



LEADERSHIP



VALUES



KNOWLEDGE

Statement of Intent for 2017–2021



DETERRENCE



› Drug Free Sport New Zealand _____

Statement of Intent

for the period 1 July 2017 to 30 June 2021



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FOREWORD

Sport has become a central part of New Zealand's national identity and a recognisable part of the social and cultural fabric we all identify with. The success enjoyed by New Zealanders in the international sporting arena reflects the passion and dedication of athletes, coaches and the many who support them.

The New Zealand Government and wider community invests millions of dollars into sport because they believe it adds value to the community and to the health and well-being of participants.

Anti-doping vigilance protects and preserves this investment, and creates an environment where all New Zealanders can trust in the remarkable achievements of our athletes and sports teams.

Drug Free Sport New Zealand (DFSNZ) is committed to working alongside New Zealand's sporting community to ensure that cheats do not undermine the benefits we all (as participants or otherwise) receive from sport.

This Statement of Intent (SOI) sets out in detail how we aim to address the threat of doping. We must establish processes to catch dopers and those who choose not to compete in the spirit of clean sport. We will increasingly focus on preserving the values of sport, while promoting the 'clean sport' message to the next generation. We will nurture a sporting culture of fair play, respect for others and a willingness to commit to good clean sport.

Hon. J. Warwick Gendall QC

Chairperson

31 July, 2017

Sarah Ulmer

Board Member

31 July, 2017



WHO WE ARE

DFSNZ is an Independent Crown Entity, originally established under the New Zealand Sports Drug Agency Act 1994 and latterly the Sports Anti-Doping Act 2006. Our responsibility is to ensure our athletes compete in a doping-free environment.

DFSNZ has a Board of up to five members appointed by New Zealand's Governor-General (on the recommendation of the Minister for Sport and Recreation). Board members need to have a mix of knowledge and experience in relevant matters, including law and sports medicine as well as sports participation and administration.

The Board oversees our operations and ensures that we meet 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 (NADO) in New Zealand, which is defined in the World Anti-Doping Code as:

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.

DFSNZ will (in collaboration with the New Zealand sporting community), give effect to the World Anti-Doping Code to achieve the Code's purposes of:

- protecting athletes' fundamental right to participate in doping-free sport and in this way promote health, fairness and equality for NZ athletes; and
- ensure harmonised, co-ordinated, and effective anti-doping programmes at an international and national level with regard to detection, deterrence, and prevention of doping.

Although our mandate is to implement the World Anti-Doping Code in New Zealand, some elements of the Code are outside our scope as a National Anti-doping Organisation. The ability to intercept the trafficking of doping substances at the border and the regulation of food supplements are good examples.

We also rely on cooperation across the sporting community and with other regulatory bodies. We strongly encourage national sporting organisations (NSOs) to adopt Code-compliant rules and cooperate fully with us. We securely share information with the New Zealand Customs Service, Medsafe, and the New Zealand Police and actively coordinate with those and other regulators.





WHAT WE DO

Principles and Values

To take a leadership role in promoting clean sport we need to demonstrate our integrity and professionalism as an organisation if we are to receive 100 percent support from the wider sporting community.

DFSNZ is committed to the following values and principles:

- › be driven by our core values at all times
- › be fair and objective
- › be empathetic to athletes and respectful of their rights and responsibilities
- › recognise the needs of sport and the sporting community
- › foster staff that are expert in anti-doping work
- › promote an internal culture whereby staff are valued, supported and encouraged to be innovative
- › seek engagement and support from all stakeholders
- › ensure that our internal resources and systems (including IT) are fit for purpose
- › proceed according to sound planning processes
- › advocate strongly, both nationally and internationally, for effective but fair and reasonable anti-doping rules and practices
- › operate high-quality programmes in compliance with legislative and WADA requirements.

Our functions are set out in the Sports Anti-Doping Act 2006:

- › Ensure that New Zealand complies with all international agreements and arrangements concerning doping in sport to which New Zealand is a party

- › 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
- › 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 on matters concerned with doping in sport for the purpose of promoting the adoption of consistent international testing procedures for doping in sport
- › Advise the Minister for Sport and Recreation of any matters related to doping in sport, taking all steps necessary or desirable to achieve the purposes of this Act
- › Perform any other functions that DFSNZ needs to undertake by law.

Although these functions are the basis for our operations, they do not reflect the full range of activities which a modern anti-doping organisation must implement. Compliance with international agreements is also a priority and requires significant resources. Our regulatory functions and operations are set out in detail in the Code and associated International Standards, and transported into our Rules.

We intend to prioritise the ‘Good Clean Sport’ initiative. (See pages 21 and 32.)



Fair & Objective



OUR GOAL AND STRATEGIC OBJECTIVES

Our purpose and mission are set out in the Sports Anti-Doping Act 2006 (the Act). However, it is vital to translate the Act into a strategic objective that is clear and measurable.

Thus DFSNZ's goal and primary strategic objective is easily summed up:

That New Zealand sport is doping free.

'Doping free' means eliminating the use of prohibited substances and methods. We will also refer to our objective as achieving 'clean sport'.

To achieve clean sport we intend to nurture and support a sporting culture that universally rejects doping. A small organisation cannot do this in isolation and we actively seek the cooperation and support of athletes, coaches, support personnel, sporting organisations/participants and other interested parties – including Government and the wider sporting public.

We must continue to deliver a best practice, comprehensive and fully integrated anti-doping programme. Ultimately, it is the culture of our sporting environment that will determine our success. Our collaborative approach increasingly relies on strong engagement and buy-in from all stakeholders. We want to inspire a more proactive stance – rejecting doping and supporting clean sport.

TO ACHIEVE OUR OBJECTIVE OF CLEAN SPORT, FOUR KEY ELEMENTS ARE ESSENTIAL:

LEADERSHIP | **VALUES** | **KNOWLEDGE** | **DETERRENCE**



LEADERSHIP

Clean sport will not be achieved, and our current strong position as a country which is largely doping-free may be eroded, if the threat of doping is approached passively. We intend to show strong leadership in order to bring the sport community along with us. This can only work if we are recognised as a professional organisation that is trusted, respected and valued as a leader of clean sport. We will work hard to achieve this status in the eyes of the sport community.



VALUES

Clean sport is values-based sport – where the way in which you compete is as important as the result. Our programmes focus on the next generation of athletes, their parents and others who support them. Encouraging good values at an early age supports a clean sporting culture.

National Sporting Organisations (NSOs) will be expected to actively support and promote clean sport.



KNOWLEDGE

Good values alone are not enough to achieve clean sport. Understanding complex anti-doping rules can be tricky and athletes and supporters have varied responsibilities.

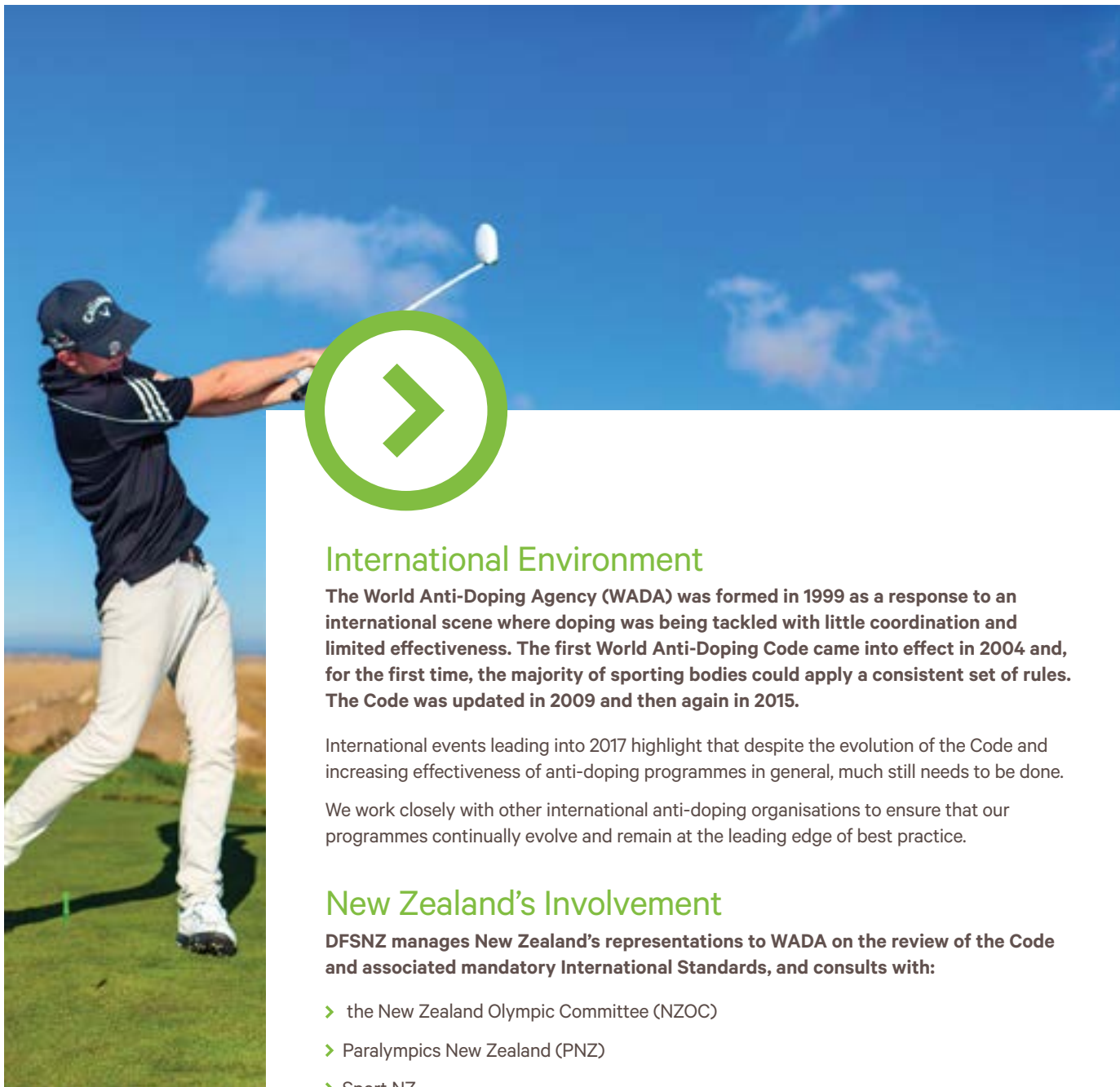
Anti-doping education is a shared responsibility. We are committed to providing and delivering high quality education programmes designed to ensure that all the information necessary to comply with the Rules is provided and/or is readily accessible to all those who need it.



DETERRENCE

Not all those in the sporting community apply the values and knowledge necessary to ensure clean sport. Therefore, there needs to be, in addition, a strong level of deterrence to doping which includes;

- An education programme that makes clear the consequences of doping.
- A regulation enforcement programme that applies all available intelligence to our testing and investigations.
- An objective, fair and thorough approach to result management and (as necessary) prosecution of doping cases.



International Environment

The World Anti-Doping Agency (WADA) was formed in 1999 as a response to an international scene where doping was being tackled with little coordination and limited effectiveness. The first World Anti-Doping Code came into effect in 2004 and, for the first time, the majority of sporting bodies could apply a consistent set of rules. The Code was updated in 2009 and then again in 2015.

International events leading into 2017 highlight that despite the evolution of the Code and increasing effectiveness of anti-doping programmes in general, much still needs to be done.

We work closely with other international anti-doping organisations to ensure that our programmes continually evolve and remain at the leading edge of best practice.

New Zealand's Involvement

DFSNZ manages New Zealand's representations to WADA on the review of the Code and associated mandatory International Standards, and consults with:

- › the New Zealand Olympic Committee (NZOC)
- › Paralympics New Zealand (PNZ)
- › Sport NZ
- › National Sporting Organisations (NSOs)
- › Player Associations and athlete groups and other interested parties in relation to this work.

The Code is implemented across the majority of sports internationally, with over 660 signatories. Signatories in New Zealand are; DFSNZ, the NZOC and PNZ. Being a signatory means that the organisation must comply with all mandatory elements of the Code.

Governments are **not** Code signatories but more than 180 nations, 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 obligations under this Convention. Governments are expected to take further appropriate measures – for example, to control trafficking of prohibited substances and regulate the quality, marketing and distribution of 'nutritional supplements'.

Operating Environment

To ensure the application of the World Anti-Doping Code in New Zealand, DFSNZ publishes the Sports Anti-Doping Rules (SADR) annually. These Rules are imported from the Code and adapted to the New Zealand environment. Once adopted by NSOs throughout the country, it is our role to ensure that the Rules are compliant.

This common set of Rules allows us to operate consistently without needing to vary procedures for each individual sport. With rare exceptions, anti-doping cases are heard by the Sports Tribunal of New Zealand. This delivers a consistent approach to determining rule violations and the appropriate sanction. The Rules also allow NSOs to retain their own Tribunals.

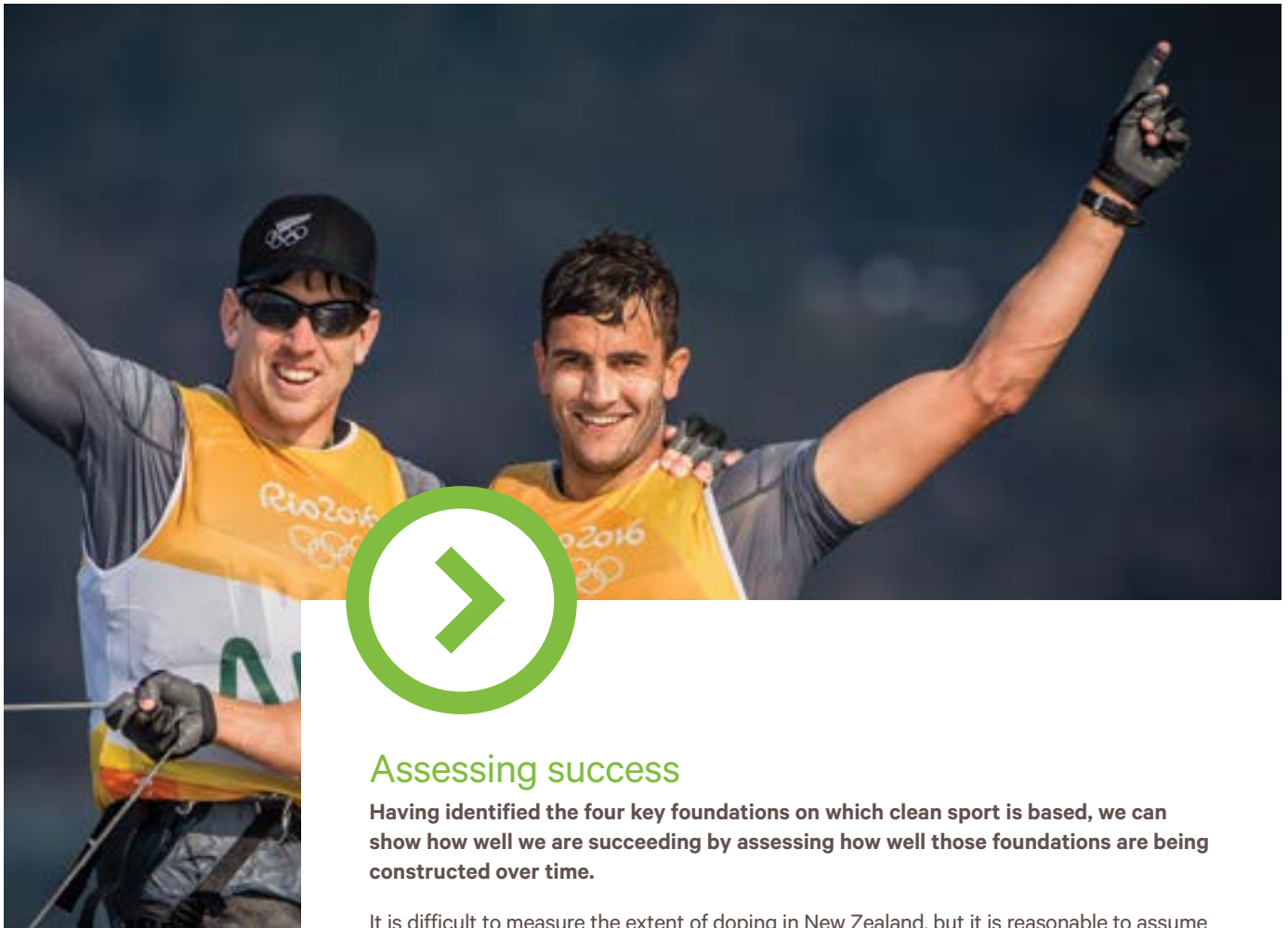




OUR INTENT

Although our strategic objective is sport free of doping, there are many measures that can indicate whether sport is clean. For example, we use an assessment by our elite ‘at risk’ athletes on the impact of doping on their competitions in New Zealand. This measure acts as a reference over time as well as a point of comparison with other international organisations that use a similar measure.

		Baseline 2015/16	Target 2020/21
> Outcome measure			
	Percentage of elite New Zealand athletes who believe it is likely that doping influenced an outcome of their sporting competition in New Zealand		
> Impact measure			
	Leading NSOs assess DFSNZ to be a respected, trusted and valued leader of clean sport		
	Leading NSOs demonstrate commitment to clean sport by exceeding 80% rating on indicators		
	Number of athletes who commit rule violations with ‘no significant fault’		



Assessing success

Having identified the four key foundations on which clean sport is based, we can show how well we are succeeding by assessing how well those foundations are being constructed over time.

It is difficult to measure the extent of doping in New Zealand, but it is reasonable to assume that as we progress we lay an increasingly strong foundation for clean sport. Annual targets, if applied effectively, will contribute to the result we seek.

The measures we select in this SOI, and through other annual reporting commitments, will demonstrate what we are doing and what difference we are making. More internal measures and targets will be set to support the link between our activities and our objectives.

Measuring progress

For several years we have investigated methods of monitoring and measuring the progress of anti-doping programmes, both nationally and internationally. Although there has been progress in the uptake of our primary measure (relating to athlete perception of the impact of doping on sporting outcomes), we do not have internationally agreed and consistent measures that accurately show the extent of doping. Our own research will provide a better picture of the behaviours and attitudes of young Kiwi sportspeople. The data will also provide a baseline for future measurements before the end of this SOI period.

Measuring 2017–2021

This SOI illustrates a significant shift in the focus of our work. As a direct result of feedback from our 2016 Strategy discussion document, we now have a clear mandate from the sporting community to progress that strategy towards achieving “clean sport”.

Assessing the next phase involves fewer individual measures than in previous SOIs, with less reliance on year-end feedback from our annual athlete survey. We will continue to develop ways to demonstrate progress towards our goals and will adopt measurable targets for the outputs. These will show the practical elements of our work and have clear links to the results we are seeking – measured through our annual Statement of Performance Expectations.

WHERE WE ARE GOING: ASSESSING PERFORMANCE

(The following table only summarises our performance assessment programme, for more detailed explanations see the following section.)

		
<p>GOAL</p> <p>DFSNZ is a Code compliant, professional organisation which is respected, valued and trusted as a leader of clean sport</p>		
> Impact	> Measure	> Comment
DFSNZ is WADA Code compliant	<p>Im 1.1 DFSNZ meets WADA compliance requirements</p> <p>(Note: In 2017, WADA introduced a new compliance measurement tool for which a new International Standard for Compliance will be developed)</p>	Without WADA compliance, DFSNZ cannot conduct valid anti-doping programmes
Leadership of clean sport by DFSNZ is assessed as high quality by key stakeholders	<p>Im 1.2 Ninety percent of priority NSO chief executives and sport bodies will report (by independent survey) that DFSNZ provides high quality leadership towards the goal of clean sport</p>	Leadership may not be deemed high quality unless it reflects a respected, valued and trusted organisation
> Output	> Measure 2017/18	> Comment
DFSNZ staff operate expertly and efficiently	<p>Op 1.1 Staff from priority NSOs and pinnacle sport bodies agree that DFSNZ staff are expert and capable.</p> <p>Initial target 90%</p>	Expert and capable staff will be the primary contributor to DFSNZ being respected, valued and trusted
		
<p>GOAL</p> <p>NZ athletes and the sporting community are committed to clean sport</p>		
> Impact	> Measure	> Comment
NSOs are committed to clean sport	<p>Im 2.1 Eighty percent of priority sports will implement at least eighty percent of the expected measures (see following section)</p>	This is a measurable way for sports to demonstrate that they are actively promoting clean sport
Increasing level of athlete support for clean sports	<p>Im 2.2 Research will establish baseline measurements. Changes can be assessed over time using appropriate tools</p>	Research model under development in 2017-18
> Output	> Measure 2017/18	> Comment
Support given to NSOs to help implement clean sport measures	<p>Op 2.1 DFSNZ staff will hold at least three meetings with priority sport NSOs to support their clean sport initiatives</p>	NSOs need help and information to enable them to meet 'clean sport' expectations
Deliver 50+ Good Clean Sport – Youth workshops to at least 1,000 athletes in high schools	<p>Op 2.2/2.3 Fifty or more Good Clean Sport –Youth workshops to at least 1,000 athletes and supporters in NZ high schools.</p> <p>Ninety percent of the workshops will be rated as of good quality or better by the school liaison person</p>	To influence support for clean sport we need to have both broad reach and good quality programmes

**GOAL****Athletes and support personnel know the anti-doping rules****> Impact**

Athletes and support personnel know the rules

> Measure

Im 3.1 Less than three anti-doping rule violations determined by a Tribunal will be because of 'no significant fault'

(DFSNZ will investigate methods for assessing knowledge levels and any change in this SOI period)

> Comment

'No significant fault' means that a Tribunal is satisfied that the person was not trying to 'cheat'. The DFSNZ education programme should help people to stay within the Rules

> Output

More than 5,000 athletes will receive effective formal anti-doping education

> Measure 2017/18

Op 3.1 Five thousand+ athletes will receive formal education by attending a DFSNZ anti-doping seminar or completing the Level 1 e-learning programme.

Op 3.2 Eighty percent of surveyed athletes will agree that they have confidence in their knowledge of the rules and how to stay within them after receiving formal anti-doping education

> Comment

To limit anti-doping violations through ignorance, DFSNZ needs to have a broad reach and offer effective education tools

**GOAL****Results of elite sporting competitions are not influenced by doping****> Impact**

Results of elite sporting competitions are not influenced by doping

> Measure

Im 4.1 By 2020-21, less than five percent of elite athletes polled report that the result of a competition in which they competed in NZ was definitely (or likely) influenced by doping

> Comment

Elite athletes can provide a realistic assessment of how doping influences the outcome of sporting events. A decrease in the perception (from the current level of 10 percent) that it does have an influence is the strongest indicator of progress towards clean sport

> Output

Athletes are subject to a prioritised testing programme

> Measure 2017/18

Op 4.1 A minimum of 1,500 samples (blood or urine) will be collected from athletes according to DFSNZ's intelligence-based test distribution plan

> Comment

Demonstrates a significant level of testing activity conducted according to best practice models

DFSNZ operates a Quality Management System which is ISO certified against WADA Standards

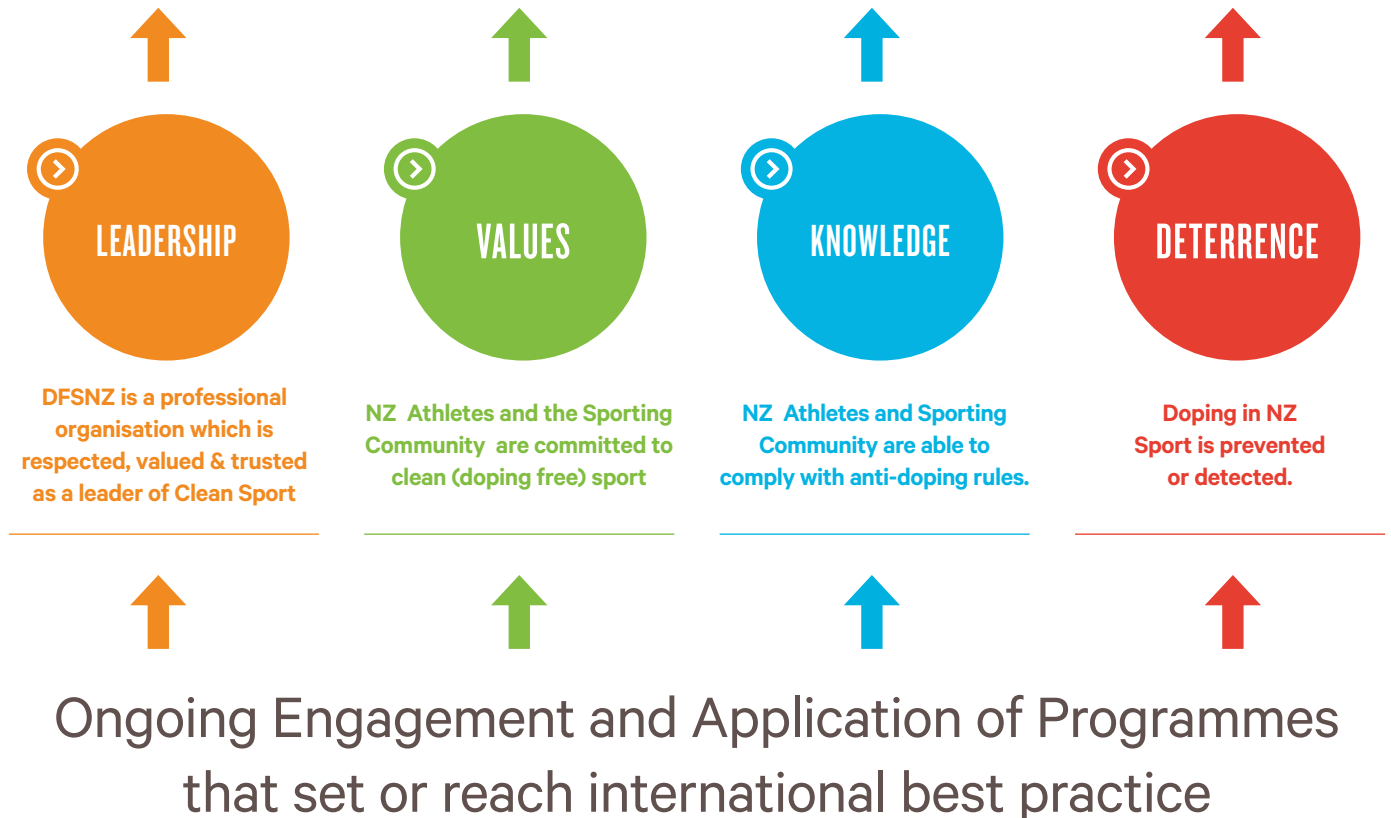
Op 4.2 ISO certification against relevant WADA International Standards is maintained

ISO certification to WADA International Standards provides independent verification that the application of the standards is compliant and of improving quality

> **PRIMARY GOAL**

CLEAN SPORT
New Zealand sport is doping free

> **INTERMEDIATE GOALS**



> **PREREQUISITES**

- > be driven by our core values
- > be fair and objective
- > be empathetic to athletes and respectful of their rights and responsibilities
- > recognise the needs of sport and the sporting community
- > foster staff that are expert in anti-doping work
- > advocate strongly, nationally and internationally, for effective, fair and reasonable rules and practices.
- > Systematic development and promotion of “Good Clean Sport” message and programme
- > Regular communications supporting clean sport values
- > Resources which articulate importance of clean sport
- > Focus on youth, parents and other influencers.
- > Education programmes adapted to and reach all parts of sport community
- > Education programmes ensure provision of critical information necessary to ensure rule compliance
- > Delivery of education is innovative and of high quality
- > Consequences of rule violations made clear.
- > Effective programmes for gathering information are in place
- > Expert intelligence analysis, including science is applied
- > Testing programme is intelligence based and targeted
- > Investigations are thorough and productive
- > Support systems including IT are high quality
- > Collaborative partnerships with other regulators and ADOs are in place.



MAIN OUTCOME

New Zealand sport is doping free.

We believe the sporting community and the public in New Zealand support the concept of clean sport. However, our challenges are to foster that support and to measure its extent and progress.

We do not believe that achieving and maintaining clean sport is possible solely through an approach based on rules and regulations. For clean sport to be a reality it must be embraced as a fundamental part of our sporting culture.

We have identified what we believe to be the four key foundations on which a clean sport environment must be built: leadership, values, knowledge and deterrence. Although our primary responsibility is to lead, educate and regulate, success is reliant on support from other leaders in the sporting community including Sport NZ, the New Zealand Olympic Committee and Paralympics New Zealand. As we build and reinforce each of the four foundations, a sustainable clean sport environment will result.

To measure the nature and extent of doping at any particular point in time we currently rely on the perceptions of those touched most closely by doping – athletes themselves. In 2015–16, one percent of 102 elite athletes polled said that a result of a competition in which they competed in New Zealand was definitely influenced by doping. A further nine percent believed it was likely.

These figures are marginally higher than in the previous year and our challenge is to reduce them. The numbers are fairly consistent, and we have no information to suggest that they misrepresent reality. Our target for the next four years is to reduce that combined score from 10 to less than five.

Key Elements | 1



A proactive
approach &
strong leadership

Clean sport can only be achieved in an environment in which the issue of doping is taken seriously and without complacency. Stakeholders need to understand the threats to our sporting integrity from doping (as well as other issues) and to actively support Good Clean Sport. We acknowledge there are wide-ranging demands on sporting organisations, athletes and supporters but a proactive approach and strong leadership are required. We can only provide leadership if our organisation is respected, trusted and provides real value.

We propose to conduct our work in a manner that demonstrates those qualities and provides the necessary effective leadership. To do that, our approach and programmes will:

- > be driven by our core values at all times
- > be fair and objective
- > be empathetic to athletes and respectful of their rights and responsibilities
- > recognise the needs of sport and the sporting community
- > foster staff that are expert in anti-doping work
- > promote an internal culture whereby staff are valued, supported and encouraged to be innovative
- > seek engagement and support from all stakeholders
- > ensure that our internal resources and systems (including IT) are fit for purpose
- > proceed according to sound planning processes
- > advocate strongly, both nationally and internationally, for effective but fair and reasonable anti-doping rules and practices
- > operate high-quality programmes in compliance with legislative and WADA requirements.

Operational Measures

We will apply these principles through our daily internal and external operations. As part of our annual meeting cycle with priority sporting organisations, we will seek feedback on whether our operations reflect those attributes. To ensure that we comply with WADA requirements and that our work is part of a quality managed programme, we have set the following measures.

Impact 1.1

DFSNZ cannot validly provide leadership towards clean sport unless we operate in compliance with the World Anti-Doping Code. Recognition of compliance must therefore be a foundation for all our work as an anti-doping organisation.

Im 1.1 Measure – DFSNZ meets WADA compliance requirements

Note: In 2017, WADA introduced a new compliance measurement tool and proposed to introduce a new International Standard for Compliance.

Impact 1.2

DFSNZ seeks to reach or exceed the following target:

Im 1.2 Measure (new) – Ninety percent of priority NSO chief executives and pinnacle sport bodies will report by independent survey that DFSNZ provides high quality leadership towards clean sport

To assess our leadership impact, we will engage an independent company to survey all NSOs for whom we have conducted testing in the current financial year as well as Sport NZ, the New Zealand Olympic Committee and Paralympics New Zealand.

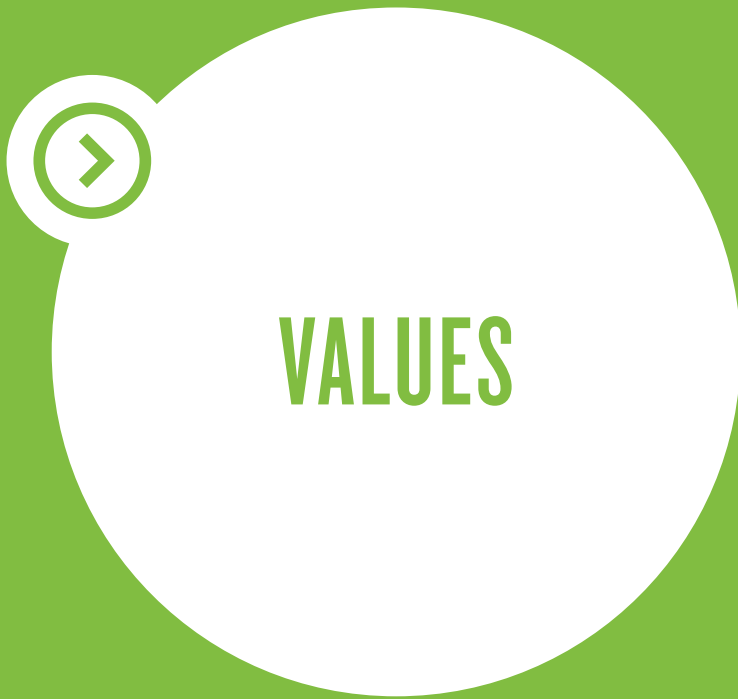
Output 1.1

To be regarded as a professional organisation which can be respected, trusted and valued, our staff must demonstrate a level of expertise and efficiency in their dealings with all stakeholders and NSOs.

Op 1.1 Measure (new) – We will measure the proportion of priority NSO staff who agree that DFSNZ staff are expert and efficient

We will review and establish targets each year and set them out in the Statement of Performance Expectations.

Key Elements | 2



Doping is
fundamentally
contrary to the
spirit of sport

The fundamental purpose of anti-doping work is set out in the World Anti-Doping Code (as follows)

Anti-doping programmes seek to preserve what is intrinsically valuable about sport. This intrinsic value is often referred to as ‘the spirit of sport’. It is the essence of Olympism, the pursuit of human excellence through the dedicated perfection of each person’s natural talents. It is how we play true. The spirit of sport is the celebration of the human spirit, body and mind, and is reflected in values we find in and through sport, including:

- **Ethics, fair play and honesty**
- **Health**
- **Excellence in performance**
- **Character and education**
- **Fun and joy**
- **Teamwork**
- **Dedication and commitment**
- **Respect for rules and laws**
- **Respect for self and other participants**
- **Courage**
- **Community and solidarity.**

Doping is fundamentally contrary to the spirit of sport.

If we are to achieve clean sport, the values articulated here must form the foundation of sport participation. Although we firmly believe that these values prevail in New Zealand sport, they are not universal and are under threat. We cannot assume that these values will continue to apply, so we must work hard to nurture and support them. Our goal is to ensure that Kiwi athletes and the sporting community are committed to clean sport.

We cannot expect to have the kind of reach necessary to raise the profile of clean sport and the associated values without the full commitment and collaboration of NSOs. They will be expected to demonstrate their commitment through the application of a range of methods that we intend (with NSO support) to develop and monitor. We have established realistic targets for progress of these new initiatives within the period of this SOI. A stronger level of uptake will be necessary in the future.

As NSOs join us in promoting the philosophy, we will run programmes for young athletes who will form the next generation of adult sporting participants. These programmes seek to raise their awareness of sporting values and gain their commitment to adopt the clean sport ethos. To achieve this, parents and other support people must be engaged to ensure that they safeguard the spirit of sport and do not, deliberately or unwittingly, undermine it.

The umbrella programme we have developed towards this end is called ‘Good Clean Sport’. Its success relies on the sporting community embracing it in partnership with us. This programme will continue to evolve, and contributions from sporting bodies will reflect the particular characteristics of each sport. Our initial work on the Good Clean Sport programme will include:

- Developing and promoting the Good Clean Sport message in such a way that it is embraced and further enhanced by NSOs
- Regularly communicating directly to stakeholders and via other media channels supporting clean sport values
- Developing resources targeted for specific groups, articulating the importance of clean sport
- Focusing on youth, parents and other influencers through workshops and outreaches at key sporting events.

Operational Measures

We will actively support the clean sport message and the promotion of values-based sport.

Impact 2.1

We will assess the difference we are making by recording the promotion of a clean sport message through a variety of NSO-controlled media. We would like NSOs to meet a minimum requirement demonstrating their commitment.

Im 2.1 Measure (new) – Eighty percent of priority sports will implement at least 80 percent of the following:

- › Dedicated website section outlining how they are dealing with integrity issues, including their anti-doping policy and rules
- › Website link to the Good Clean Sport website or their own equivalent
- › Good Clean Sport or equivalent signage at major events
- › A Good Clean Sport outreach opportunity at more than one major event
- › DFSNZ opportunity for presentation to elite age group athletes
- › Good Clean Sport or equivalent material included in at least two publications or media releases.

Impact 2.2

DFSNZ will continue to develop and carry out research to determine the attitudes and behaviours of young athletes and set benchmarks to measure changes over time.

This research was initiated in 2016–17, but will take some time to produce useable data. Once preliminary results are available, we will be able to establish benchmarks. These will be reflected in subsequent Statements of Performance Expectations.

Im 2.2 Measure (new) – under development

Output 2.1

NSOs will require assistance to implement the measures designed to promote clean sport.

Op 2.1 Measure (new) – DFSNZ will implement and measure methods to assist NSOs to meet the expectations set out in Impact 2.1, including holding regular meetings

We will review and establish targets each year and set them out in the Statement of Performance Expectations.

To change behaviours and attitudes we must have access to young athletes and their supporters. We must challenge them to think about their values and how they want to present themselves as sportspeople. We intend to approach this by way of interactive workshops which are engaging and designed to demonstrate why adopting clean sport values is the best approach for their future.

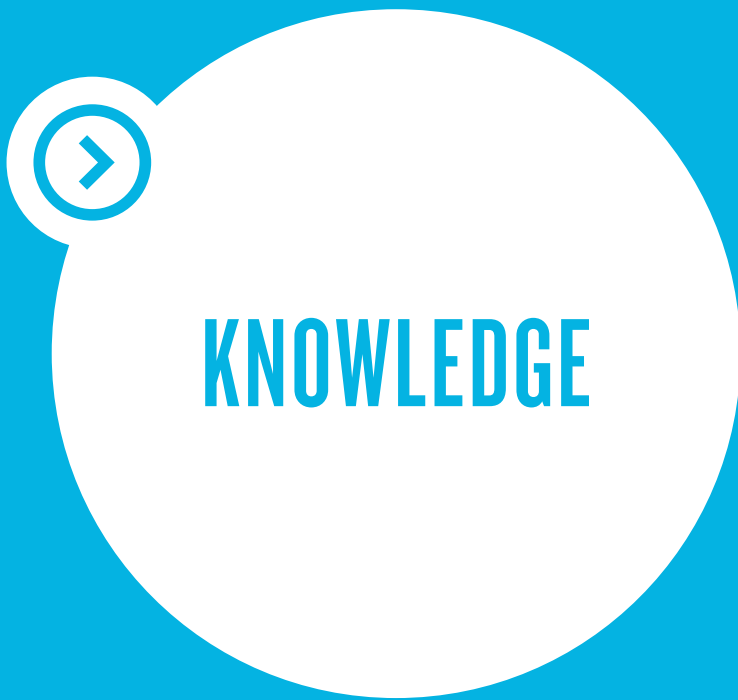
Op 2.2 Measure (new) – We will conduct a significant number of Good Clean Sport workshops in New Zealand high schools aimed at a large number of young athletes and their supporters

Op 2.3 Measure (new) – We will measure the quality of our Good Clean Sport workshops

We will review and establish targets each year and set them out in the Statement of Performance Expectations.



Key Elements | 3



Innovative
& high quality

Even though those in sport may have appropriate values and may wish to participate as a clean athlete or supporter, that is not always enough. The Sports Anti-Doping Rules place a ‘strict liability’ on athletes about the use and/or presence of prohibited substances. Athletes and others bound by the Sports Anti-Doping Rules must comply with detailed requirements which, if not met, may lead to one of 10 anti-doping rule violations.

To achieve clean sport it is essential that sportspeople are given the knowledge to enable them to comply with these detailed rules. DFSNZ will deliver an education programme which provides a range of options to meet the needs of various groups. These include seminars, e-learning programmes, an informative website, hard copy and downloadable resources and responsive phone, text and website-based information services.

Our programmes will:

- **be adapted to reach and meet the prioritised needs of the sporting community**
- **provide and make all crucial information available to enable rule compliance**
- **be innovative and of high quality**
- **make consequences of rule violations clear.**

From our research, we will gather benchmarks for athlete knowledge which will give us a direct measurement of changes in the knowledge base over time.

Operational Measures

Impact 3.1

If DFSNZ education programmes are successful, fewer athletes will commit rule violations as a result of lack of knowledge. One measure that will provide an indication of this will be the decision of a tribunal as to whether a person committing a rule violation had ‘no significant fault’. Tribunal decisions can be variable, which make measuring this target less than straightforward. Therefore we will

only count cases where the applicable sanction has been reduced by more than half of the starting point, indicating that the athlete genuinely had little fault.

Cases involving contamination (that is, the athlete could not reasonably have expected to be aware of a potential for contamination) will not apply. Historically the number of such cases has varied, and as we wish to minimise these cases we have a target of less than three each year.

As investigation methods become more sophisticated, athletes who compete at lower levels and have not received formal anti-doping education will be discovered to have committed rule violations. As a result, the number of violations committed with ‘no significant fault’ may potentially increase.

We will review our targets in this area over time to ensure that they remain realistic in a changing environment. We will also continue to look for more effective measures that may provide a broader insight into the level of knowledge across the athlete community.

Our programme will cover a range of interventions with our primary education tools being seminars, workshops and e-learning. We will work to ensure that a large number of athletes and support staff receive a formal education course by at least one of these methods.

Im 3.1 Measure (new) – No more than three Anti-Doping Rule Violations determined by a tribunal will be cases where there was ‘no significant fault’ (subject to the conditions set out above)

Output 3.1

To limit the number of rule violations committed through lack of knowledge our education programme must have the broadest reach possible. All our education experiences must be of sufficient quality to arm those attending with the necessary knowledge.

Op 3.1 Measure (new) – We will measure the number of athletes who receive formal education either by attending a DFSNZ seminar, workshop or completing the Level One e-learning programme

Output 3.2

Op 3.2 Measure (new) – We will survey athletes who complete formal education to assess their confidence in their knowledge of the rules and how to stay within them

We will review and establish targets each year and set them out in the Statement of Performance Expectations.

Key Elements | 4



Expert specialist
staff & software

Even where the majority of sports people compete according to the spirit of sport and have the knowledge necessary to comply with the rules, some will still be inclined to dope. As a result, DFSNZ will operate programmes designed to deter athletes from breaking the rules.

Deterrence work takes up the largest portion of the budget, requiring expert specialist staff and high external costs (especially laboratory analysis). This higher cost allocation reflects the nature of the work rather than its priority against other elements of our work.

Our programme requires the implementation of the New Zealand Sports Anti-Doping Rules which comply with the World Anti-Doping Code. Deterrence relies heavily on education (emphasising the consequences of doping) and incorporates the following key elements:

- › **Active intelligence gathering and analysis tools, including expert staff and bespoke software, to inform the testing and investigations programme**
- › **A targeted testing programme, incorporating urine and blood samples as appropriate and focusing on no-notice testing of highest-risk athletes and sports, while reaching across a wide range of sports**
- › **A robust 'whereabouts' programme which accurately tracks the whereabouts of high-risk category athletes to enable no-notice testing at any time**
- › **A state-of-the-art 'athlete biological passport' programme which establishes individual athlete profiles relating to blood, steroids and hormones and identifies unusual characteristics**
- › **Investigative capability which can effectively use intelligence provided to explore potential cases of 'non-analytical' rule violations (those not resulting from positive tests)**
- › **Effective and secure intelligence sharing arrangements with other regulatory bodies, both in New Zealand and internationally.**

Operational Measures

We will implement deterrence programmes to have maximum effect given the resources available. The primary tool is testing, but this is more successful when coupled with effective intelligence analysis and investigation capacity which align with the testing programme. We have a limited budget for this purpose, and application of resources will reflect our risk analysis.

However, we will commit to a minimum level of testing and will apply internal measures and controls to give the optimum deterrent effect. This means that we can apply our tests to areas of

highest risk while spreading them across a broad range of sports, so that the threat of testing is real.

We foresee that we will need to focus more on junior elite sport, with the potential for testing even within the school sport environment if risk indicators are strong. Education will remain our primary focus (as indicated throughout this document). Where there are indications of risks which may not be addressed through education, we will work collaboratively with sports and schools towards ensuring that any interventions, including testing, are well understood and accepted.

Impact 4.1

Ultimately the level of deterrence will be reflected in the level of doping within New Zealand sport. As previously mentioned, no agreed methodology exists to provide a cost-effective measure of the extent of doping. As a result, we use the proxy measure – the belief by top New Zealand athletes that domestic competitions in which they compete are free of the influence of doping.

Im 4.1 Measure – The proportion of 'RTP' and 'NTP' athletes polled who report that the result of a competition in which they competed in New Zealand was definitely or likely influenced by doping will be less than five percent by 2020–21

Output 4.1

A wide-ranging testing programme which targets risk is essential. We will institute such a programme in which the test distribution plan reflects the guidelines provided within the International Standard for Testing and Investigations as well as any locally sourced intelligence.

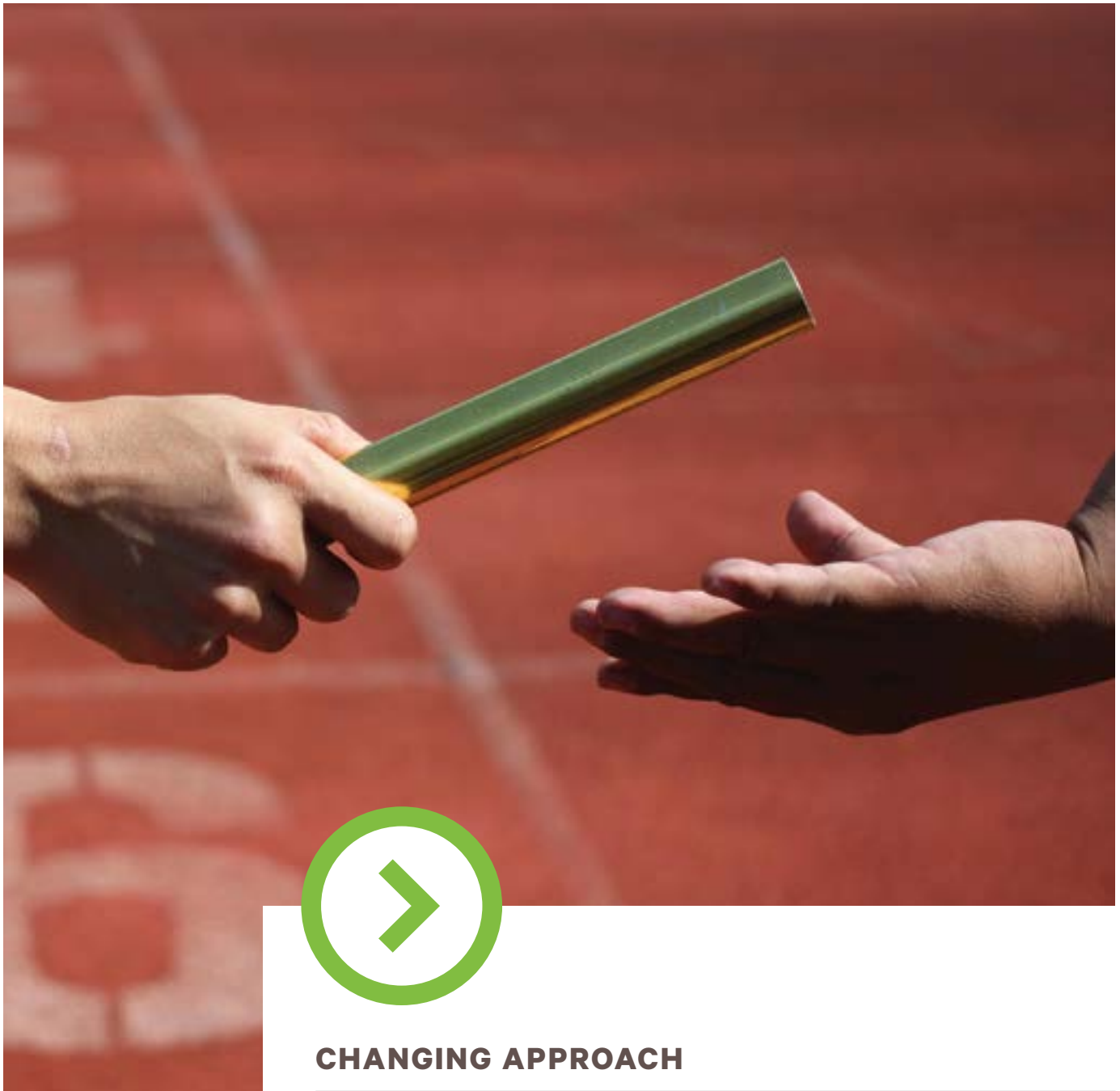
Op 4.1 Measure – We will commit to a minimum number of samples (blood or urine) to be collected from athletes according to an intelligence-based distribution plan

We will review and establish targets each year and set them out in the Statement of Performance Expectations.

Output 4.2

For DFSNZ to operate effectively we must ensure that the processes we put in place are of high quality and comply with the relevant International Standards. This can be verified independently through having those processes certified under the criteria set out by the International Standards Organisation.

Op 4.2 Measure – ISO certification against relevant WADA International Standards is maintained



CHANGING APPROACH

In our previous SOI we demonstrated a clear evolution of the way we intended to operate. The 2015 edition World Anti-Doping Code adopted in November 2013 gave greater emphasis to and more practical assistance for anti-doping programmes which were increasingly based on gathering and using intelligence. The 2015 version also called for more attention to be placed on identifying athlete support personnel who may be complicit in doping.

This aligned well with the approach we had already adopted following the 2011–12 review of our internal methods and the views of interested parties. The review suggested we shift our primary reliance on a testing programme with a significant ‘random’ component and focus on gathering information more rigorously, applying the intelligence, and investigating any cases which emerged.

Since then we have implemented those priorities and will continue to develop our ability to gather and use intelligence across all programmes. Our performance indicators show that we have generally operated effective programmes. We will now endeavour to demonstrate a longer-term ability to influence underlying factors which impact on the level of doping.

In late 2016, we circulated a document to our stakeholders summarising our understanding of the current environment and proposing a forward-looking strategy for the organisation. We identified a number of influences which we believe add pressure on athletes to dope:

- › The growing ‘body beautiful culture’
- › Increased pressure on young athletes to improve physically and be successful at earlier ages
- › The massive growth and influence of a poorly regulated supplements industry
- › Easy access to new generation doping substances via the internet and gym-based distribution networks
- › Increased rewards for success, including lucrative contracts for teenagers
- › Evidence that doping may be a growing problem in masters and sub-elite sport
- › Evidence that doping retains a powerful presence in international sport generally and in sports in which New Zealand seeks to excel
- › A general erosion of sporting ethics evidenced through examples of match fixing, doping, corrupt sports administration and poor athlete behaviour.

We then set out a response to our understanding of the environment:

If New Zealand is to maintain a sporting culture in which doping is both rare and unacceptable, the anti-doping programme must adapt and evolve to cope with the changing sporting environment and threats to sporting integrity. In particular, we must educate and prepare young athletes for this changing environment. It is proposed that our programmes will retain and continue to develop critical elements of the current regime but also significantly broaden our reach.

We believe that our anti-doping programme needs to:

- › Demonstrate an uncompromising and fully collaborative sport-wide approach to anti-doping, involving all stakeholders
- › Continue to have a foundation in a strong, intelligence led, testing and investigations programme for elite sport, designed to both deter and detect doping

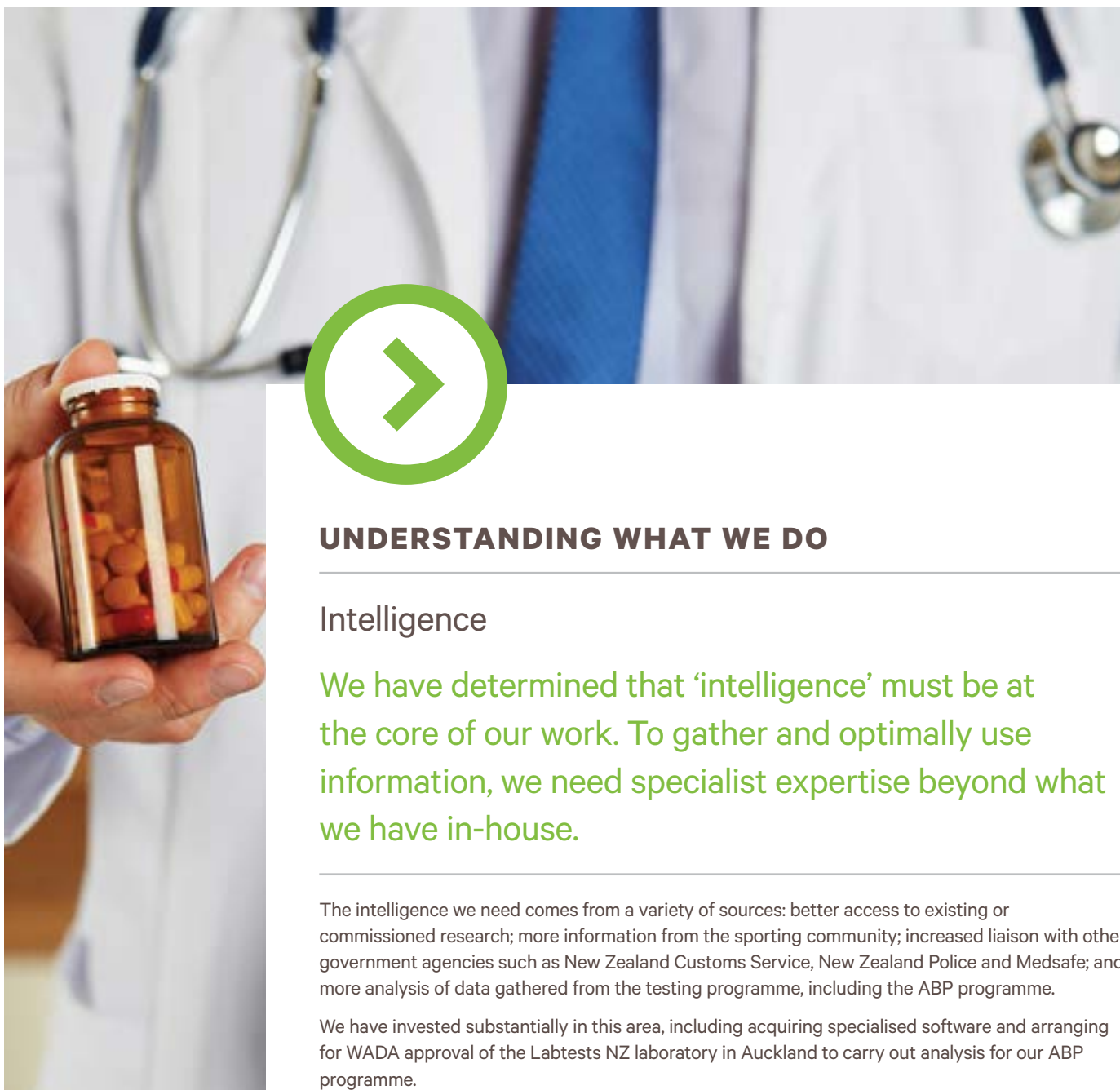
- › Expect a greater level of responsibility from sporting organisations for fostering an anti-doping environment and supporting the work of DFSNZ
- › Have a wider testing presence in elite junior, sub-elite, and masters sport so that there is a broader deterrence effect
- › Substantially increase the reach of our education programmes into schools and age-group sport with a heavy emphasis on sporting values, explaining the sporting environment and providing tools to make good decisions
- › Engage more directly and systematically with athlete support personnel who will be required to assist athletes to make good choices
- › Provide greater incentive for potential doping behaviours to be reported
- › Develop better tools for monitoring and assessing possible doping behaviours and trends and measuring the impact of programmes on them.

We also set out what we believed were the core responsibilities of DFSNZ and the sporting community if we were to realise these objectives. Feedback to this discussion document gave full approval of our approach and almost universal support for each of the individual initiatives we proposed. This SOI represents not just a significant new evolutionary step in our strategic approach, but one which the sporting community supports.

New Funding

The rationale developed for this SOI made it clear that we could not achieve what was necessary without significant additional funding. In 2016-17, the Government increased its vote allocation by \$1 million per year until 2020. That funding will be applied within the broad programme headings of leadership, values, knowledge and deterrence – with specific attention paid to:

- › retaining ongoing financial viability, including retaining an appropriate minimum working reserve
- › augmenting the ability to apply all necessary modern science expertise, including continued development and promotion of the Athlete Biological Passport (ABP)
- › adding to intelligence gathering and analysis methods, including further developing collaborative work with other regulatory agencies
- › maintaining a sufficient volume of testing to provide a broader deterrent effect
- › further developing our Good Clean Sport programme designed to garner greater support for clean sport from the sporting community generally
- › collaborating with other stakeholders to promote our programmes aimed at influencing the values base of young athletes as they develop their approach to their sporting participation.



UNDERSTANDING WHAT WE DO

Intelligence

We have determined that ‘intelligence’ must be at the core of our work. 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 New Zealand Customs Service, New Zealand Police and Medsafe; and more analysis of data gathered from the testing programme, including the ABP programme.

We have invested substantially in this area, including acquiring specialised software and arranging for WADA approval of the Labtests NZ laboratory in Auckland to carry out analysis for our ABP programme.

Increasing the volume and quality of information and our ability to interpret it benefits all core activity areas and we are better able to:

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

Research

As part of our intelligence strategy we have chosen to make a substantial commitment to research into the attitudes and behaviours of young athletes in relation to doping, as well as developing specific tools to assist our programmes. This doctoral level research will produce, within a 2–3-year period, robust data which will enable us to better understand this crucial cohort of our population and measure changes over time.

Testing

Testing continues to be an important part of our work and is a significant deterrent. By emphasising intelligence and refining internal planning processes we will increase our ability to target tests more effectively.

A significant proportion of the testing programme has focussed on a relatively small pool of athletes and was designed to gather information from all available sources. While this will continue, additional funds will provide for a broader reach of testing and consequently a broader deterrent effect. We expect the programme to become more efficient, increasing the potential to detect the use of prohibited substances. Testing provides the clearest evidence of the level of compliance of athletes (despite its imperfections), and it is important that each test has a specific purpose.

Samples will continue to be frozen and 'tanked' for many years so that advances in analytical technology can be used retrospectively on samples that current science suggests are 'clean'. This has proved particularly effective within the International Olympic Committee's programme – samples can be kept for a decade for this purpose.

For several years, considerable resources have gone into developing a robust mechanism for establishing the 'whereabouts' of athletes. New analytical tools relating to both blood and urine are increasing our ability to identify suspicious profiles and apply target tests more accurately. Blood-testing is a particularly challenging task because analysis must be done in Sydney within a short time after collection. Blood-testing incorporates an ABP programme in which the individual parameters of athletes are measured and compared over time to assess whether or not a pattern is evident that indicates doping.

Our ABP was given a significant boost by gaining WADA approval to use the Auckland-based Labtests NZ facility. This does not necessarily reduce costs, but significantly increases the window of opportunity for collecting samples at optimum times and at a wider range of locations.

By its nature, our testing programme is expensive and will continue to require the biggest share of our available budget.

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.

There are numerous international examples of athletes involved in systematic doping avoiding 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 New Zealand Customs, Medsafe, the New Zealand Police and contracting professional investigators as necessary. DFSNZ

has worked productively with these organisations (particularly Medsafe, in recent years). We will continue to work closely with them and respond to information received. We will also gather information from the sporting community that may indicate doping is occurring.

Investigative work relies on the best use of available intelligence. This is only possible when staff have the knowledge and skills to use that intelligence. We have the ability to manage and conduct some investigative tasks in-house, but will continue to outsource much of that work.

Education

We have always placed a high priority on the role of education in keeping sport clean. However, without the help and support from NSOs, DFSNZ does not have the breadth of reach necessary to achieve its goals. We need to ensure that athletes who may be subject to testing, but are not part of identifiable elite programmes, have the information they require to comply with anti-doping rules.

We value face-to-face interaction with athletes and support personnel in seminar settings tailored to each particular group. We have developed high quality e-learning tools for athletes and coaches and will continue to develop the range of target groups. We also provide high-quality written material to ensure that requirements and expectations are available to everyone in an understandable format.

Communications

We are determined to develop communication methods that athletes are receptive to. Technology and the way in which young people (athletes) communicate are evolving ever more rapidly and key steps in this process include:

- A broad communication plan that guides education and wider communication strategies
- An engaging website which is the central hub for all communications
- E-learning programmes which take a modular approach and provide a comprehensive introduction to anti-doping work, formatted in an engaging style
- Using social media and formats relevant to young people to convey key messages effectively
- Research among elite high school athletes to gain a better insight into their attitudes and motivations and an understanding of what works and is essential to effective education
- Engagement with support staff is important and we are also focusing on the medical community and coaches to ensure they understand their responsibilities in this field.

Good Clean Sport

We believe that although there is a sound foundation for clean sport, that foundation is under threat and requires strong support.

Regulatory intervention remains necessary, but this can only be achieved when sportspeople choose to participate in and support sport according to a sound values base. This base is described in the World Anti-Doping Code and referred to as the 'Spirit of Sport'.

DFSNZ has given priority to a programme which will support the values base for clean sport. We have called the programme 'Good Clean Sport' as we believe the name reflects how Kiwis refer to sport being played in the 'right' way.

Good Clean Sport begins by challenging aspiring young athletes to think about how values-based sport should be played and encouraging them to adopt those values. Good Clean Sport – Youth is a workshop-based programme which is targeted at high school athletes. The workshops emphasise the role of those supporting the young athletes (notably parents and coaches) and explain their role in preserving the values of sport.

As well as encouraging the next generation of athletes to take a good clean sport approach, it is important that the current generation support this position. To help with this we have developed several new tools and initiatives which we hope will be adopted, adapted and embraced by the wider sports community.

The hub of Good Clean Sport will be the website which provides a wealth of information on how to adopt Good Clean Sport practices. Eventually the website may evolve beyond a focus on anti-doping and provide a platform for a wide range of material sourced from within and beyond the sports community. It will be a place to share good ideas and foster Good Clean Sport values as well as having suggestions on how to put them into practice.

Good Clean Sport will be the focus of our outreach programmes as we look to engage with a broader range of sportspeople at significant events and, in particular, junior events.

Stakeholder Collaboration

DFSNZ works collaboratively with other sporting organisations that have an interest in our work. These include: the New Zealand Olympic Committee, Paralympics New Zealand, Sport NZ, High Performance Sport NZ, the Sports Tribunal of New Zealand and the full range of NSOs. Working together ensures a concerted and well-coordinated approach and facilitates implementation of the Code. Constructive relationships with athlete and player associations will always be vital. Any success is a shared success. All related organisations and agencies must feel a part of it and know they have an important role to play.

The Act allows liaison and information sharing with New Zealand Customs Service, Medsafe, New Zealand Police and other relevant 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 has developed a productive relationship with Medsafe.

We intend to build on those relationships to ensure anti-doping work is conducted in a comprehensive and concerted fashion. We are also keen to contribute to the development of a programme to support the integrity of New Zealand sport and will work with Sport NZ and others to develop policy and practical tools towards this.

International presence

DFSNZ will continue to have an active international presence through engagement with WADA and in other international forums. Engaging regularly with our international colleagues provides a strong network of contacts and access to expertise not available in New Zealand, while allowing us to influence policy development at an international level.

We will continue to take an active role in processes which review the 2015 World Anti-Doping Code, and seek to amend the associated International Standards including the Prohibited List Standard.

Our organisation 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. We regard the presence of a well-administered Regional Anti-Doping Organisation 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 and periodically the Executive Committee. We work with Sport NZ to advise the Minister and provide practical assistance, including support at meetings as required. Australia works closely with us 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 10 countries that have agreed to cooperate on matters of joint interest.

> Institute of National Anti-Doping Organisations (INADO)

Our membership and participation allows us to share information and advocate appropriate policies through a collective organisation.

> The Board of the Oceania RADO

> Other

Depending on priority and budget, other opportunities for international contact (including attendance at conferences and staff exchanges) are sought and considered.



ORGANISATIONAL HEALTH AND CAPABILITY

Financial

DFSNZ receives approximately 90 percent of its annual income from Government. Most 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. Several factors limit our ability to work with sponsors, including potential conflicts of interest.

We continue to focus on providing the most cost-effective and operationally efficient programmes. Despite relying on government funding for our core activities for the foreseeable future we will look closely at alternative funding source opportunities, to enable a broader reach for our programmes. We are open to opportunities for a collaborative approach to issues of mutual concern with other government agencies.

An increment in our Vote allocation in 2016 has enabled us to return testing numbers back to acceptable levels and to introduce new measures such as the Good Clean Sport campaign.

Strategic

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

Technology

Information technology has been designed to assist our testing programme and help other organisations and athletes stay informed. Examples include a text information service on the status of medications, and online education tutorials (e-learning). The latest in anti-doping software has been installed and we are upskilling staff to effectively use the Internet and other digital platforms as communication tools. This is even more crucial given the demands of the athlete ‘whereabouts’ programme and the need to ensure that a robust and efficient communication mechanism is available at all times.

Data security is a top priority and we have moved our information technology platform to one that meets Government ‘Protective Security Requirements’.

Human Resources

As at 30 June 2017, DFSNZ’s daily operations are managed by a chief executive with a permanent staff of 13 full-time equivalents plus accounting assistance.

Changes are inevitable in the world of anti-doping, creating a number of challenges in the human resources environment.

- Testing staff need to be up-to-date with current methods. Taking blood samples is a skill set that requires trained phlebotomists and Doping Control Officials
- 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
- The introduction of investigative work has added a new dimension to DFSNZ’s work and this can seem threatening to athletes and organisations. With careful management, it should not threaten our strong relationships
- The responsibility for making the Sports Anti-Doping Rules and presenting cases before the tribunal requires significant legal support.

Our staff members are crucial to our ongoing success 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. Hours of work are adjusted to accommodate this.

DFSNZ uses trained 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.

> ORGANISATIONAL CHART (AS AT 1 JULY 2017)



Notes:

1. The responsibilities and authorities of the Board Members are outlined in the Sports Anti-Doping Act 2006.
2. Responsibilities and authorities for and staff and contractors are outlined in Position Descriptions, Manuals and Contracts.



DFSNZ FINANCIAL POSITION OUT YEAR FORECASTS

	\$000 (GST exclusive)				
	2016-17 Budget	2016-17 Projected	2017-18	2018-19	2019-20
> INCOME					
Vote Sport and Recreation	2,239	3,239	3,239	3,239	3,239
> INCOME					
Other (including contract testing)*	650	350	325	300	300
	2,889	3,589	3,564	3,539	3,539
> EXPENSES	2,962	3,689	3,539	3,539	3,539
> SURPLUS/(DEFICIT)	(73)	(100)	25	0	0
> EQUITY	693	593	618	618	618



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