting community, support the concept of clean sport, New Zealand sport has a greater prospect of being doping free. DFSNZ wishes to increase those levels of understanding and support beyond the already high existing levels.

The interventions available to DFSNZ comprise only some of the influences on the decision making of athletes meaning that DFSNZ outputs and the outcome sought do not link directly. Research has also shown athletes' attitudes and behaviour towards doping are dynamic and may change over time.

Impact indicators

If the following indicators are making positive progress then it follows that the desired impact is being achieved.

A1/ Elite NZ athletes accept a responsibility to be "clean".

If athletes embrace the values identified in the Code's "spirit of sport", they will make a conscious choice not to dope. DFSNZ will promote the values of sport through its written materials but also by taking opportunities to engage with young athletes, where possible with the assistance of role models from the sporting community. Outreach programmes at key sporting events involving young athletes are an important component of the programme.

Impact Measure

Survey: Elite athletes (those in core testing programmes) will be asked in a confidential survey whether or not they accept the responsibility of being clean and promoting clean sport.

2012/13 Survey Result: 98% accept responsibility

A2/ Elite NZ athletes and Support Personnel know the Rules, how to comply, and the consequences of non-compliance.

Even if athletes have made the choice to compete without drugs, they must still know the Rules so that they do not commit violations inadvertently. Similarly any athlete who chooses to dope must know the consequences of that decision.

Education programmes will focus most heavily on those athletes more likely to be tested currently or in the near future. We intend to give athletes the information and support they need to enable them to fully understand their rights and responsibilities and the consequences of not meeting them. Seminars for athletes are supported by written materials, videos and web-based resources as well as access to online and telephone support.

The assistance of NSOs and other related bodies is critical to the success of our Education programmes.

Athletes in the group of most direct concern are changing almost daily, and new approaches and methods must be developed to respond to the changing nature of the group, if only to maintain a high level of knowledge.

It is equally important that people close to athletes can give them the support they need to ensure that they do not break the rules. We will continue to focus on assisting this group, especially the medical community, to understand their responsibilities under the Rules.

Impact Measure

Tracking: The number of Anti-Doping Rule Violations that can be attributed to inadvertence or ignorance will be tracked.

When issuing decisions, Tribunals will generally reach a conclusion about inadvertence or ignorance, and those decisions will be the gauge. There were three such cases in the 2012/13 year.

A3/ The Sporting Community supports clean sport.

The final key element is the need for the wider sporting community to support clean sport; to approve of athletes who make the right choice and reject athletes who choose to dope. In such an environment, clean athletes can thrive and be supported by their peers and others and there will be no pressure to dope from people who have not embraced the spirit of sport.

Impact Measure

Survey: Athletes and the NSO Chief Executives will be asked to assess whether or not the sporting community supports clean sport.

2012/13 Survey Result: 100% of elite athletes and CEOs (the key leaders of the sporting community) assess that the sporting community supports clean sport.

Contributing outcome sought from Regulation

Increase the ability of the Anti-doping programme to deter and detect doping in sport.

A programme involving a regulatory response is necessary to deter those who contemplate doping and detect those who do. Education may not persuade everyone involved in sport to commit to competing cleanly. And education may not ensure that everyone understands how to comply with the Anti-doping rules.

This programme requires effective regulations that provide a broad range of tools from testing to investigating, in compliance with the World Anti-Doping Code. This programme takes up the largest portion of DFSNZ's budget because of the high cost involved (especially laboratory analysis) as opposed to its priority against education initiatives.

DFSNZ has, over recent years, reduced the number of tests to ensure we have the resources to gather the information we need. While increasing blood testing does not directly replace urine testing, it does mean that the total number of samples collected will be about the same. It is critical that this programme has the best available intelligence to optimise its accuracy and effectiveness.

Regulatory programmes such as this are, by their nature, intrusive and demanding, so they must be conducted with an understanding of the pressures on athletes. However, the programmes must also be effective and comply with international standards.

Indicators of Progress

Determining the success of a regulation-based programme to deter and detect doping is an extraordinarily difficult task, with no completely accurate measure. Due to the low number of rule violations and the difficulty identifying real trends, we will take other measures into consideration to assess progress.

Determining that a rule violation has occurred can equally be regarded as a success and a failure, even though each instance of doping is assessed individually.

Impact Indicators

B1/ Athletes consider that the likelihood of being caught doping is too high to risk.

The intent is that the number and accuracy of urine and blood tests, the Whereabouts, Athlete Biological Passport, "tanking" and other programmes, and knowing the consequences of being caught, are enough to deter athletes from doping.

Impact Measure

Survey: Elite athletes (those in the core testing programmes) will be asked in a confidential survey whether or not they are satisfied that the programmes provide an effective deterrent.

2012/13 Result: 93% are satisfied.

DFSNZ intends to raise the total proportion to 95%, and raise the proportion of athletes who are "very satisfied" – currently 55%.

B2/ Athletes and support personnel who commit doping offences are caught.

Currently DFSNZ has no way to accurately measure the amount of doping occurring in New Zealand sport. The regulation-based programme consistently reveals a low number (an average of less than 1% of adverse findings from all DFSNZ tests). In the medium term, robust research methodologies may be able to more accurately determine the incidence of doping. In the meantime, we will continue to turn to athletes to assess how effective the programmes are in detecting doping.

Impact Measure

Survey: Elite athletes (those in core testing Programmes) will be asked, in a confidential survey, whether or not they are satisfied that the programmes are effective in detecting doping.

2012/13 Results: 87% are satisfied.

DFSNZ intends to raise the total proportion to 95% and raise the proportion of athletes who are “very satisfied” – currently 59%.

Contributing outcome sought from Influence

International anti-doping measures increasingly reflect the needs of the New Zealand sporting community.

DFSNZ will act to see that New Zealand is recognised as having an effective anti-doping programme and is able to influence the international environment so that the needs of the New Zealand sporting community are taken into consideration. Real influence can not apply unless DFSNZ has consistent and credible representation at key international fora and in influential international groups.

New Zealand has been instrumental in developing a Regional Anti-Doping Organisation in Oceania, which will continue to be supported. It is clearly in New Zealand’s interest to ensure effective anti-doping work is being carried out amongst its closest neighbours and sporting competitors.

As a State Party, New Zealand has an obligation to implement the International Convention against Doping in Sport. DFSNZ will meet the majority of the commitments set out in the Convention. DFSNZ is also bound to the World Anti-Doping Programme¹ by the Act, and as a signatory to the Code. Therefore, we can use compliance with the Convention and the World Anti-Doping Code as proxies to measure performance. New Zealand has an established record in meeting the above requirements and has built a reputation for developing effective anti-doping programmes.

DFSNZ is working to shape ongoing changes to the World Anti-Doping Programme¹ predominantly by preparing evidence-based submissions to the periodic reviews undertaken by WADA.

DFSNZ also collaborates with its international counterparts, other national anti-doping organisations, either bilaterally or in groups through organisations or intergovernmental partnerships such as IADA and INADO. This provides opportunities to influence or access the latest developments in anti-doping and to share good practice. DFSNZ proposes to use this peer network to seek a set of criteria for measuring the overall performance of national anti-doping organisations. This will allow DFSNZ to see how its efforts compare, and create another tool to determine the effectiveness of the government’s investment in the organisation.

¹ The World Anti-Doping Programme consists of the World Anti-Doping Code, International Standards and non-mandatory Models of Best Practice and Guidelines, including Model Rules, as recommended by WADA.

Indicators of progress

C1/ DFSNZ is influential in the development and implementation of international policy and best practice.

It is difficult to assess the impact DFSNZ has in the international anti-doping community. As a small nation, our ability to influence is modest. However, DFSNZ has always made a point of being involved in forums that can impact on international policy. New Zealanders have reached highly influential positions within WADA and governmental and NADO-based groups. DFSNZ will seek to continue playing a significant role in setting the direction of international policy. New Zealand cannot be influential without participating in international forums where debate is held around policy and best practice. The Board has prioritised those forums and committed to participate in meetings convened by WADA (annual symposium), IADA and INADO.

Impact Measure

Participation: DFSNZ participates in prioritised international forums.

Who we are: Nature and scope

DFSNZ is an Independent Crown Entity, originally established under the New Zealand Sports Drug Agency Act 1994, and continued by the Sports Anti-Doping Act 2006. DFSNZ has a Board of up to five members appointed by the Governor-General on the recommendation of the Minister for Sport and Recreation. Board members are required to have a mix of knowledge and experience in relevant matters, including law, sports medicine, and sports participation and administration.

As at 30 June 2014, the Board consisted of the following five members:

- Justice Warwick Gendall QC (Chair) - Wellington
- Stephen Cottrell - Auckland
- Dr Lesley Rumball - Christchurch
- Sarah Ulmer- Cambridge
- Mr Stewart Walsh - Auckland

The Board is responsible for overseeing the operations of DFSNZ and meeting, in particular, the requirements of the Sports Anti-Doping Act 2006 and the Crown Entities Act 2004.

The Sports Anti-Doping Act establishes DFSNZ as the National Anti-Doping Agency in New Zealand which is defined in the World Anti-Doping Code as follows:

“The entity designated by each country as possessing the primary authority and responsibility to adopt and implement anti-doping rules, direct the collection of samples, the management of test results and the conduct of hearings, all at the national level.”

The Act further sets out the purpose of DFSNZ, which is adopted as our Mission Statement.

Drug Free Sport NZ will, in collaboration with the New Zealand sporting community, give effect to the World Anti-Doping Code in New Zealand in order to achieve the Code’s purposes of: -

- (i) protecting athletes’ fundamental right to participate in doping-free sport and in this way promote health, fairness and equality for New Zealand athletes; and
- (ii) ensuring harmonised, co-ordinated, and effective anti-doping programmes at an international and national level with regard to detection, deterrence, and prevention of doping.

While DFSNZ is tasked with giving effect to the World Anti-Doping Code in New Zealand, it can only do so to the extent that the role is within the scope of a national anti-doping organisation. Some elements of the Code are outside the capacity of a “NADO”; for example, the ability to intercept the trafficking of doping substances at the border and the regulation of food supplements.

Furthermore, DFSNZ depends heavily on cooperation across the sporting community. We rely on national sporting organisations to adopt Code-compliant rules and cooperate fully

with DFSNZ in its activities. We note that a new World Anti-Doping Code will come into effect from 1 January 2015

What we do: Our functions and operations

The functions of DFSNZ are set out in the Sports Anti-Doping Act 2006 and are summarised as follows (for complete wording, refer to the Act).

- Make rules in accordance with sections 16 to 23 of the Sports Anti-Doping Act 2006 and do all things necessary to comply with and implement the rules and the World Anti-Doping Code (the Code).
- Ensure that New Zealand complies with all international agreements and arrangements concerning doping in sport to which New Zealand is a party.
- Test athletes who are not citizens or residents of New Zealand, and notify the test results as required.
- Consult with, advise and assist all New Zealand stakeholders and others on any matters concerned with doping in sport, for the purpose of promoting the adoption of uniform international testing procedures for doping in sport.
- Advise the Minister on any matters related to doping in sport, and take all steps necessary or desirable to achieve the purposes of this Act.
- Perform any other functions that are conferred on DFSNZ by law.

Most DFSNZ operations are centred on implementing the World Anti-Doping Code. Compliance with international agreements is also a matter of priority and requires significant resource.

Given the nature of DFSNZ's task, it is vital that all operations are guided by strong principles and values. The following values have been agreed:

Principles and Values

In conducting its work DFSNZ will:

- promote excellence and innovation in all aspects of our work
- be accountable to our stakeholders
- respect the rights of athletes and others
- act with integrity and transparency
- be a leader in drug education in sport
- build strong and sustainable relationships
- promote integrity in sport
- reflect the importance of ethics, fair play and honesty in sport.

In order to provide focus for its activities, DFSNZ must make choices about how it carries out its work, and must establish clear priorities.

Set out below is a description of the primary operational areas of DFSNZ work and how it intends to carry out its work in each of those areas.

How we have changed our approach to meet international changes

The 2015 version of the World Anti-Doping Code, adopted in November 2013, gives greater emphasis to, and more practical assistance for anti-doping programmes, which are increasingly based on the gathering and use of “intelligence”. In addition, the 2015 version calls for more attention to be placed on identifying athlete support personnel who may be complicit in doping.

This aligns well with the approach adopted by DFSNZ following the 2011/12 review of its internal methods and the views of interested parties. This review had already identified a clear need for a shift in focus from primary reliance on a testing programme with a significant “random” component towards gathering information more rigorously, applying the intelligence, and investigating cases which emerge.

DFSNZ researched the opinions of key groups including national sporting organisations, athlete representatives, the Sports Tribunal, lawyers, the media and others.

The results of this review showed that, although very few cases of “serious” doping have emerged, it is likely that the existing testing and investigation regime was not detecting every instance of doping. On the other hand, too many cases of doping have not involved cheating and have arguably been avoidable.

DFSNZ intends to gather more information so that we can deliver more accurate programmes. Accurate information will provide the intelligence we need to be more effective and to focus on eliminating cheating. Such an approach is proving essential as evidence of serious doping has emerged in the sport of cycling and in other countries including Australia. This kind of evidence has only been revealed as a result of intelligence work over and above testing regimes.

This approach has required a significant internal shift of resources to ensure that we can source and properly process all relevant information.

Doping is a threat to health and fair competition in all sports and at all levels, and DFSNZ will not ignore evidence of doping wherever it may occur. However, to give clear focus to its work, DFSNZ will give first priority to addressing the potential for doping at national and international level in sports and events that we consider to be most important to New Zealand. This will mean concentrating on competitors and the surrounding environment at international and national level in those sports. DFSNZ will give close consideration to policies and priorities of Sport NZ and High Performance Sport NZ when determining the sports it considers to be “important”. We will recognise the vulnerability of young athletes to doping and continue to develop programmes for young athletes and their support staff, who are on the pathway to success in those sports.

Elements of our approach

Intelligence

DFSNZ has determined that “intelligence” must be at the core of all its work. In order to gather and optimally use information, we need specialist expertise beyond what we have in-house.

The intelligence we need comes from a variety of sources: better access to existing or commissioned research; more information from the sporting community; increased liaison with other government agencies such as Customs, Police and Medsafe; and more analysis of data gathered from the testing programme, including the “Athlete Biological Passport” programme.

While DFSNZ has seen an incremental shift towards gathering intelligence, we concluded that we now need to make a substantial investment in gathering and processing intelligence, so that it supports us in applying our programmes. Such investment, where income is static, can only come from reallocation of resources. Therefore we have reduced the amount of urine-based testing we do since 2011/12.

An increased volume and quality of information, and a greater ability to interpret it, will benefit all core activity areas in the following ways. We will be better able to:

- tune education programmes to the needs of target groups
- focus our testing on high-risk areas, adding to the potential to deter and detect
- direct investigative work by collecting and exchanging information with other agencies and the sport community
- identify and prosecute support staff who assist athletes to dope
- support our influence over international policy with quality data.

The success of this approach should become evident through the performance indicators of, in particular, the regulation and education programmes. This may be supported by additional research to assess the effectiveness of reallocating our resources.

Testing

Testing continues to be an important part of the work. It has a significant role as a deterrent. Greater emphasis on intelligence and refinement of planning processes will substantially increase our ability to effectively target test. The testing programme is primarily focussed on a relatively small pool of athletes and designed to be responsive to information gathered from all available sources. We expect the programme to increase efficiency and the potential to detect the use of prohibited substances. Testing, despite its imperfections, provides the clearest evidence of the level of compliance of athletes, and it is important that each test has a specific purpose.

It remains unclear whether or not a reduced level of “random” testing will have an impact on the deterrent effect of the testing programme. This will be monitored in a variety of ways but most critically from the results of the annual athlete survey.

Samples will continue to be frozen and “tanked” so that advances in analytical technology can be used retrospectively on samples that current science suggests are “clean”.

In recent years, considerable resources have been applied to establish a robust mechanism for establishing the ‘whereabouts’ of athletes. The addition of new analytical tools relating to both blood and urine is progressively increasing our ability to identify suspicious profiles and so target tests more accurately. Blood-testing is a particularly challenging task given the need to have that analysis done in Sydney within a very short time after samples are collected. Blood-testing incorporates an “Athlete Biological Passport” programme in which the individual parameters of athletes are measured and compared over time to assess whether or not a pattern that indicates doping is evident.

Given the limitations of sending Athlete Biological Passport blood specimens to Sydney, we will continue to investigate the possibility of using a New Zealand-based laboratory.

Previously, approximately 70% of the budget was committed to testing, but we will review this amount, because of our need to provide for intelligence gathering. Once improved intelligence is available, we can allocate resources appropriately across the output classes.

TESTING HISTORY

HISTORY OF DFSNZ (URINE) TESTING PROGRAMME

	Out of Competition	In Competition	Contract Tests	Total	Gov't Funded Total	Anti-Doping Rule Violations	% ADRVs / No. of Tests
1996/97	339	283	38	660	622	11	1.67
1997/98	586	400	8	994	986	16	1.61
1998/99	556	377	18	951	933	6	0.63
1999/00	585	443	152	1180	1028	9	0.76
2000/01	762	500	99	1361	1265	14	1.03
2001/02	706	447	328	1481	1153	13	0.88
2002/03	682	445	286	1413	1127	12	0.85
2003/04	713	443	361	1517	1156	9	0.59
2004/05	707	511	301	1519	1218	18	1.18
2005/06	772	490	340	1602	1262	15	0.93
2006/07	696	525	378	1599	1221	15	0.93
2007/08	587	477	296	1360	1064	17	1.03
2008/09	595	481	303	1379	1076	9	0.65
2009/10	539	496	308	1343	1035	8	0.59
2010/11	657	483	412	1552	1140	13	0.83
2011/12	682	414	573	1669	1096	6	0.36
2012/13	561	332	363	1256	893	7	0.56
Totals	10725	7547	4564	22836	18275	198	0.87

Investigation

An essential component of an “intelligence-based” programme is investigation. Testing is one way to determine the use of performance enhancing drugs and methods, yet some of the other anti-doping rule violations such as possession, trafficking and administration, require detailed evidence to be gathered.

In a number of international examples, athletes involved in systematic doping have avoided detection by testing programmes. Investigation is another way to determine whether an athlete bears any significant fault or negligence for violating an anti-doping rule, which can affect the sanction imposed.

Investigation work includes collaborating with other agencies such as Customs, Medsafe and Police, and contracting professional investigators as necessary. DFSNZ will continue to develop its ability to work with those organisations and respond to information received. We will seek out information from the sporting community that may indicate doping is occurring.

Investigation work relies on the best use of the best available intelligence. This is only possible when staff have the knowledge and skills to use that intelligence. New Zealand does not always have the experience to enable us to develop these skills. Therefore, we will allocate a small proportion of funds to giving us access to international experience.

Education

DFSNZ has always placed a high priority on its educational role. However, without significant and committed assistance from NSOs, DFSNZ does not have the breadth of reach necessary to achieve its goals. Further work is needed to ensure that athletes who may be subject to testing, but are not part of identifiable elite programmes, have the information they need to comply with anti-doping rules.

DFSNZ values face-to-face interaction with athletes and support personnel in seminar settings tailored to each particular group. In addition, we provide high-quality written material to ensure that requirements and expectations are available to all in an understandable format.

DFSNZ is determined to develop the tools to communicate in ways that athletes are receptive to. However, the manner in which young people (athletes) communicate has evolved rapidly and key steps in this process include the following tools:

- A broad communication plan that guides the education and wider communication strategies.
- An engaging website which provides the critical hub for all communications.
- An online seminar that takes a modular approach but in total provides a comprehensive introduction to anti-doping work, formatted in a “game” style to encourage engagement.
- A specific module in the online programme that deals with cannabis—this remains a challenging issue for anti-doping organisations while it remains on the prohibited list.
- Using social media and formats relevant to young people, to convey key messages effectively.

- Research among elite high-school-level athletes to gain better insight into their attitudes and motivations, an understanding of which is essential to effective education.

Engagement with support staff is critical and we are focusing on the medical community and coaches to ensure they understand their responsibilities in this field.

Nurturing

The very strong anti-doping culture in New Zealand sport is recognised. New Zealand has excellent role models to draw on when we are conveying the drug-free message. These athletes nurture young, aspiring and emerging athletes, as a tangible demonstration that being drug-free is no obstacle, and actually helps them reach their sporting goals.

Recent research emphasises the critical role of the peer group in determining decision-making. The drug-free message is also to be promoted through media, which is relevant to young people to ensure that peer pressure has a positive rather than negative effect.

DFSNZ intends to broaden the reach of the anti-doping message potentially through the education sector, as a curriculum component, for example, and through the work of Regional Sports Trusts.

Collaboration with Stakeholders

DFSNZ tries to work collaboratively with its partner organisations, including the New Zealand Olympic Committee, Paralympics NZ, Sport NZ, High Performance Sport NZ, the Sports Tribunal of New Zealand and the full range of national sporting bodies. Working together facilitates implementation of the Code and ensures a concerted and well co-ordinated approach. Constructive relationships with athlete and player associations will always be vital. Any success is a shared success and all related organisations and agencies must feel a part of it.

In addition, the Act allows liaison and information sharing with Customs, Medsafe, Police and other agencies, whose activities may intersect with matters relating to doping. DFSNZ has a Memorandum of Understanding with the New Zealand Customs Service to share relevant information, and is continuing to develop a productive relationship with Medsafe. Our ability to maximise the potential for productive information-sharing and collaboration increased in 2013 when a core group of senior officials from relevant organisations was formed to meet periodically for this purpose.

DFSNZ cannot confront doping in a standalone manner. DFSNZ has established strong and constructive relationships with key stakeholders who can assist and we intend to build on those relationships to ensure anti-doping work is conducted in a comprehensive and concerted fashion.

International presence

DFSNZ will continue to have an active international presence through engagement with WADA and in other international forums. This provides a strong network of contacts and access to expertise not available in New Zealand and allows us to influence policy development at the international level. Specifically, DFSNZ will take an active role in processes clarifying how the new 2015 World Anti-Doping Code, and associated

International Standards, is to be applied and how submissions will continue to be made on the Prohibited List Standard.

DFSNZ takes particular interest in and offers support to the ongoing development of the Regional Anti-Doping Organisation (RADO) for Oceania, through practical and financial support and through technical expertise to the Board. DFSNZ regards the presence of a well administered RADO in Oceania as crucial to anti-doping work in the region.

DFSNZ seeks to have a presence in relevant international forums including:

- WADA – the Minister for Sport and Recreation is a representative of the Oceania region on the WADA Foundation Board. DFSNZ provides advice and assistance to the Minister and/or his representative as required. New Zealand works closely with Australia to ensure that an effective Oceania perspective is conveyed through representation in WADA committees and programmes.
- International Anti-Doping Arrangement (IADA) – New Zealand is one of ten countries that have agreed to cooperate on matters of joint interest.
- Institute of National Anti-Doping Organisations (INADO) – our membership and participation allows for the sharing of information and advocacy of appropriate policies through a collective organisation.
- The Board of the Oceania RADO.
- Other opportunities for international contact, including attendance at conferences and staff exchanges are considered in terms of priority and budget.

About our organisational health and capability

Financial

DFSNZ receives approximately 90% of its annual income from Government. Almost all of the remainder comes from ‘user pays’ testing conducted under contract. Opportunities for sponsorship or other private-sector financial assistance may arise in relation to our innovative education initiatives. A number of factors limit the ability of DFSNZ to work with sponsors, including potential conflicts of interest.

Our focus continues to be on providing the most cost-effective and operationally efficient programme. We will continue to rely on government funding for our core activities for the foreseeable future. However, we intend to look for opportunities for alternative funding sources to enable a broader reach for our programmes.

The commitment to increasing intelligence-gathering capacity will only be possible by changing the current budget allocations. An improved blood-testing capacity has been made possible because of the strong commitment to clean sport from within the sports community and, in particular, High Performance Sport NZ.

Strategic

DFSNZ operates within a sound strategic framework, with clear directions provided by the Board. With the ongoing changes to requirements in the area of doping, we need to identify new challenges and meet them within that framework. Our additional commitment to intelligence gathering enhances our ability to do that. Established information networks nationally and internationally ensure that we continue to understand this changing environment.

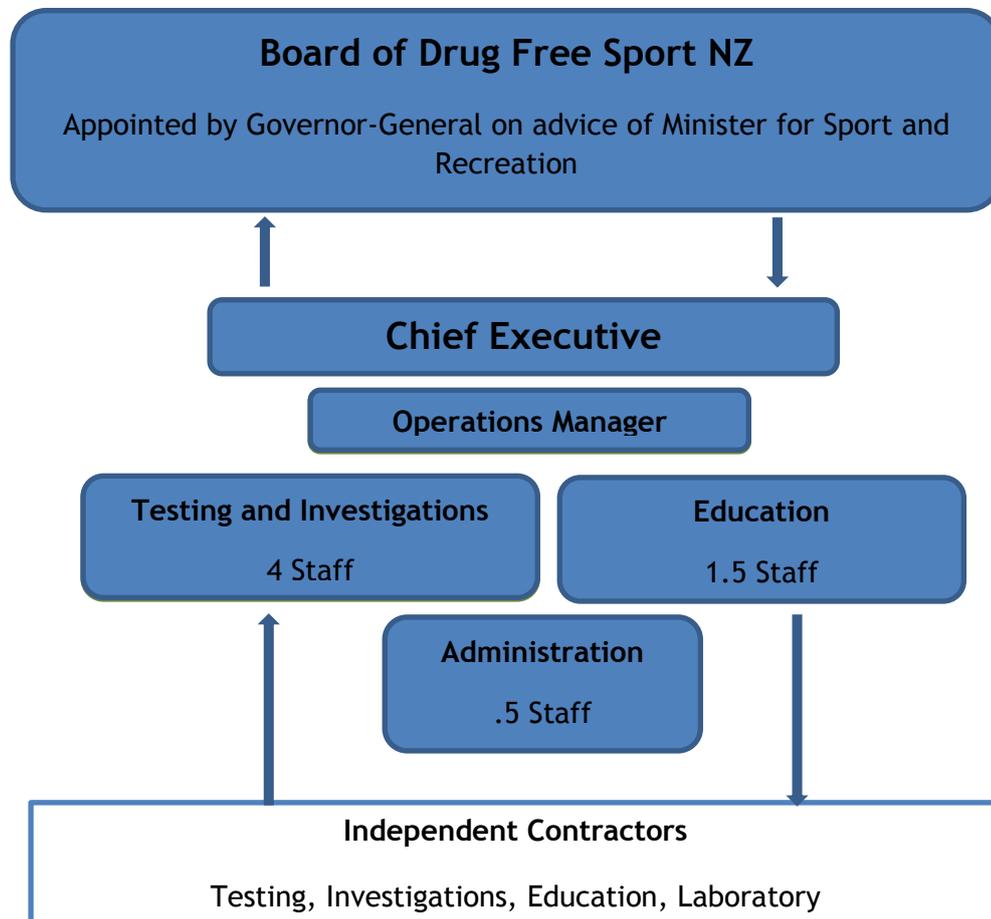
Technology

Information technology is tailored to assist our Testing Programme, and help organisations and athletes stay informed on the doping environment. Examples include a text information service on the status of medications, and online education tutorials. A state of the art anti-doping software package has been installed and we are exploring ways to effectively use the internet and other digital platforms as communication tools. This is even more critical given the demands of the athlete Whereabouts Programme and the need to ensure that they have a robust and efficient communication mechanism available at all times.

We have implemented a “paperless” testing system in some testing circumstances and will develop it further. This will result in efficiency from a modest initial investment.

Human Resources

The day-to-day operations of DFSNZ are managed by a Chief Executive, with (at 30 June 2013) a permanent staff of 8 and additional accounting assistance.



Changes in the doping environment have created a number of challenges in the human resources environment.

1. Testing officials need to be up-to-date with current methods. Taking blood samples is a skill set that requires the contracting of trained phlebotomists and Doping Control Officials.
2. Intelligence-gathering requires a broad range of skills from research to field investigations. Elements of these tasks need to be contracted out to ensure there is access to all necessary skill sets.
3. The introduction of investigative work has added a new dimension to DFSNZ's work. This can seem threatening to athletes and organisations, but with careful management, it should not threaten our strong relationships.
4. The responsibility for making the Sports Anti-Doping Rules and for presenting cases before the Tribunal requires significant legal support.

The ISO-certified quality system is being maintained to ensure that the process for each key function is compliant with the requirements and properly documented and understood.

Our staff members are crucial to the ongoing success of DFSNZ, and we will continue to explore ways to adequately recognise and support them. DFSNZ is committed to being a good employer and providing equal opportunities to staff. Staff members are encouraged to take advantage of personal and professional development opportunities, and hours of work are adjusted to accommodate this.

DFSNZ uses expert educators who work with high-profile athletes to deliver clear information to athletes, coaches and other interested parties about the testing process and sports anti-doping issues in general.

DFSNZ Financial Position Out Year Forecasts

	\$000 (GST exclusive)					
	2012/13 Actual	2013/14 Projected	2014/15	2015/16	2016/17	2017/18
Income – Vote Sport and Recreation	2,239	2,239	2,239	2,239	2,239	2,239
Income – Other (including contract testing)*	321	211	211	211	211	211
	2,560	2,450	2,450	2,450	2,450	2,450
Expenses	2,262	2,450	2,550	2,550	2,550	2,550
Surplus/(Deficit)	298	0	(100)	(100)	(100)	(100)
Equity	971	971	871	771	671	571