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Study on Doping Prevention

*A map of Legal, Regulatory and Prevention
Practice Provisions in EU 28*

Report Published 12th December 2014

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Abstract

Historically, anti-doping efforts have focused on the detection and deterrence of doping in elite and competitive sport. There is, however, a growing concern that doping is occurring outside the organised sporting system; giving rise to the belief that the misuse of doping agents in recreational sport has become a societal problem and a public health issue that must be addressed.

The EU Commission awarded a contract (EAC/2013/0617) to a Consortium to undertake this Study with the aim of developing the evidence-base for policies designed to combat doping in recreational sport. Fourteen internationally recognised experts shaped the Study which comprised (i) the collection of primary data through a structured survey, and (ii) secondary data through literature searches and website analysis. All 28 Member States participated in the information-gathering process. Specifically, this involved a systematic study of the ethical considerations, legal position, prevention research landscape, and current practise in relation to the prevention of doping in recreational sport.

The Study provides a comprehensive overview of current practice and legislation as it applies to the prevention of doping and promotes and supports the sharing of best practices in the EU regarding the fight against doping in recreational sport. It concludes with seven recommendations for future action that focus on the need for a coordinated response in relation to the problems arising from doping in recreational sport.

Résumé

Historiquement, les efforts de lutte contre le dopage ont mis l'accent sur la détection et la dissuasion dans le domaine du sport de haut niveau et de compétition. Néanmoins, il existe une inquiétude croissante quant au fait que le dopage se manifeste, à l'heure actuelle, en dehors du système sportif organisé, ce qui fait penser que l'abus de substances dopantes dans les sports de loisirs est devenu un problème sociétal et de santé publique qu'il convient de résoudre.

La Commission européenne a conclu un contrat (EAC/2013/0617) avec un consortium pour la réalisation de la présente étude dont l'objectif est de développer une base d'éléments factuels en vue de l'élaboration de politiques de lutte contre le dopage dans les sports de loisirs. Quatorze experts internationalement reconnus ont ainsi participé à la rédaction de la présente étude, laquelle comprend la collecte : (i) de données primaires, dans le cadre d'une enquête structurée, et (ii) de données secondaires obtenues au moyen de recherches documentaires et de l'analyse de sites Internet. Les 28 États membres de l'Union européenne ont participé à ce processus de collecte d'informations. Cela a notamment nécessité une étude systématique des considérations éthiques, de la situation juridique, du paysage de la recherche en matière de prévention, et des pratiques existantes en ce qui concerne la prévention du dopage dans les sports de loisirs.

L'étude propose un aperçu exhaustif des pratiques et des législations appliquées à l'heure actuelle en matière de prévention du dopage. De même, elle promeut et soutient le partage des meilleures pratiques à l'échelle de l'UE concernant la lutte contre le dopage dans les sports de loisirs. Elle conclut en proposant sept recommandations d'actions futures qui mettent l'accent sur la nécessité d'apporter une réponse coordonnée aux problèmes découlant du dopage dans les sports de loisirs.

1. Executive Summary

1. Historically, anti-doping efforts have focused on the detection and deterrence of doping in competitive and elite sport through National Anti-Doping Organisations (NADOs). There is now recognition that doping outside of elite and competitive sporting systems is a potentially growing and problematic phenomenon that may be developing into a serious societal and public health concern.
2. Since the 1989 Council of Europe's Anti-Doping Convention and the establishment of the World Anti-Doping Agency (WADA) in 1999, there have been several attempts to harmonise anti-doping policy and practice. This has culminated in the 3rd revision of the World Anti-Doping Code (Code) that will be come into effect on January 1 2015, and will be implemented largely through NADOs in cooperation with other agencies and organizations.
3. In 2011, the European Commission brought together a Group of Experts (GoE) to draft Recommendations on Doping in Recreational Sport (DRS). In their report the GoE noted that no systematic study on current knowledge and practice in relation to the prevention of doping in recreational sport existed.
4. The aim of this Study was to develop the evidence-base for policies designed to combat doping in recreational sport. The evidence was collected through information-gathering on the prevention of doping in recreational sport in the 28 EU Member States (MS). The study aims to promote and support the sharing of best practices in the EU regarding the fight against doping in recreational sport in various enumerated fields (EAC/2013/0617).
5. The study comprised three main groups: the Consortium; a High Level Expert Group (HLEG) of 14 members (NADO and non-NADO); and 29 Experts (NB: Belgium had two experts covering their respective communities) who coordinated the response on behalf of their respective MS.
6. The study comprised (i) the collection of primary data through a structured survey; and, (ii) secondary data through literature searches and website analysis. The research was granted ethics approval by Leeds Beckett University, UK.
7. With respect to the survey, half of the sample were NADO representatives, the remaining half were from the University sector, public authorities, sport or other organisations. A limitation of the study is the dependency upon the MS coordinators providing full and accurate information. .
8. The survey comprised five elements which sought information on the: (i) EU Member State coordinator organisation whom the expert represented; (ii) applicable legislation, regulations and political arrangements related to doping in recreational sport; (iii) the mission, purpose, role and involvement of the MS National Anti-Doping Organisations (NADO); (iv) identification of good practice on doping prevention in recreation sport in their MS; and, (v) expert opinions regarding doping in recreational sport and support for it. After distribution of the survey questionnaire, an iterative process of clarification and elaboration took place, often requiring multiple attempts in order to present a valid and as reliable picture assessment as possible of activity in each MS.
9. The HLEG met twice to critically review the initial findings, identify errors and omissions, and to agree a final set of recommendations. Particular attention was

paid to the effectiveness and efficiency of the different models adopted for the fight against doping and how they relate to doping prevention in recreational sport. In addition, the HLEG sought to identify the relevance and context of recommendations proposed by the EU Expert Group on Doping in Recreational Sport (DRS version 6, January 2014), to determine which could be supported, amended or deferred as a result of the research findings of this study.

10. A number of general issues were highlighted by the EU MSs regarding the application of preventive programmes used in elite and competitive sport to the issues of doping at a recreational level. The key concern is that issues experienced in elite and competitive sport are likely to be exacerbated with the large increase in numbers when comparing athletic populations with broader social groups.
11. Moreover, there is some difficulty in defining which substances should apply to doping preventative efforts in recreational sport and whether the WADA Code would be appropriate to use as a reference point. Achieving proportionate prevention responses to the problem of doping in recreational sport is difficult to evaluate and justify in the absence of robust evidence on individual harms and social costs, and ultimately agreements on which substances should be prohibited.
12. Given their usual focus on, and responsibility for elite and competitive sport, NADOs could have a role in the development of content and resources to educate a wider sporting population about the risks of doping. Nevertheless, Departments responsible for public health must also consider the precise nature of risks posed by doping at a recreational level as noted in the 2011 Communication on Sport (EU).
13. The legal status of the organisation appointed to act as the NADO in EU MS's can differ ranging from NADOs which are private non-governmental organisations to those which are part of a formal government structure. There is no preferred model, but the model that works for that particular MS within their own legislative arrangements.
14. In two thirds of MS the NADO is independent from any other legal entity, and was usually a public authority or a foundation. In two MS the NADO is a public limited company, while in a further two the NADO are not-for-profit organisations. Where a NADO is part of another legal entity this was usually as part of a Ministry.
15. One fifth of the MS implemented the WADA Code purely through legislation, and most countries implement the Code through a combination of legislation and the regulations of the national NADO and/or national sporting federations (SFs). Moreover, in some countries there is no national anti-doping legislation, only the anti-doping regulations of the national NADO and/or national SFs. In all but two MS, the rules applicable in competitive sport are applicable to low-level competitive athletes, even if the latter are rarely subjected to doping controls. This complex landscape is a challenging one for doping prevention work when seeking to apply global best practice.
16. Two thirds of MS have adopted specific legislation providing criminal sanctions against doping in sport.
17. Only one MS has national legislation criminalising the use of any doping by an athlete. In most MS, recreational-level athletes using 'doping' products risk only their health, provided their use does not fall under any other general drug legislation.

18. At present 19 MS have adopted specific criminal legislation to combat doping, usually providing criminal sanctions for trade in, or administration of certain doping substances to athletes, or the possession of certain doping substances (in particular steroids and hormones), by athletes.
19. While there exists a general recognition among European NADOs that doping is not confined to competitive levels of sport, a consistent solution across MS for doping in recreational sport has been difficult to establish, often due to a shortage of human and financial resources and a lack of clearly defined roles and responsibilities. Therefore, a core component of any programme's success will rely on the formation of effective partnerships, especially with health and education authorities.
20. Prevention science in relation to drug use has developed significantly in recent years, and practitioners and policymakers now have a greater understanding of the complex individual, situational and environmental factors that may influence both the initiation of drug use and its escalation to drug use disorders.
21. In consequence, understandings of what constitutes 'good' and 'best' practices have altered accordingly. Merely facilitating the provision of information regarding the dangers of drug use or awareness raising via mass media campaigns is no longer classed as 'best practice'.
22. A scoping search of the literature was conducted using a variety of electronic databases for peer-reviewed articles written in the English language and published from 1st January 1990 to 14th October 2014.
23. The search revealed a total of just 17 studies that had evaluated education programmes in relation to behavioural intentions and actions. It is therefore concluded that published studies examining the effects of anti-doping education programmes are rare, with a publication rate of less than one scientific article per year over the period studied. This compares unfavourably with other established prevention fields where the research base is significantly larger in terms of span and scale.
24. Until a more substantial evidence-base is generated in the specific contexts associated with doping prevention in recreational sports, the development of good practice must consider the application, and subsequent evaluation, of international standards on drug use prevention.
25. More than two thirds of MS thought that the prevention of doping in recreational sport was important or very important.
26. While two thirds of the sample reported that their organisation was a member of an international network involved in doping prevention, only one third reported that this was structured and not of an informal or ad hoc nature. Some of the structured collaborations included work with customs authorities, police, and health Ministries.
27. Two thirds of the sample reported that they can test competitive athletes, the remaining third can test non-competitive recreational athletes. No inference, however, can be made regarding the actuality or the frequency of testing at recreational sport level. Although efforts to prevent doping in recreational sport are currently underway in the majority of MS, the extent of these efforts varies considerably between MS.

28. Nearly half of MS indicated knowledge of good prevention practice in this domain. Nevertheless, only a quarter of the whole sample provided country-specific examples. When rating the effectiveness of the main approaches to doping prevention, there was a lack of consensus regarding which approach was most effective in the context of recreational sport.
29. One third of MS reported that commercial organisations (e.g., gyms and fitness centres) played a role in the prevention of doping in recreational sport, while a third (similar but not identical to the former) perceived that commercial organisations viewed the issue as important.
30. Only 3 MS were satisfied or very satisfied with the availability and quality of information from EU MS on the prevention of doping in recreational sport, whereas one third were dissatisfied or very dissatisfied. There are three key elements: (i) the need for information about the prevalence of doping; (ii) information on specific substances (beyond anabolic steroids) that are used; and, (iii) the determinants and correlates of doping use.
31. The survey of the MS identified four key barriers to implementation of doping prevention programmes in recreational sports: (i) understanding the role of nutritional supplements as a gateway to doping; (ii) better regulation of the nutritional supplement industry; (iii) easy access to doping products; and (iv) a lack of formal co-operation between key stakeholders.
32. Seven key recommendations are proposed. The European Commission in cooperation with the Member States should:
 - a) Establish a process to develop a consistent and agreed understanding of which doping substances are used in the context of recreational sport, and whether these substances might overlap or be consistent with the WADA Prohibited List;
 - b) Develop a robust international, research-driven evidence base to inform future policy, practice, and interventions into the problem of doping in recreational sport;
 - c) Further evaluate the legislation of individual MS to identify the specific strengths and weaknesses of relevant authorities;
 - d) Develop agreed MS responsibilities for the co-ordination of prevention programmes related to doping in recreational sport;
 - e) Develop and co-ordinate educational campaigns, using all forms of relevant media platforms;
 - f) Support and develop initiatives aimed at raising awareness within each MS public health sector in order to make an active contribution to the prevention of doping in recreational sport;
 - g) Develop a platform to share and disseminate a consistent and agreed understanding of legislation, regulations and good practice in relation to the prevention of doping in recreational sport and to facilitate effective networks for the exchange of actions, campaigns, data and policies.

Résumé analytique

1. Historiquement, les efforts de lutte contre le dopage ont mis l'accent sur la détection et la dissuasion dans le domaine du sport de haut niveau et de la compétition par le biais des organisations nationales antidopage (ONAD). À l'heure actuelle, on constate que le dopage en dehors des systèmes sportif de haut niveau ou de compétition constitue un phénomène inquiétant et potentiellement croissant, susceptible de devenir un grave problème de société et de santé publique.
2. Depuis l'adoption en 1989 de la Convention contre le dopage du Conseil de l'Europe et la création de l'Agence mondiale antidopage (AMA) en 1999, plusieurs tentatives ont été amorcées dans le but d'harmoniser les politiques et les pratiques en matière de lutte contre le dopage, lesquelles ont débouché sur la 3ème révision du Code mondial antidopage (ci-après, le «Code») qui entrera en vigueur le 1er janvier 2015 et sera mis en œuvre principalement par l'intermédiaire des ONAD, en collaboration avec d'autres organismes et organisations.
3. En 2011, la Commission européenne a mis en place un groupe d'experts chargé de rédiger des recommandations sur le dopage dans les sports de loisirs (ci-après, «DSL»). Dans son rapport, le groupe d'experts constatait l'inexistence d'études systématiques sur les connaissances et les pratiques actuelles en matière de prévention du dopage dans les sports de loisirs.
4. La présente étude se donne pour objectif de développer une base d'éléments factuels en vue de l'élaboration de politiques de lutte contre le dopage dans les sports de loisirs. Les données ont été recueillies au moyen d'une collecte d'informations concernant la prévention du dopage dans les sports de loisirs au sein des 28 États membres (ci-après, les «ÉM») de l'Union européenne. Elle vise à promouvoir et à soutenir le partage des meilleures pratiques à l'échelle de l'UE concernant la lutte contre le dopage dans les sports de loisirs, et ce dans les différents domaines relevant de son objet (EAC/18/2013).
5. L'étude s'est appuyée sur la participation de trois groupes principaux, à savoir : le consortium ; un groupe d'experts de haut niveau (ci-après, «GEHN») et 14 membres (ONAD et non-ONAD), et enfin, 29 experts (à noter: la Belgique avait deux experts, chacun d'entre eux chargé de sa propre communauté). Ces trois groupes ont coordonné les réponses obtenues pour leurs ÉM respectifs.
6. L'étude comprend la collecte: (i) de données primaires, dans le cadre d'une enquête structurée, et (ii) de données secondaires obtenues au moyen de recherches documentaires et de l'analyse de sites Internet. Elle a reçu l'aval éthique de la Leeds Beckett University (Royaume-Uni).
7. S'agissant de l'enquête, la moitié de l'échantillon sondé était composé de représentants d'ONAD, et la moitié restante de répondants issus du milieu universitaire, d'autorités publiques ou d'organisations sportives ou autres. À noter que la dépendance vis-à-vis des coordinateurs des ÉM, pour ce qui est de la mise à disposition d'informations précises et complètes sur les activités et la situation dans leurs pays respectifs, a constitué une limitation dans le cadre de cette étude.
8. L'enquête comportait cinq volets de collecte d'informations concernant: (i) l'organisation coordinatrice de l'État membre de l'UE représentée par l'expert; (ii)

la législation, la réglementation et les mesures politiques applicables au dopage dans les sports de loisirs; (iii) la mission, l'objet, le rôle et l'implication des organisations nationales antidopage (ONAD) de l'ÉM; (iv) l'identification des bonnes pratiques de l'ÉM en matière de prévention du dopage dans les sports de loisirs et, enfin, (v) les avis des experts concernant le dopage dans les sports de loisirs et ses motivations. Suite à la diffusion du questionnaire de l'enquête, un processus itératif de clarification et d'élaboration est intervenu, lequel a souvent nécessité des tentatives multiples afin de présenter un bilan général aussi valable et fiable que possible de l'activité de chacun des ÉM.

9. Le GEHN s'est réuni à trois reprises en vue d'effectuer un examen critique des constatations initiales, d'identifier les erreurs et omissions éventuelles, et de définir un ensemble de recommandations définitif. Dans le cadre de cette démarche, une attention particulière a été accordée à l'effectivité et à l'efficacité des différents modèles adoptés pour combattre le dopage, ainsi qu'à leur rapport à la prévention du dopage dans les sports de loisirs. En outre, le GEHN a tenté d'identifier la pertinence et le contexte des recommandations proposées par le groupe d'experts de l'UE sur le dopage dans les sports de loisirs (version RDL du 6 janvier 2014) afin de déterminer lesquelles pourraient être soutenues, modifiées ou différées suite aux résultats des recherches menées dans le cadre de la présente étude.
10. Plusieurs difficultés générales ont été soulignées par les ÉM de l'UE concernant la mise en œuvre des programmes de prévention utilisés dans le secteur des sports de haut niveau ou de compétition pour répondre aux problèmes de dopage sur le plan des sports de loisirs. La préoccupation principale réside dans le fait que les difficultés rencontrées dans le domaine des sports de haut niveau et de compétition puissent aisément se voir exacerbées par l'évolution importante des effectifs si l'on compare les populations sportives aux groupes sociaux plus larges.
11. Par ailleurs, il semble quelque peu difficile de définir quelles substances devraient être visées par les initiatives de prévention du dopage dans les sports de loisirs, et de déterminer s'il serait approprié d'utiliser le Code de l'AMA comme référentiel. La mise en place de réponses proportionnées en matière de prévention du dopage dans les sports de loisirs est difficile à évaluer et à justifier en l'absence d'éléments de preuve solides concernant les préjudices individuels causés et leurs coûts sociaux, et en l'absence, in fine, d'un consensus sur les substances qui devraient être interdites.
12. Compte tenu de l'attention qu'elles accordent habituellement à la responsabilité dans les secteurs des sports de haut niveau et de compétition, les ONAD pourraient jouer un rôle dans le développement de contenus et de ressources pédagogiques à l'attention d'une population sportive plus large, concernant les risques du dopage. Toutefois, les ministères chargés de la santé publique devraient, eux aussi, considérer la nature précise des risques liés au dopage sur le plan des sports de loisirs, ainsi que cela a été observé dans la communication de la Commission européenne de 2011 intitulée «La dimension européenne du sport».
13. Le statut juridique de l'organisme désigné pour intervenir à titre d'ONAD de chaque ÉM peut être variable. Il peut ainsi s'agir d'organisations non gouvernementales privées ou d'ONAD faisant partie intégrante d'une structure gouvernementale officielle. Il n'existe pas de modèle privilégié, chaque ÉM adoptant celui qui fonctionne le mieux dans le cadre de sa propre législation.

14. Dans les deux tiers des ÉM, l'ONAD était indépendante de toute autre entité juridique et il s'agissait, en général, d'une autorité publique ou d'une fondation. Dans deux ÉM, l'ONAD était une société anonyme, alors que dans deux autres ÉM, les ONAD prenaient la forme d'organisations à but non lucratif. Dans les cas où les ONAD faisaient partie intégrante d'une autre entité juridique, elles relevaient, en général, d'un ministère.
15. Un cinquième des ÉM appliquent le Code de l'AMA uniquement au travers de leur législation, et la plupart des pays le font au moyen d'une combinaison de législation et de réglementations émanant de l'ONAD nationale et/ou des fédérations sportives (ci-après les «FS») nationales. En outre, dans certains pays, il n'existe aucune législation interne anti-dopage, mais uniquement les réglementations de lutte contre le dopage adoptées par l'ONAD et/ou les FS nationales. Dans tous les ÉM sauf deux, les règles relatives au sport de compétition s'appliquent aux athlètes de compétition de faible niveau, bien que ces derniers soient rarement soumis à des contrôles anti-dopage. Ce paysage complexe ne se prête que difficilement à un travail de prévention du dopage lorsqu'il s'agit d'appliquer les meilleures pratiques globales.
16. Deux tiers des ÉM ont adopté une législation spécifique prévoyant l'application de sanctions pénales afin de réprimer le dopage dans le sport.
17. Un seul ÉM possède une législation nationale qui pénalise l'utilisation de toute substance dopante par un athlète. Dans la plupart des ÉM, les athlètes pratiquant des sports de loisirs qui ont recours à des produits «dopants» risquent seulement de porter atteinte à leur santé, sous réserve qu'une telle utilisation ne tombe pas sous le coup d'une autre législation générale relative aux substances stupéfiantes.
18. À l'heure actuelle, 19 ÉM ont adopté une législation pénale spécifique pour combattre le dopage, laquelle prévoit généralement des sanctions pénales en cas de commercialisation ou d'administration de certaines substances dopantes aux athlètes, ou de possession de certaines substances dopantes (notamment en cas de possession de stéroïdes et d'hormones) par ces derniers.
19. Bien qu'il existe un consensus général parmi les ONAD européennes sur le fait que le dopage ne se limite pas aux sports de compétition, une solution uniforme à l'échelle des ÉM en matière de dopage dans les sports de loisirs s'est avérée difficile à mettre en place, souvent en raison d'un manque de ressources humaines et financières, et faute de rôles et de responsabilités clairement définis. Dans ces conditions, un élément essentiel à la réussite de tout programme serait la création de partenariats efficaces, notamment avec les autorités chargées de la santé et de l'éducation.
20. Les sciences de la prévention en matière de consommation de drogues se sont considérablement développées au cours de ces dernières années, et les praticiens et décideurs politiques ont à présent une meilleure compréhension des facteurs individuels, situationnels et environnementaux complexes susceptibles d'avoir une influence tant sur une première consommation de drogue que sur l'escalade qui peut s'ensuivre pour aboutir à des situations de toxicomanie.
21. Les perceptions de ce qui constitue de «bonnes» ou «meilleures» pratiques ont évolué en conséquence. C'est ainsi que le fait de se borner à faciliter la diffusion d'informations concernant les dangers de la consommation de drogues ou la sensibilisation au problème via des campagnes médiatiques, ne sont plus considérées comme étant des «meilleures pratiques».

22. Une recherche documentaire étendue a été menée à l'aide de plusieurs bases de données électroniques afin de trouver des articles, revus par des comités de relecture, rédigés en anglais et publiés entre le 1er janvier 1990 et le 14 octobre 2014.
23. Cette recherche a mis en évidence qu'un total de seulement 17 études avaient évalué les programmes pédagogiques afférents aux intentions et actions comportementales. C'est ainsi que l'on a pu conclure que les études publiées sur les effets des programmes pédagogiques anti-dopage sont rares, avec un taux de publication de moins d'un article scientifique par an sur la période étudiée. Ces données détonnent par rapport à d'autres domaines de prévention établis dans lesquels la base de recherche est significativement plus large en termes de portée et d'envergure.
24. Tant qu'une base de connaissances factuelles plus substantielle n'aura pas été créée dans les contextes spécifiques liés à la prévention du dopage dans les sports de loisirs, le développement des bonnes pratiques devra envisager l'application et l'évaluation subséquente des normes internationales de prévention en matière de consommation de drogues.
25. Plus des deux tiers des ÉM estimaient que la prévention du dopage dans les sports de loisirs était importante ou très importante.
26. Alors que les deux tiers des répondants ont indiqué que leur organisme faisait partie intégrante d'un réseau inter/national participant à la prévention du dopage, uniquement un tiers ont affirmé qu'il s'agissait d'un réseau structuré et non pas d'un réseau informel ou ad hoc. Certaines des collaborations structurées signalées incluaient un travail accompli avec les autorités douanières, la police et les ministères chargés de la santé.
27. Les deux tiers des répondants ont indiqué qu'ils sont en mesure de tester les athlètes de compétition, et le tiers restant a indiqué pouvoir tester également les athlètes de loisirs ne participant pas à des compétitions. Néanmoins, aucune conclusion n'a pu être établie concernant la réalité et la fréquence des tests effectués dans le secteur des sports de loisirs. Bien que des initiatives de prévention du dopage dans les sports de loisirs soient actuellement en cours dans la plupart des ÉM, leur portée varie considérablement d'un état à l'autre.
28. Presque la moitié des ÉM ont indiqué disposer de connaissances sur les bonnes pratiques de prévention dans ce domaine. Néanmoins, seulement un quart de la totalité des répondants a fourni des exemples spécifiques à leur propre pays. Pour ce qui est de l'évaluation de l'efficacité des principales approches adoptées en matière de prévention du dopage, un manque de consensus s'est fait sentir sur la question de savoir laquelle de ces approches était la plus efficace dans le contexte des sports de loisirs.
29. Un tiers des ÉM ont indiqué que les entités commerciales (par exemple, les gymnases et les centres de remise en forme) jouent un rôle dans la prévention du dopage dans les sports de loisirs, alors qu'un autre tiers (similaire, mais pas identique au premier) estimait que les entités commerciales considéraient ce problème comme important.
30. Seulement trois ÉM considéraient comme satisfaisante, ou comme très satisfaisante, la disponibilité et la qualité des informations mises à la disposition

des ÉM par l'UE en matière de prévention du dopage dans les sports de loisirs, alors qu'un tiers d'entre eux n'étaient pas satisfaits ou étaient profondément insatisfaits sur ce point. Il existe trois éléments clés, à savoir: (i) le besoin d'informations concernant la prévalence du dopage; (ii) les informations relatives aux substances particulières (au-delà des stéroïdes anabolisants) utilisées et, enfin, (iii) les déterminants et les facteurs associés au recours au dopage.

31. L'enquête menée auprès des ÉM a permis d'identifier quatre obstacles principaux à la mise en œuvre de programmes de prévention du dopage dans les sports de loisirs, à savoir: (i) la compréhension du rôle des compléments nutritionnels en tant que passerelle vers le dopage; (ii) la réglementation insuffisante du secteur des compléments nutritionnels; (iii) la facilité d'accès aux produits dopants, et (iv) le manque de coopération officielle entre les principales parties prenantes.
32. Sept recommandations clés sont proposées. L'UE, en coopération avec ses États membres, aurait tout intérêt à:
 - a) définir un processus visant à développer une compréhension uniforme et consensuelle de l'identité des substances dopantes utilisées dans le cadre des sports de loisirs, ainsi que sur la question de savoir si ces substances pourraient coïncider avec ou correspondre aux substances contenues dans la liste des substances interdites de l'AMA;
 - b) développer une base de connaissances factuelles internationale solide générée par des recherches, afin d'informer les politiques, pratiques et interventions futures concernant le problème du dopage dans les sports de loisirs;
 - c) évaluer de manière plus approfondie la législation de chacun des ÉM afin d'identifier les points forts et les faiblesses de chaque autorité compétente;
 - d) définir, de manière consensuelle, des responsabilités mises à la charge des ÉM en matière de coordination de programmes de prévention du dopage dans les sports de loisirs;
 - e) développer et coordonner des campagnes pédagogiques faisant appel à tous les types de plateformes médiatiques pertinentes;
 - f) soutenir et mettre en place des initiatives de sensibilisation au sein du secteur de la santé publique de chacun des ÉM dans le but d'apporter une contribution active à la prévention du dopage dans les sports de loisirs;
 - g) développer une plateforme destinée au partage et à la diffusion d'une compréhension uniforme et consensuelle de la législation, de la réglementation et des pratiques en matière de prévention du dopage dans les sports de loisirs, et permettant de faciliter la mise en place de réseaux efficaces d'échanges concernant les actions, les campagnes, les données et les politiques.

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Disclaimer

The information and views set out in this Study on Doping Prevention Report are those of the author(s) and do not necessarily reflect the official opinion of the Commission. The Commission does not guarantee the accuracy of the data included in this study. Neither the Commission nor any person acting on the Commission's behalf may be held responsible for the use which may be made of the information contained therein.

2. Introduction, aims, objectives and methodology of the Study

Historically, anti-doping efforts have focused on the detection and deterrence of doping in elite sport. There is, however, a growing concern that doping is occurring outside the elite sporting system; giving rise to the belief that the misuse of doping agents in recreational sport has become a societal problem and a public health concern. In 2011 the European Commission brought together a group of experts to draft a set of Recommendations on Doping in Recreational Sport (DRS). This was a political initiative taken by the European Union (EU) and its Member States (MS) to identify good practice in this domain. At the time of the group's formation, no systematic study on current knowledge and practice in relation to the prevention of doping in recreational sport existed. This absence of an accurate overview of the legislative and preventative situation in the 28 MS of the European Union was noted and the European Commission published a call for tender to realise a study on doping prevention in recreational sport in the EU. The contract was awarded to a Consortium comprising six experts as listed below and who are the authors of this Report:

- Prof. Dr. Susan Backhouse (Leeds Beckett University, UK)
- Mr. Cliff Collins (European Health & Fitness Association, Belgium)
- Mr. Yves Defoort (Flemish Department of Culture, Youth, Sport and Media, Belgium)
- Prof. Dr. Mike McNamee (Swansea University, UK)
- Mr. Andy Parkinson (UK Anti-Doping, UK)
- Ass. Prof. Dr. Michael Sauer (Manfred Donike Institute for Doping Analysis, Germany)

In addition the Study consulted with a High Level Expert Review Group for assistance in designing and implementing the research, for contributing to the discussion of the data arising from the study, and advising on the recommendations:

- Ass. Prof. Dr. Christophe Brissonneau (Université Paris 5 René Descartes, France)
- Ass. Prof. Dr. Ask vest Christensen (Department of Public Health, University of Aarhus, Denmark)
- Dr. Nenad Dikic (Director Anti-Doping Agency Serbia, Serbia)
- Prof. Dr. Denis Hauw (University of Lausanne, Switzerland)
- Dr. Luis Horta (Brazilian NADO, Brazil)
- Mr. Jim McVeigh (Liverpool John Moores University, UK)
- Dr. Michael Petrou (President Cyprus Anti-Doping Authority, Cyprus)
- Prof. Dr. Perikles Simon (University of Mainz, Germany)

The research study lasted ten months, from January 2014 to October 2014.

2.1. Aim of the Study

The Consortium were awarded a contract (EAC/2013/0617) by the Commission to undertake a Study with the aim of developing the evidence-base for policies designed to combat doping in recreational sport, including through information-gathering on the use of doping substances in recreational sport in EU Member States, and to promote and support the sharing of best practices in the EU regarding the fight against doping in recreational sport in various enumerated fields.

2.2. Objectives of the Study

The specific objectives of this study were to:

- Map, describe and analyse existing approaches to doping prevention in relation to recreational sports, to the extent that theory and practice can be ascertained from literature, and to show how these findings differ from one EU MS to another;
- Map, describe and analyse the extent to which national anti-doping organisations (NADOs) are involved in doping prevention in relation to recreational sports, thereby highlighting the links (or absence of links) between NADOs and other organisations involved in prevention work;
- Map, describe and analyse the differences between Member States legal, administrative and political arrangements governing the fight against doping (including the status, role and autonomy of sports organisations and the presence or absence of anti-doping laws) and efforts currently undertaken to promote doping prevention in relation to recreational sports;
- Put forward proposals and recommendations regarding doping prevention in relation to recreational sports, to the extent that the researchers believe these could usefully be promoted via initiatives taken at EU level, bearing in mind the distribution of powers, roles and resources between the EU, Member States, the sport movement and other potentially relevant actors.

2.3. Structure of the Consortium and invited experts

The Study was comprised of three main groups of participants. The first was the Consortium appointed by the Commission where each of the members of the Consortium had previously been a member of the EU ad hoc Group of Experts for the Doping in Recreational Sport Expert Group.

The composition of the Consortium was as follows:

- European NADO: 1
- Academic institutions: 3
- Government Dept./lawyer: 1
- Sector organisation: 1

The Consortium then formed a High Level Expert Review Group to direct the research at both quantitative and qualitative levels.

The composition of the High Level Expert Review Group (including, but not restricted to the Consortium) was as follows (N=14):

- European NADO: 4
- Academic institutions: 8
- Government Department/lawyer: 1
- Sector organisation: 1

A third group was comprised of EU Member State coordinators. These had been selected to give a spectrum of expert evaluation and contributions from National Anti-Doping Organisations (NADOs), academic institutions with an expertise in anti-doping

work, Government departments, and their agencies and from NGOs with a specialism and understanding in doping issues. This purposeful sample of experts from the field of anti-doping from all 28 EU Member¹ States was invited to complete an online survey. The experts acted as coordinators for their country and were tasked with responding to the survey on behalf of their country. As such, they were encouraged to respond to the questions with the support of others, where necessary or appropriate. The purposeful sample of experts was recruited through the international networks of the Consortium, in consultation with the High Level Expert Group.

The composition of the EU Member State Coordinators was as follows (N=29):

- NADOs: 16
- Academic institutions: 6
- Government departments & agencies: 4
- NGOs: 3

2.4. Research Structure, Methodology and Programme

The research programme was structured in specific, sequential stages as follows.

1. The Consortium met to agree on the scope and range in compliance with tender specification, and specifically to:
 - a) Determine whether doping prevention in relation to recreational sport at EU Member State level is being undertaken recurrently and systematically;
 - b) Discover what practices and evidence exists in doping control and preventative actions in recreational sport;
 - c) Identify the extent to which knowledge and good practice from prevention work in other fields may be helpful in informing and guiding policies for doping prevention in relation to recreational sports;
 - d) Explore the position of NADOs and other organisations involved in prevention work in anti-doping interventions in recreational sports and whether and how the expertise and role of NADOs are/are not being used. This included identification of the mandates and missions of NADO's and the extent to which the mandates require, allow or exclude collaborations with other actors in relation to doping prevention in relation to recreational sports; and
 - e) Undertake a systematic and structured review of knowledge (academic and other), regarding EU MS' legal, administrative and political arrangements governing the fight against doping (including the status, role and autonomy of sports organisations and the presence or absence of anti-doping laws) and efforts currently undertaken to promote doping prevention in relation to recreational sport.
2. The preferred EU Member State Coordinators (as nominated in the tender) were invited to agree to their participation and to submit the information requested. They were at liberty to use other national contacts as necessary, and/or to nominate a

¹ Given the fact that the fight against doping is considered a "Regional Competence in Belgium, two submissions were invited – one for the Flemish and one for the French Community – taking the possible total number of submissions to 29.

replacement coordinator. Four coordinators proposed alternative contacts that were subsequently used. The analysis of the questionnaires returned by the coordinators was compiled into the fact sheets (Annex 1). These were subsequently returned to the coordinators for the further comment and/or correction on at least two occasions.

In order to fulfil the objectives of the tender, the methodological approach comprised (i) the collection of primary data through a structured survey; and (ii) secondary data through literature searches and website analysis.

2.4.1. Survey design and data collection

The online survey was a mixture of open and closed questions and comprised five parts (see Annex 3). Part one gathered information on the EU Member State co-ordinator organisation. Part two contained questions relating to the legislation/regulations/political arrangements regarding doping in recreational sport, while part three focused on the mission, purpose, role and involvement of the MS National Anti-Doping Organisations (NADO). Part four asked coordinators to share data and good practice on doping prevention in recreation sport in their country. The final part gathered information on opinions regarding doping in recreational sport and considered the support that is currently available in this field.

The Consortium research team, who are highly experienced in the field of anti-doping, designed the survey before disseminating it to members of the High Level Expert Review Group for further review and revision. This process led to the removal of one question, which did not directly relate to the research objectives, as well as the rewording and reformatting of some questions to ensure participation, comprehension and clarity of answers. At this stage, two of the High Level Expert Review Group members - who were also acting as Member State (MS) coordinators - piloted the survey prior to release to the wider group of MS co-ordinators.

Contact was made with the EU MS coordinators who were given a 6-week period for completion. It was anticipated that a number of follow-ups would be necessary and each EU MS coordinator was given the opportunity to add, amend, clarify or update their initial submissions. Missing information requests were sent to each MS coordinator to ensure compliant and complete returns were received for analysis and comparison by the consortium.

Member State experts completed the surveys online and then their responses were transferred to a Word document. The Consortium of experts reviewed the submissions, highlighting null or confused responses, and raised queries for the MS experts to consider. These annotated scripts were sent back to the experts via email. The experts then returned a second country submission, which enabled a final country overview to be drafted. This final draft was then returned to each Consortium expert so that they could undertake a final accuracy check before the country fact sheets were compiled (see Annex 1). At the second consultation the coordinators were asked to confirm that they were satisfied that the information provided was comprehensive and representative of their national positions, and in particular that the legal position in relation to interventions of anti-doping actions and policies in recreational sport and of their NADO had been correctly summarised.

This iterative process - between the Consortium team and the MS experts - was conducted as necessary in an attempt to present the most valid picture of each MS approach and position. The repeated consultation was an important quality assurance mechanism, ensuring the accuracy of each MS fact sheet.

2.4.2. Data analysis

Due to the type of data collected, analysis comprised of descriptive statistics, including frequencies and medians. Consideration was given to possible differences between subsets of the sample where possible (e.g., NADO vs non-NADO). Findings from the open-ended questions were analysed and grouped together where appropriate.

2.4.3. Ethical considerations

The Research Ethics Committee of Leeds Beckett University UK, granted approval for the study. All participants received an Information Sheet that explained in full what was involved in the study and what was expected of the participants.

2.4.4. High Level Expert Review Group

The High Level Expert Review Group met to consider the draft findings and to add further critical comment and context, and to specifically:

- Critically assess the research findings and preparing a summary that identified the occurrence of doping prevention in relation to recreational sport across the European Union;
- Assimilate the information to highlight common areas and show how the findings differed from one EU Member State to another, and to review whether the instances of interventions (in relation to the trade in doping substances) could be said to have a preventive (as opposed to a sanctioning) role;
- Critically reviewing the extent to which NADOs are involved in doping prevention in relation to recreational sports;
- Start the review, analysis and explanation of whether or not the expertise of NADOs is being used by other actors involved in prevention work, and to consider how such collaborations may be developed to be mutually beneficial;
- Identify any links between NADOs and other organisations involved in prevention work and to consider proposals to identify the extent to which the expertise vested in NADOs may be indispensable to prevention work;
- Ascertain whether the “traditional” role of NADOs in meeting the needs of high-level competitive sports is an opportunity or an impediment for effective prevention work in recreational sport.

The High Level Expert Review Group was asked to consider the following proposition that:

In directing the first draft of the results of the research findings of the Study on Doping Prevention due regard should be given to the relevance, context and support (for action) which had been proposed in the EU Expert Group on Doping in Recreational Sport recommendations (DRS version 6, January 2014), and specifically which could be supported, amended or to be deferred. The first draft of the Study on Doping Prevention should include an analysis of the findings and having a special regard to the effectiveness and efficiency to making recommendations as to how

useful different types of legal, administrative and political arrangements governing the fight against doping may be in relation to doping prevention in recreational sport.

The Consortium prepared a first draft of the Study in August with an analysis and surrounding narrative for the High Level Expert Review Group to add their comments before distributing to the 29 EU MS coordinators. Any responses were then incorporated into the final report following the second and final meeting of the High Level Expert Review Group in London in October 2014.

2.5. Limitations

Although the Study provides a good overview of current practice and legislation as it applies to the prevention of doping in recreational sport, it is important to point out that the findings are highly dependent on the information provided by the MS coordinators. As with any survey study, the quality of responses varied considerably and some country submissions were, despite numerous attempts by the Consortium, incomplete. Finally, expert opinion is always open to interpretation. It is not suggested that expert views necessarily reflect, or cohere with, the official position of their country.

2.6. Content and Structure of the Survey and Review

In order to fulfil these objectives, the Study contains the following sections:

- Section 1 offers an executive summary of the Study on Doping Prevention;
- Section 2 provides the background to the study, identifies key personnel involved in the research and outlines the research objectives;
- Section 3 presents relevant ethical and philosophical ideas pertaining to anti-doping prevention in recreational sport, especially with respect to criminalisation;
- Section 4 presents the relevant legal background to anti-doping policy;
- Section 5 addresses the possibility of European wide anti-doping policy development for recreational sport from the perspective of European National Anti-Doping Organisations;
- Section 6 presents a selective review of the approaches to the prevention drug use in a broader health context. It also reviews the content of anti-doping interventions that have been subject to monitoring and evaluation;
- Section 8 offers the study conclusions;
- Section 9 lists a set of recommendations for future policy initiatives and legislative initiatives, with the aim of better addressing the issue of doping in recreational sport;
- Annex 1 presents a description, in the form of fact sheets, for each EU Member State surveyed (there are separate fact sheets for Belgium-Flanders and Belgium-Wallonia). More specifically, each fact sheet outlines the different anti-doping

legislative and preventive mechanisms and systems in place in the context of recreational sport;

- Annex 2 details the survey participants;
- Annex 3 outlines the survey instrument;
- Annex 4 describes the examples of good practice offered by the MS coordinators;

3. Ethical and philosophical framework for preventative policies regarding anti-doping in recreational sport

3.1. Introduction

In everyday discourse, and in anti-doping discussions, the failure to distinguish between ethical² and legal perspectives is widespread. Where the distinction is observed, it is equally common that the former is referred to as “the bottom line”. The phrase and its employment establish a perceived hierarchy between the two. Nevertheless, the fact sheets in Annex 1 show that while 19 MS have adopted specific criminal legislation to fight against doping, only Cyprus has specifically criminalized the use of any substance on the WADA Prohibited list by an athlete, whether in elite or recreational sports.

A question arises as to whether all MS ought to adopt the same stance on doping in recreational sport. If one MS criminalizes such behaviour, ought not all? Although there are clearly political dimensions to this question, there are also ethical ones, which are presented here.

3.2. Doping, harm, criminality

It is a matter for each MS how they view the act of recreational doping, whether as unethical and/or illegal or both, or indeed neither. Taking a critically reflective stance on these views entails consideration of deeper moral and political philosophies or theories. Several classical positions can be distinguished. The 18th British liberal philosopher John Stuart Mill famously laid out his “harm principle” (1859): insofar as an individual’s acts harm no one else, and where they are competent to make their own choices (not being compromised by age, intelligence, or disability), one should be free to exercise one’s choices as one sees fit. This has subsequently been labelled “agent sovereignty” (Arneson: 2000). Over themselves, rational competent adults are thought to be sovereign.

Subsequently, it has been widely held, though not universally accepted in the liberal west, that the criminal law ought to apply only to cases where one has been wronged where serious harm occurs (Feinberg, 1984; 1986). It should be noted that serious harm can be understood as the aggregation of less serious harms. Harms occur because of the wrongful acts or omissions.

While it is clear that one may harm oneself, say by ingesting certain powerful doping substances (where this is defined in WADA’s Prohibited list, and including classes of recreational drugs), or excessive quantities of less powerful drugs, it does not follow that one is necessarily thereby wronged. Feinberg (1984) among others, holds that an act being thought of as immoral is not a sufficient condition for its being the object of punishment under criminal law.

This raises the question about immoral acts where no-one is wronged. Mill’s classic liberal position stands in contrast to what is called “legal moralism”. Its chief advocate, Baron Devlin (1965) had held that a state may justifiably punish harmful immoral

² For the purposes of this report, ethics and morality are taken as synonyms.

acts. His view was that protection of the community or State may require prohibition of acts that might undermine the moral code that was partly constitutive of that community or State. Under this position for an act to be considered illegal it must first be considered immoral. It is clear that some discourses of anti-doping under WADAs governance do indeed view doping as an immoral or unethical act of cheating, and not merely one of potential harm. Article 4.3 of the World Anti-Doping Code (WADC) (2009) holds that two of three criteria must apply for a substance or method to be considered for inclusion on the Prohibited list. These are (i) (potential for) performance enhancement; (ii) (potentially) harmful; and (iii) (potentially) against the spirit of sport. The legitimacy of these criteria are contested in the ethical and philosophical literature on anti-doping (Loland and Hoppeler, 2012; McNamee, 2013; Waddington and Møller, 2014) between those scholars and scientists who believe that the criteria are either inoperable or unacceptably paternalistic and those who do not. These debates have deeper moral and legal roots. The idea that an authority (whether WADA or MS) may intervene in the choices of its ordinary citizens, for their own good – is known as “legal paternalism”. Feinberg’s view opposes this view and legal paternalism, where the State usurps the standard liberal presumption of agent sovereignty.

While conduct that was depraved might be prohibited on both liberal and legal moralistic lines, it is far from clear that the ingestion of doping products in recreational sport reaches this depth of seriousness. Thus the issue of whether prohibitions of acts that harm only the self is justifiable is itself controversial, beyond doping as is the case with social drugs such as narcotics or alcohol. One might even consider these acts to be victimless crimes, though certainly not without social costs. Equally, consideration of the economic cost of treating recreational doping athletes within MS healthcare systems is unclear but important to ascertain. Under this perspective considerable attention would have to be given as to whether this was a priority for the MS and whether it is more appropriate that it falls under a NADO function of a public health perspective.

3.3. Alternatives to criminalisation

What reasons might count against criminalisation of doping in recreational sport? Various “costs” arise from such a position, not only financial ones. These will include loss of privacy, opportunity costs of social spending on prosecuting and housing offenders, liberty restrictions on those found guilty, crowded courts and even corruption (Schonscheck, 1994). How these are evaluated in response to questions of criminalisation is not clear. Feinberg (1984; 1985) construes these as harms that have to be balanced against the harms that are the object of potential criminalisation (in our case doping in recreational sport). Schonscheck (1994) by contrast argues that such a hypothetical test must pass two filters: (i) the costs of criminalisation (understood in a broad way as above) must not outweigh the benefits; and (ii) there should be no alternative to criminalisation. Generalizations are difficult when trying to apply these filters across a heterogeneous region such as the European Community. With respect to the costs of criminalisation, for example, in 1996 the ACMD & British Government identified that the harm caused by criminalizing large numbers of young anabolic steroid users outweighed the benefits. This view was upheld following a review of the evidence in 2010 (Evans-Brown et al, 2012)

In the following section, on prevention policies, a variety of non-criminalisation processes are set out. It is clear that there are alternatives to criminalisation. A further question remains as to whether these are as effective or indeed as cost-

effective. As to the costs of monitoring and evaluating anti-doping in recreational sport, it would be clear that each MS would have to consider the scope of any programme before it could do the relevant accounting. This would entail consideration of the list of substances (either WADA's Prohibited List or some other one) and identification of the target groups of users (as it is impractical to monitor every gym or sporting space to ensure compliance).

It was noted above that ordinary citizens are thought to enjoy "agent sovereignty". Nevertheless, it has been argued (Raz, 1986) that this does not extend to any and all choices that legally competent adults might make. A further important question pertains to whether individual citizens who enjoy certain rights to privacy, are not being respected if, for example, they are tested in public spaces or places like gyms or training centres (Christiansen, 2011). Raz (1984) argues that the State must respect the autonomous choices of citizens, or must be tolerant of them at least, when they are directed towards morally valuable ends. This might bring back legal moralism, or indeed moral paternalism, but only when set against morally based or abhorrent choices. Again, it is not clear that choosing to dope in recreational sport, however undesirable it might be, offends this criterion of moral baseness or disvalue. And the point concerning scope of doping substances and scope of sports and places potentially to be under surveillance is raised again.

3.4. Privacy

Some MS already have enacted policies that permit doping controls outside of the elite sport context of the WADA Code. Here it is thought legitimate to intervene in the private lives. From an athlete's perspective, the apparent curtailment of privacy rights is controversial: some elite athletes are vocal in support of them, others oppose them vehemently. According to the independent European advisory body on data protection and privacy, the Article 29 Data Protection Working Party, WADA and NADOs could not operate an effective anti-doping system without the 'whereabouts' information that some elite athletes are bound to hand over for each day, three months in advance (with the possibility of altering locations at reasonably short notice)³. It is clear that an extension of WADA policy into recreational sport would not be justifiable in the same way. According to the Working Party, "requests about any regular activities other than competition and training could be considered disproportionate when made to athletes other than top athletes who are active in national and international competitions"⁴.

Nevertheless, ethical issues are raised not merely in terms of rights to privacy, freedom from intrusion or surveillance, but also the privacy of citizen's data. Developments with respect to doping in recreational sport will have to consider carefully what kinds of inter-agency collaborations are required for these programmes to be effective, and to consider the legitimacy of data sharing between those organisations in respect of the privacy rights of individuals.

³ Opinion 4/2009 of the Article 29 Data Protection Working Party of 6 April 2009 on the World Anti-Doping Agency (WADA) International Standard for the Protection of Privacy and Personal Information, on related provisions of the WADA Code and on other privacy issues in the context of the fight against doping in sport by WADA and (national) anti-doping organisations, http://ec.europa.eu/justice/policies/privacy/docs/wpdocs/2009/wp162_en.pdf.

⁴ Opinion 4/2009, o.c., p. 6.

3.5. Conclusion

To the extent that anti-doping in recreational sports is a direction in which MS' policies should travel, a deeper reflection on these ethical and philosophical ideas will be critical. This will entail careful consideration not merely of empirical literature concerning harms, but also the liberty rights that citizens should enjoy, and the question of criminalizing acts that are harmful only to the user, and the rightness or wrongness of those acts in relation to social norms and values. Moreover, in this context it should be considered whether the WADA list is appropriate and in relation to which criteria: harm or community moral standards. Finally, it does not follow that a blanket approach needs to be taken towards the use of all substances in relation to criminalisation, such that certain substances (e.g. anabolic steroids, diuretics, human growth hormone) might merit more serious responses than those (e.g. stimulants like pseudoephedrine and ephedrine can be found in standard medication like analgesics, or β 2-Agonists that can be found in linctus for treating asthma). Such a distinction might be consistent with WADAs separation of these substances that lead to adverse analytical findings, but are less harmful in comparison to steroids or growth hormones.

4. Legal Background

4.1. European legal responses to doping in sport

The European Union Member States have traditionally taken up a leading role in the fight against doping in sport. For example, Italy (1950), France (1965) and Belgium (1965) were the first public authorities to develop anti-doping legislation⁵. Following British cyclist Tom Simpson's death on the slopes of the Mont Ventoux in the 1967 Tour de France, the Council of Europe was the first intergovernmental organisation to undertake an anti-doping initiative.

Resolution (67) 12 on the doping of athletes provided a definition of doping that was accepted for several years and stressed the moral and ethical principles at stake for sport, as well as the health dangers for athletes. It recommended governments to persuade sports organisations to take the necessary steps to have proper and adequate regulations and to penalise offenders. Finally, the resolution recommended governments to take action themselves if the sports organisations did not act sufficiently within three years.

The first international, legally binding, instrument on doping in sport was also of European origin. In the aftermath of the 1988 Olympics, in which Canadian track runner Ben Johnson was caught using the anabolic steroid stanozolol, the Council of Europe's Anti-Doping Convention of 1989⁶ stressed a coordinated approach between public authorities and national and international sports federations. It entrusted the implementation of some of the provisions of the Convention to "a designated governmental or non-governmental sports authority or to a sports organisation" (Convention article 3.2) and defined "doping in sport", quite broadly as the administration to or use of doping by sportsmen and sportswomen, the latter defined broadly as "those persons who participate regularly in sports events".

Despite being limited to Europe, it was the first international instrument on the base of which several measures to fight doping in sport were harmonised (e.g. the list of banned substances, the testing procedure and an analytical procedure), and where governments and the sport movement coordinated their efforts in the fight against doping.

For the EU, while the fight against doping in sport already came to the European Commission's attention in the 1980's⁷, it is only since the Lisbon Treaty came into effect on 1 December 2009, that the EU could properly take action in the field of anti-doping. Still, as article 165 of the Treaty on the Functioning of the European Union (TFEU) only gives the EU a supporting, coordinating and supplementing competence

⁵ See A.-N. CHAKER, *Study on national sports legislation in Europe*, Council of Europe Publishing, 1999, p. 78.

⁶ <http://conventions.coe.int/Treaty/en/Treaties/Html/135.htm>.

⁷ See A. VERMEERSCH, *Europese spelregels voor sport. Overzicht van het Europees sportbeleid in wording en de toepassing van het Europees recht op sport* (European game rules for sport. Overview of the European Sport Policy in the making and the application of European law to sport), Maklu Antwerpen/Apeldoorn 2009, p. 189.

for sport, harmonising measures are excluded. By 2009, however, the fight against doping in sport had already become increasingly harmonised and international.

4.2. Beyond Europe: Harmonisation of legal instruments: World Anti-Doping Agency and the World Anti-Doping Code

The drive towards harmonisation underwent radical change after the 1998 Tour de France with the development of the World Anti-Doping Agency (WADA) in 1999 and the World Anti-Doping Code (WADC/the Code), which first came into force in 2004. This WADC (the first Code of 2003 and the revised Code which came into effect on the 1st of January 2009⁸) and the related International Standards (technical and operational provisions necessary for the application of the WADC) have been very effective in the global harmonisation of doping-related sports rules, sanctions and testing procedures. On the 1st of January 2015, the third version⁹ of the WADC will come into effect.

The WADC is not adopted by an intergovernmental organisation, but by the WADA, a Swiss private law foundation of which public authorities and sports organisations are the shareholders. Therefore, it is not a legally binding document for public authorities.

Yet, recognising the importance of the Code for the progressive harmonisation of anti-doping standards and practices in sport and cooperation at the national and global levels, the public authorities did agree on the UNESCO "International Convention against Doping in Sport" of 2005¹⁰. Through this convention, states parties legally committed themselves to adopt "appropriate measures" that are consistent with "the principles of the Code" (art. 3a and 4.1 of the Convention). The term "appropriate measure" is taken to mean "legislation, regulation, policies or administrative practices" (art. 5 of the Convention).

What the "principles of the Code" are is not established. However, this provision, complemented by the provision in article 4.2 of the Convention stating that the Code is only added to the Convention "for information purposes" as a "non-binding appendix", does make clear that while the Convention is legally binding for public authorities, the Code itself is not. Therefore, the provisions of the Code must be implemented in national law and/or the regulations of the national sports authorities and organisations, in order to be applicable to the athletes and athlete support personnel (athlete entourage) mentioned in the Code.

Given this discretionary margin, and the fact that nothing in the Convention prevents States Parties from adopting additional measures complementary to the Code (article 4.1 Convention), the national organisation of the fight against doping can differ substantially, both in terms of the extent and legal nature of the applicable anti-doping rules as in terms of the mission, legal status and structure of the National Anti-Doping Organisation (NADO).

⁸ <https://www.wada-ama.org/en/resources/the-code/2009-world-anti-doping-code>.

⁹ <https://www.wada-ama.org/en/resources/the-code/2015-world-anti-doping-code>.

¹⁰ <http://www.unesco.org/new/en/social-and-human-sciences/themes/anti-doping/international-convention-against-doping-in-sport/>.

4.3. Nature and Structure of National Anti-Doping Organisations (NADOs)

The legal status of the organisation appointed to act as the NADO, can differ from being a separate legal entity (public or private) to being an organisation which is part of another legal entity (public or private). Similarly, the legal basis of the implementation of the Code's anti-doping rules varies in the same way. In some European countries the rules of the Code are implemented through national legislation (in this context used as a general term to include acts of Parliament, Government or Ministers), in others only the basic rules of the Code are enshrined in national legislation, while the details (mainly the disciplinary procedure and disciplinary sanctions) are implemented through the regulations of the sports federations, and in still other countries there is no national anti-doping legislation, only the anti-doping regulations of the national sports federations (usually incorporating the model rules provided by the NADO; see Section 7.3, Figure 6). This complex picture of anti-doping makes for a challenging prospect for doping prevention in recreational sport. Details of the heterogeneous NADO nature and structure are presented in Section 7.3, Figures 7, 8 and 9.

This does, of course, also have repercussions on the athletes to which these anti-doping rules are, or could be, applicable. A federation can only issue rules binding their members or participants of their events. A public authority can issue generally binding norms. The national anti-doping rules' field of application can therefore be as varied to include a variety of constituencies; all athletes; all athletes in organised sport; all members of (recognised) national sports federations; all competitive athletes; or only the national and international-level athletes as defined by the NADO and International Federations mentioned in the Code.

In this regard, it is worth mentioning that with the Code and the UNESCO Convention, the fight against doping in sport has not only evolved from a European to an international cooperation, and an ad hoc to a structured cooperation between public authorities and sports federations, but also from a focus on "participants in sports events" to a more limited focus on "elite" athletes (athletes who participate in sport at the international or national level).

This fact was well noted in the Council Conclusions on Combating Doping in Recreational Sport of May 2012¹¹, which stated: "While international cooperation in relation to the fight against doping in elite sports is well developed, cooperation in relation to the fight against doping in recreational sport, between EU Member States as well as internationally, has so far been limited. The fight against doping in recreational sport should not divert attention from the fight against doping in elite sports, but rather supplement the efforts to secure clean and safe sport environments at all levels."

4.4. Definitional problems

According to the definition of the Code, for the purposes of doping control, "athlete" means national or international level competitor ("elite" athletes"), while for the purposes of education programmes "athlete" means any person who participates in sport under the authority of any signatory of the Code, Government, or other sports organisation accepting the Code.

¹¹ <http://data.consilium.europa.eu/doc/document/ST-8838-2012-INIT/en/pdf>.

While the Code itself does not prohibit NADO's from testing non-elite athletes, in operational terms, recreational level athletes are not the focus of the Code and prevention efforts in recreational sport are not instrumental for a NADO to be declared code-compliant. For this reason, doping prevention in recreational sport can be quite different from doping prevention in elite sport, both in terms of which organisation takes the lead, which athletes can be tested, and what rules are applicable. This is especially true for health and fitness club members, who are usually not members of a federation that adheres to the Code and therefore usually not the focus of prevention efforts unless the public authorities take action.

National legislation criminalising the use of any doping (as defined by the WADC) by an athlete is very rare (i.e. limited to Cyprus). For elite athletes using doping methods or substances, the sportive sanctions of the Code (as implemented by national law or the national federations) apply, but given that these rules do not necessarily apply to recreational-level athletes (see above) and these athletes are rarely tested, this means that in a lot of MS, recreational-level athletes using 'doping' products risk nothing more than their health, provided that the use does not fall under general drug legislation.

Since the general use and accessibility of performance enhancing drugs has however increased and is more generally being seen as a public health threat¹², there is a growing trend to use criminal law to fight doping in sport¹³. Whether this is a good or effective idea, remains to be seen¹⁴. Up to now, 19 MS have adopted specific criminal legislation to fight against doping, usually providing criminal sanctions for trade in or administration of certain doping substances to athletes or the possession of certain doping substances by athletes, in particular steroids and hormones¹⁵.

¹² See in this regard the 2012 "Strategy for Stopping Steroids" project with contributions from Denmark, Cyprus, the Netherlands, Poland and Sweden, online available at www.anty doping.pl/upload/2012/strategy_for_stopping_steroids_report_web.pdf.

¹³ Compare German Federal Ministry of the Interior, 2008 Survey among EU Member States on the criminal liability of athletes for the possession of doping agents, unpublished, B. Houlihan and B. Garcia, "The use of legislation in relation to controlling the production, movement, importation, distribution and supply of performance-enhancing drugs in sport", 2012. Available online at www.unesco.org.

¹⁴ On the ethical aspects of this choice: see Section 3. On the potential and effectiveness of this choice: see Ioannidis 2006, 2010; Keidzor, 2011; Paoli and Donati 2013. Tarasti, 2010; Volmecke, 2008.

¹⁵ For details: see country fact sheets (Annex 1).

5. Perspective of European National Anti-Doping Organisations (NADOs)

5.1. Introduction

There is general recognition among European NADOs that doping is not confined to the competitive level of sport. Recent studies have highlighted its prevalence within recreational sport, raising concern about the implications for both public health and the integrity of amateur competition (Hibell et al., 2012; Sagoe et al., 2013).

While the nature of the problem is widely acknowledged, a consistent solution across MS has been difficult to establish, often due to a shortage of clearly defined roles and responsibilities. What is clear is that doping in recreational sport needs to be considered with respect to the relevant differences that exist between recreational sport and elite sport. In some cases this might mean radically different approaches to the elite sport level, while at other times the differences may only be ones of degree.

The Code's anti-doping system and NADOs were specifically designed with a clear and confined scope to address the needs of national and international sporting competition. As was noted in section 4, the governance frameworks for NADOs vary in their remits and the levels of funding across Europe, depending on each country's national anti-doping policy. Unsurprisingly, resources have largely concentrated on these levels. Some countries have opted to undertake testing for recreational athletes, including non-competitive users of gyms and fitness centres. This has partly been used as a voluntary tool (i.e. not legally mandated), designed to exclude people who use doping products, and to help gyms to promote themselves as a safe and doping-free exercise environment (Christiansen, 2011; Steel et al., 2010). Aside from these cases, the majority of NADOs have opted not to intervene. Some have viewed this as a departure from their core mission and objectives (Anti-Doping Denmark *et al*, 2012). As discussed further below, the ability to apply the same model used to combat doping in competitive sport at a recreational level is both impractical and is likely to prove ultimately to be ineffective. The NADOs on the whole recognise the need for a preventative framework (Anti-Doping Denmark *et al*, 2012).

A core component of any programme's success will rely on the formation of effective partnerships, especially with health and education authorities. Some European NADOs are well positioned to support this process, through the provision of information, educational resources and raising awareness of the issue. It is unlikely that the fight against doping in recreational sport would be permitted to divert the attention of NADOs from their key task: combating doping in elite competitive sports.

5.2. Changes to the 2015 World Anti-Doping Code

In the 2015 World Anti-Doping Code, 'athlete' is defined as: "any person who competes in sport at the international level (as defined by each International Federation) or the national level (as defined by each NADO)". An Anti-Doping Organisation does, however, have the discretion to apply anti-doping rules to an Athlete who falls under neither of these categories. For the purposes of anti-doping information and education, any person who participates in sport under the authority of any signatory, is an "athlete".

As was noted in the previous section, this definition leaves scope for NADOs to intervene at a recreational level and implement anti-doping programmes down to a grassroots level. Such scope has existed since the 2009 version of the Code. In general European NADOs have not taken up this approach, retaining their focus the more limited goals of controls and sanctions in elite sport. It is unclear whether simply extending the current regimes into anti-doping measures in recreational sport centred, based on these principles would provide a satisfactory solution to the problem for various reasons including scope, cost, effectiveness, and efficiency.

Nevertheless, one area where the new Code that might help prevent doping in recreation sport is through an increased focus on intelligence and investigations. From 2015, every anti-doping organisation must have the resources to obtain, assess, and handle anti-doping intelligence and information from a variety of sources (article 5.8 of the Code 2015). This means NADOs will have enhanced capabilities to share intelligence with law enforcement about the supply of doping products to be used in both competitive and recreational sport. Indeed, in the majority of cases it is difficult to determine in advance if a supplier is servicing competitive or recreational athletes, demonstrating a clear area of overlap where NADOs may collaborate with broader prevention practices. For example, in 2013 UKAD contributed to a regional (East Midlands) Police Force drugs profile. This helped to assist in building a bigger picture around drugs use and links to training gyms. Collaborations like this one demonstrate the expertise available within NADOs and the potential ability to work effectively with law enforcement partners.

An increasing number of NADOs are also receiving information on people, substances and activities that may relate to doping, through dedicated hotlines and online forms. This information may also be reported to police forces, for example, where controlled drugs, such as anabolic steroids, are being distributed in a gym. NADOs will continue to support the efforts of the World Anti-Doping Agency (WADA) as part of MS's commitment to the UNESCO Convention to develop effective partnerships with relevant international stakeholders in order to restrict the availability of doping substances that can be across all levels of sport.

5.3. Government Relations

Doping can lead to physical, psychological, or social harm and impact upon both users and the wider community. Within recreational sport, doping can possess serious health ramifications for substance users, it threatens the safety of public sporting provisions, it can damage the integrity of competition, and in several studies it has been linked to negative societal phenomena (EU 2012). Given its proven negative health effects doping in recreational sport is likely to increasingly become a public health issue. Departments responsible for public health need to consider the precise nature of risks that doping at an amateur level create. As cited in the 2011 Communication on Sport

(EU), “doping remains an important threat to sport and the use of prohibited substances by amateur athletes poses serious public health hazards and calls for preventative action, including in fitness centres”. NADOs have an expertise that could be utilised to support the creation of prevention programmes however, do not have the resources to implement this at present. Collaboration with other public authorities is required to address the issue.

5.4. Education

NADOs could have a role in the development of content and resources to educate a wider sporting population about the risks of doping to enhance sporting performance. At present many athletes lack basic information, with many doping practices often stemming from a lack of knowledge and understanding about their effects. There often exists confusion among athletes about whether the products they use are illegal, may contain a prohibited substance, and be detrimental to their health (Bojsen-Møller and Christiansen, 2010; Christiansen and Bojsen-Møller, 2012). There exists a heavy reliance on self-declared experts for advice on what drugs to take, how to take them and what to do to limit side effects (Monaghan 1999). This patterning appears to emerge in adolescence as they also source information about anabolic steroids from their friends and “informed” peers (Alaranta et al. 2006). The internet is also a major source of information for young and old (Denham, 2006) and a recent review of thousands of websites promoting the sale and use of anabolic steroids noted explicit attempts to discredit scientific evidence on the harmful effects of such use (Brennan, Kanayama and Pope, 2013).

In addition to the health implications of doping, education programmes should be values and skill-based, acknowledging the importance of local contexts and reflecting an ethical approach to teaching from an early age (Council of Europe, WADA). A message of what can be achieved through natural talent and hard work needs to be conveyed as much as possible to a wide audience of young athletes and fitness centre users. In addition to any proposed European campaign for adults, anti-doping needs to feature on national curricula, to ensure a clear message is being delivered during the critical transition phase (between primary to secondary school), when young people are most receptive to the message.

A core determinant of any programme’s success will rely on effective delivery from trained personnel including NADO personnel, and awareness of the attitudes and values of the relevant target community (Grogan, 2006). Ensuring every physical education teacher, coach or instructor has baseline knowledge of anti-doping is imperative to ensure a consistent and accurate message is being circulated. Coaches and instructors are well placed to provide key information about the positive benefits of training and exercising without the need to use performance or image-enhancing substances and they can have a significant influence on athletes’ behaviour especially when they are at an early age (Ennett et al., 2011). NADOs can again offer support in the development of training resources for educators.

6. Prevention Landscape Selective Literature Review

The call for tenders for this Study specified the need to identify the extent to which knowledge and good practice from prevention work in other fields might be helpful in informing and guiding policies for doping prevention in relation to recreational sports.

Prevention science in relation to drug use has developed significantly in recent years. Drug prevention strategies, based on scientific evidence have been implemented in countries across Europe, and good practice has been highlighted incorporating diverse interventions within a range of settings such the family, schools and the wider community.

Practitioners and policymakers now have a greater understanding of the complex individual and environmental factors that may influence both the initiation of drug use and its escalation to drug use disorders. Based on rigorous evaluation, extensive research and systematic review, a range of effective tools has been developed, together with a framework for their implementation (UNODC¹⁶, 2013).

Owing to these developments in the field, understandings of what constitutes 'good' and 'best' practices as altered accordingly. Merely facilitating the provision of information regarding the dangers of drug use or awareness raising via mass media campaigns is no longer classed as 'best practice'. The evidence of effectiveness for counselling approaches is also scarce. Moreover, there is insufficient data to support their utility in impacting on drug use behaviour or their cost effectiveness as an intervention. The challenge of prevention lies in helping individuals (predominantly young people) to adjust their behaviour, capacities, and wellbeing in fields of multiple influences such as social norms, interactions with peers, living conditions, in addition to their own personality traits (EMCDDA¹⁷, 2014).

A previous and widely used medical model of prevention used a tripartite classification into primary, secondary, and tertiary prevention (Caplan, 1964). This has now been superseded by a classification of prevention strategies based on the overall vulnerability of the target population (Mrazek and Haggerty, 1994). While tripartite classification is useful to describe the development of pathologies, the medical paradigm is regarded as less suitable to describe complex human behaviour, particularly that which is not dysfunctional or pathological.

The approach, in its simplest terms, may be described as:

- **Universal prevention** strategies which address an entire population (e.g. local community, pupils, neighbourhood). The aim of universal prevention is to deter or to delay the onset of drug use by providing all necessary information and skills. Universal prevention programmes are delivered to large groups without any prior screening for their risk of drug use and assume that all members of the population are at equal risk of initiating use.
- **Selective prevention** serves specific subpopulations whose risk of a disorder is significantly higher than average, whether imminently or over the course of a lifetime. Often, this higher vulnerability to drug use stems from social exclusion (e.g. young offenders, school drop-outs, pupils who are failing academically). The main advantage of focusing on vulnerable populations is that they are already

¹⁶ United Nations Office on Drugs and Crime.

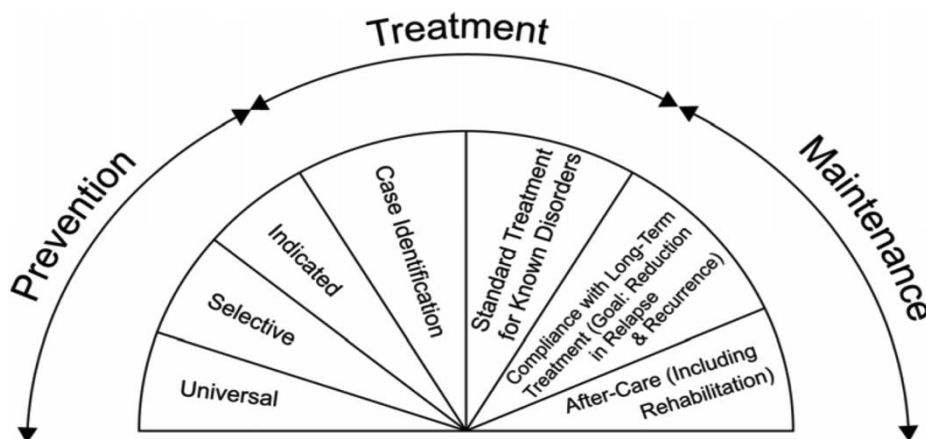
¹⁷ European Monitoring Centre for Drugs and Drug Addiction.

identified in many places and contexts by other social policies and their respective public offices/departments. Risk conditions of young vulnerable groups, such as young offenders, homeless, truant, disadvantaged, and minority youth, are, however, rarely addressed despite their increasing recognition at political levels.

- **Indicated prevention** aims to identify and target individuals who are showing indicators that are highly correlated with an individual risk of developing drug use later in their life (such as psychiatric disorder, school failure, 'antisocial' behaviour) or who are showing early signs of problematic drug use (but not clinical criteria for dependence). The aim of indicated prevention efforts is not necessarily to prevent the initiation of drug use but to prevent the (fast) development of dependence, to diminish frequency of use, or to prevent progression to more harmful patterns of drug use (e.g. injecting).

In the field of mental health, this model has been expanded to form an integrated continuum of services or interventions incorporating prevention and treatment together with after-care (see Figure 1).

Figure 1: USA Institute of Medicine Model of Prevention



This model of prevention can be viewed as a useful framework for drug prevention (O'Connell et al., 2009), with interventions to support relapse-prevention in those that have ceased drug use, as an integral part of after-care.

However, a contemporary framework for drug prevention incorporates the three modalities of universal, selective and indicated prevention, which predominantly use strategies of persuasion to change the behaviour or at least attitudes of individuals, together with a wider, societal approach, loosely termed 'environmental strategies'. This approach works on the level of the social, formal and cultural norms or unwritten rules of behaviour that are cognitively represented as beliefs or opinions (Brotherhood & Sumnall, 2012), tackling both licit and illicit drugs (EMCDDA, 2014a). Environmental strategies can be defined as those aimed at altering the immediate cultural, social, physical, and economic environments in which people make their choices about drug use. This perspective takes into account the fact that individuals do not become involved with drugs solely on the basis of personal characteristics. Rather, their attitudes and behaviour are influenced by a complex set of factors in the environment, including: what is expected or accepted in the sub-cultures and communities in which they live; national rules or regulations and taxes; the publicity messages to which they are exposed; and the availability of alcohol, tobacco, and illegal drugs (EMCDDA,

2014b).

At the population level, the understanding and development of implementation factors such as policy, structure, organisation, workforce, prevention ethos, and culture is at least as important in identifying effective interventions (Ritter and McDonald, 2008). Of most relevance in guiding policies for doping prevention in relation to recreational sports are those interventions classed as universal. These may be sub-divided into the specific settings of school, family and community together with those categorized as general population (EMCDDA, 2014a).

School-based universal prevention programmes based on social influence (Faggiano et al., 2008; Faggiano et al., 2010) approaches have been shown to be effective in reducing licit and illicit drug use. A number of other approaches have had promising results including multicomponent programs (Foxcroft & Tsertsvadze, 2011), interactive programmes (Tobler et al., 1998; Porath-Waller et al., 2010), peer-lead interventions (McGrath et al., 2006) and skill-based interventions (Faggiano, 2005).

Based on a qualitative systematic review of the effectiveness of school-based interventions for smoking prevention (Bauld et al., 2009), the National Institute for Health and Clinical Excellence (NICE, 2010) in the United Kingdom made the following recommendations:

- Anti-smoking policy should support both prevention and stop smoking activities, and should apply to everyone using the premises (including the grounds);
- Information on smoking should be integrated into the curriculum. For example, classroom discussions could be relevant when teaching biology, chemistry, citizenship and mathematics;
- Anti-smoking activities should be delivered as part of personal, social, health and economic (PHSE) and other activities related to “Healthy Schools” or “Healthy Further Education” status;
- Anti-smoking activities should aim to develop decision-making skills and include strategies for enhancing self-esteem. Parents and carers should be encouraged to get involved and students could be trained to lead some of these programmes;
- All staff involved in smoking prevention should be trained to do so;
- Furthermore, educational establishments should work in partnership with outside agencies to design, deliver, and monitor and evaluate smoking prevention activities. (NICE, 2010)

Family-based universal prevention programmes have been shown to have some impact in relation to cannabis use (Gates et al., 2006), as have family based and multi-component programmes (Foxcroft, 2011) and teacher and parent partnerships in the case of cigarette use (Thomas et al., 2007).

Community-based universal prevention programmes, as part of a comprehensive approach involving community, school and family, were found to be effective (Jones et al., 2006), as was mentoring schemes in the prevention of alcohol use (Thomas et al., 2011). A number of further programmes and interventions were shown to be promising including, comprehensive multi-component programmes to prevent tobacco use (Sowden & Stead, 2003), interactive programmes for vulnerable

youths (Springer JF et al, 2004), multi component prevention (Foxcroft et al., 2011) and support groups with peer mentoring (Faggiano, 2008).

General-population universal prevention programmes such as mass-media campaigns as stand-alone interventions are considered ineffective for reducing licit and illicit drugs (EMCDDA, 2014a). Nevertheless, mass-media campaigns in combination with school-based, community-based or national programmes have been shown to be effective in the prevention of tobacco use (Brinn et al, 2010).

In addition the drug-prevention quality standards produced on behalf of the EMCDDA (Brotherhood and Sumnall, 2011), and the UNODC (2014) have recently published International standards on drug use prevention.

Figure 2 (below) summarises the interventions and policies that have been found to yield positive results in preventing substance use by age of the target group and setting, as well as by level of risk and an indication of efficacy. While not all these programmes will be transferrable to the arena of doping within recreational sport, many of the principles can reasonably be assumed to apply. The report concludes that to deliver an integrated range of interventions and policies, a system requires strong structural foundations described as:

- A supportive policy and legal framework;
- Scientific evidence and research;
- Coordination of multiple sectors and levels involved;
- Training of policy makers and practitioners and;
- A commitment to provide adequate resources and to sustain the system in the long term.

Figure 2: Summary of interventions and policies that have been found to yield positive results in preventing substance abuse. Adapted from United Nations Office on Drugs and Crime (2013) International Standards on Drug Use Prevention

	Prenatal & infancy	Early childhood	Middle childhood	Early adolescence	Adolescence	Adulthood
Family	<i>Selective</i> Prenatal and infancy visitation **					
	<i>Selective</i> Interventions targeting pregnant women with substance abuse disorders *					
			<i>Universal & selective</i> Parenting skills ****			
School		<i>Selective</i> Early childhood education ****				
			<i>Universal</i> Personal & social skills ***			
			<i>Universal</i> Classroom management ***			
			<i>Selective</i> Policies to keep children in school **			
			<i>Universal & selective</i> Prevention education based on personal & social skills & social influences ***			
			<i>Universal</i> School policies & culture **			
			<i>Indicated</i> Addressing individual vulnerabilities **			
Community				<i>Universal</i> Alcohol & tobacco policies *****		
			<i>Universal & selective</i> Community-based multi-component initiatives ***			
				<i>Universal & selective</i> Media campaigns *		
				<i>Selective</i> Mentoring *		
				<i>Universal & selective</i> Entertainment venues **		
Workplace				<i>Universal, selective & indicated</i> Workplace prevention ***		
Health sector				<i>Indicated</i> Brief intervention ****		

NOTES. Strategy with an indication of (* limited/ ** adequate/ *** good/ **** very good/ ***** excellent) efficacy. See previous page for a description of the information implied by this indication. Universal = strategy appropriate for the population at large; selective = strategy appropriate for groups that are particularly at risk; indicated = strategy appropriate for individuals that are particularly at risk.

Doping prevention programmes: In order to examine the evidence base on doping prevention in sport and fitness contexts, a scoping search of the literature was conducted using electronic resources, including PubMed, Ingenta, EBSCO (Academic Search Complete, Business Source Premier, CINAHL, Hospitality and Tourism Complete, LISTA, Medline, psycARTICLES, psycINFO, SportDiscus). The review was limited to peer-reviewed articles written in the English language and published from 1st January 1990 to 14th October 2014.

In total 17 studies (Goldberg et al., 1990, 1991, 1996, 2000, 2003, 2007; Grossman & Gieck, 1992; Tricker & Connelly, 1996; Trenhaile et al., 1998; Elliot et al., 2006, 2008; Ranby et al., 2009; Mottram et al., 2008; Laure et al., 2009; James et al., 2010; Jalilian et al. 2011; Nilsson et al. 2004) evaluated education programmes in relation to behavioural intentions and actions. Therefore it must be concluded that published studies examining the effects of anti-doping education programmes are rare, with a publication rate of less than one scientific article per year.

This publication rate does not compare favourably with other established prevention fields where the research base is significantly larger in terms of span and scale. Further, the majority of studies were conducted in the US High School setting and most sought to improve knowledge, attitudes and intentions towards anabolic steroid use amongst male college athletes. This skewed publication profile and absence of evidence could be explained by the fact that NADOs or other organisations running doping prevention programmes might not necessarily look to publish their work.

It could also be that their doping prevention programmes do not meet the requirements of "intervention" studies thus capable of publication in high quality scientific journals. Indeed, a number of campaigns are noted in the Strategy for Stopping Steroids (Anti-Doping Denmark et al., 2012). Yet the results do not appear to have been disseminated to the wider academic community. Furthermore, Bahrke (2012) highlighted the risk of publication bias whereby interventions that have not resulted in psycho-social or behavioural change may not be submitted or accepted for publication.

A number of the published intervention studies will now be considered.

The only anti-doping education programmes that continue to be monitored and evaluated over an extended follow-up period are US-based programmes: Adolescents Training and Learning to Avoid Steroids (ATLAS; Goldberg et al., 1996, 2000) and Athletes Targeting Healthy Exercise and Nutrition Alternatives (ATHENA; Elliot et al., 2004, 2008). In brief ATLAS focuses on preventing anabolic steroid use among high school athletic males whereas ATHENA focuses on improving body image and preventing drug use among females. Both address a range of psycho-social variables including body image and self-esteem issues and promote sound nutritional principles and safe alternatives to drug use. The programmes run over several months and place emphasis on the complexity of interactions between individual, interpersonal and environmental factors in determining doping behaviours (Backhouse et al. 2009). This comprehensive, multifaceted approach has been found to underpin successful intervention programmes in the wider drug prevention field (Backhouse et al. 2009).

Some studies on the ATLAS programme have shown positive changes in attitudes towards anabolic steroid use (Goldberg, et al., 1996, 2000) but are not conclusive. Fritz et al., (2005) did not corroborate these benefits. In terms of ATHENA, research has found that female athletes have been deterred from disordered eating, athletic-enhancing substance use, and other health-harming behaviours (Elliot et al., 2004) in the short term. In the longer term (1-3 years following high-school graduation)

participants reported significantly less lifetime use of cigarettes, marijuana, and alcohol (Elliot et al., 2008). Further analysis of the programme identified that the effects were strongly mediated by social norms and self-efficacy (Ranby et al., 2009).

Despite their longevity, ATLAS and ATHENA are limited to a US cultural context and focus on team-based sports (Backhouse et al., 2007). However, these programmes produced the only eligible studies (N=4) for inclusion in a recent meta-analysis evaluating the effectiveness of existing randomized controlled trials (Ntoumanis, et al., 2014). This quantitative analysis showed a very small, albeit significant, reduction in doping intentions and no changes in doping behaviour. Ntoumanis and colleagues posited that these small/non-effects might be explained by the fact that ATLAS and ATHENA do not solely target doping use, they also address other behaviours (e.g., healthy eating and training regimes). Alternatively, they highlight the low doping intentions pre-intervention and offer an explanation that the non-significant effects might reflect floor effects as there was little room for manoeuvre in terms of further reductions in intentions and behaviour (Ntoumanis et al., 2014).

Also in the US, Goldberg et al., (2007) undertook the first prospective trial of the SATURN programme; a drug and alcohol testing programme based in high schools. They found no differences 'in the past month' indices of illicit drug use, or a combination of drug and alcohol use, between drug and alcohol tested athletes and non-tested athletes. Indeed, the deterrent intervention seemed to worsen a number of the substance abuse mediators over the intervention period. More specifically, drug and alcohol tested athletes were less convinced of the benefits of testing and the idea that testing was a reason not to use drugs. These findings call into question the legitimacy of the drug testing policies – and the detection deterrence approach – in schools.

In an attempt to prevent anabolic steroid misuse in a sample of Iranian bodybuilders, Jalilian and colleagues (2011) applied a similar intervention design to ATLAS (via six 1-hour sessions). A reduction in self-reported anabolic steroid use and intention to use was reported, along with an increase in knowledge in the experimental group. This study found no significant behavioural effects in relation to anabolic steroid use following the intervention, although a significant decline in nutritional supplement use was noted¹⁸.

In Sweden, youth leaders and health workers delivered a two-year appearance programme in a bid to prevent the misuse of anabolic steroids among 451 adolescent males (Nilsson et al., 2004). Guided by health promotion principles, the intervention focused on stimulating discussion amongst adolescents in order to promote negative attitudes to anabolic steroids, increase self-confidence and raise awareness of each young person's strengths. The objective of these discussions was to ensure that confidence was not contingent on body image ideals. Female adolescents being involved in the discussions emphasized the instrumental role of peer influence in behaviour change; they stressed the importance they placed on positive behaviour and performance over big muscles and aggressiveness. In the 16-year old age group the misuse of injections of anabolic steroids significantly decreased from 5.3% before to 1.2% after the intervention. Among 17-year-old boys, no significant changes in use occurred after the intervention.

¹⁸ Although not included in the total intervention figures due to the findings only being available in abstract form, a study by Siabani et al., (2008) is worth acknowledging. Also promoting sound nutritional principles and safe supplement use to a group of Iranian bodybuilders they noted AS use declined (from 50.14% to 33.44%).

Beyond studies on intervention efficacy, it is worth highlighting that there was a study conducted by Steele and colleagues (2010) on the Danish 'Smiley Scheme' in gyms and fitness centres. It was concluded that while fitness centres participating in the scheme view it in a positive light, "evidence is not available to assess the consequence of the labelling scheme for the prevalence of doping" (Steele et al., 2010; 17). Therefore, the effectiveness of this scheme is yet to be established. Similarly, other schemes and campaigns are underway in this domain but are yet to be robustly evaluated to enable conclusions to be drawn on their efficacy (Anti-Doping Denmark et al., 2012).

This selective review of articles illustrates that prevention and treatment research in the doping field is undeveloped and many questions remain unanswered as to what measures are effective in limiting and treating doping problems. Further research is necessary to penetrate specific successful examples of literature that is focused more narrowly on defined prevention topics. Until a more substantial evidence base is generated in the specific contexts associated with doping prevention in recreational sports, the development of good practice must consider the application, and subsequent evaluation, of the International standards on drug use prevention.

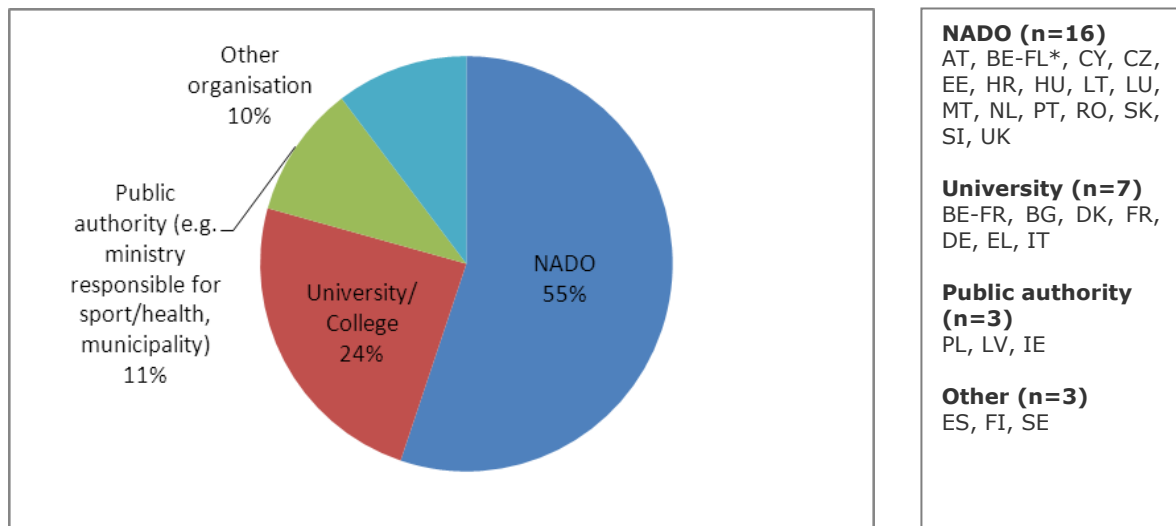
7. Presentation of Findings

This section presents the survey data, identifying the occurrence of doping legislation and prevention in relation to recreational sports across the 28 EU MS surveyed.

7.1. Organisations sampled

The methodology outlined the sampling process and Figure 3 shows the organisations represented by the Member State experts who took part in the study. Half of the experts represented a National Anti-Doping Organisations (NADO) and a quarter was from the University sector. The names of all Organisations/Institutions are listed in Annex 2.

Figure 3: Type of organisation represented by the Member State Experts



(*) The expert for BE-FL indicated that he could be regarded as both a representative of the NADO and a representative of a public authority, as the Flemish Department of Culture, Youth, Sport and Media is NADO Flanders (the Secretary-General of the Ministry is also the official head of the NADO) and a number of civil servants who are attributed to the NADO Flanders team also have to perform other tasks for the Department on occasion.

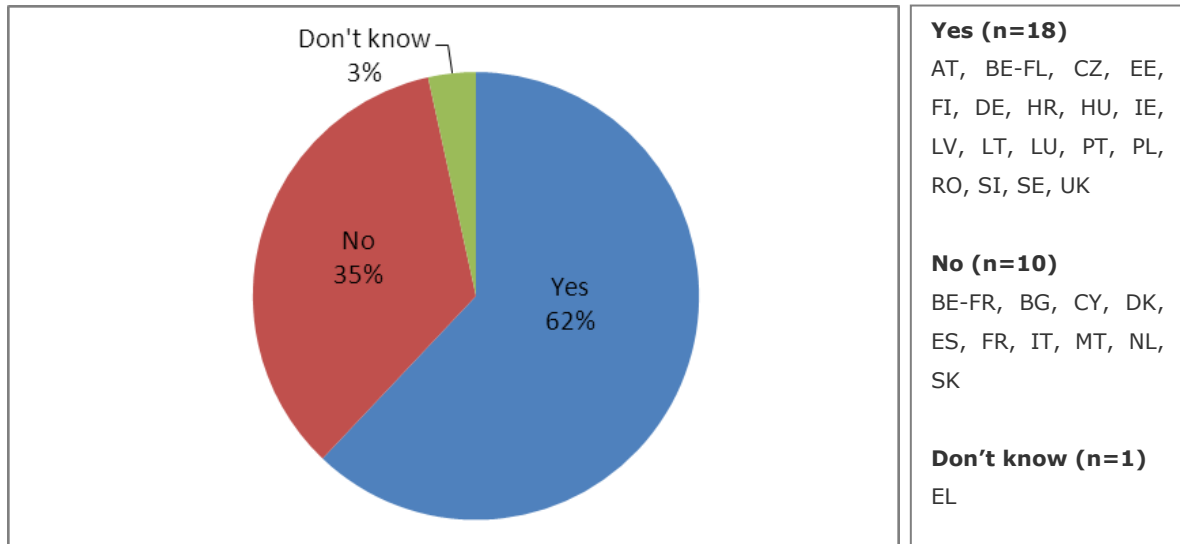
7.2. Collaborations and networks

Experts were asked if the organisation or body they represent is a member of a national or international network that is involved in anti-doping and/or doping prevention. Figure 4 shows that the majority of organisations are involved in a network and these networks are somewhat homogenous in their composition. For example, the following organisations appeared in more than one submission:

- International Group for National Anti-Doping Organisations – www.inado.org
- World Anti-Doping Agency - www.wada-ama.org
- UNESCO – www.en.unesco.org
- Council of Europe – www.hub.coe.int
- European Union – www.europa.eu/

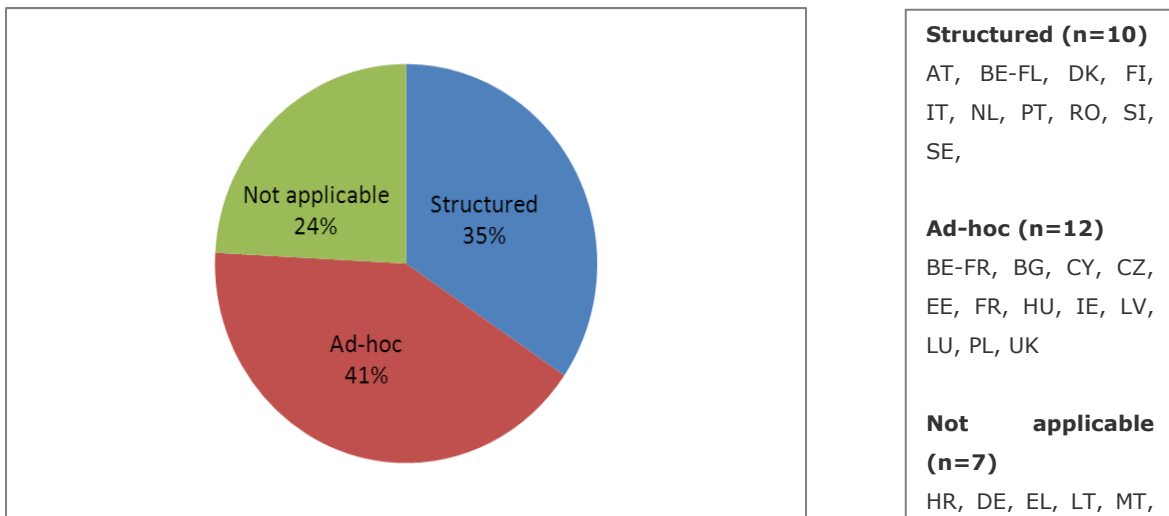
From the 10 experts that stated their organisation was not involved in a network, five were University respondents. It should be noted, however, that all NADOs are affiliated to WADA and each MS has affiliations with the Council of Europe and UNESCO. The question attempted to explore what additional links were active and those involved in networks were equally divided in elite and competitive sport only and those whose organisations spanned elite, competitive and recreational sport.

Figure 4: Organisation membership of a national or international network that is involved in anti-doping and/or doping prevention.



Moving beyond organisational networks, the experts identified the kind of collaboration that exists between the organisations involved in doping prevention in recreational sport in their country (Figure 5). Across the MS the existence of collaboration is not systematic with structured collaboration being identified by only 10 MS. Were those with *ad hoc* networks to develop into structured ones, the total response would be nearly three quarters of the whole sample. Whether it is easier for MS to develop *ad hoc* arrangements into structured ones, or whether it is easier to start from a *tabula rasa* is a moot point.

Figure 5: Forms of collaboration that exists between the organisations involved in doping prevention in recreational sport across the EU Member States



Respondents were invited to offer supporting statements and examples identifying the kinds of collaboration in existence in their country. All responses can be found in the country fact sheets in Annex 1. The following text illustrates the range of responses gathered.

Denmark’s structured collaboration stems from the Danish Act on Doping (1999.232) that is applicable to both sports clubs, fitness centres and for the society as a whole.

Finland’s anti-doping efforts are the product of work in two separate organisations:

"The Finnish Antidoping Agency (FINADA, www.antidoping.fi) is in charge of activities related to competitive sports, while the A-Clinic Foundation’s Dopinglinkki (www.dopinglinkki.fi) net service engages in anti-doping activities amongst fitness enthusiasts. Dopinglinkki is the only health advisory service for doping users in recreational sport in Finland. The Ministry of Culture and Sports organizes official meetings where different authorities, e.g. customs, police, represents of different ministries and national doping organisations share information, and meetings for doping researchers from different fields funded by Ministry of Culture and Sports. Other scientific doping research network collaboration exists between Dopinglinkki and National Institute of Health and Welfare, Finnish Youth Research Network, Finnish Student Service and Sports Medicine Foundation by sharing information and knowledge".

In contrast, ad-hoc collaboration is exemplified in this supporting statement from Wallonia (Belgium FR):

"The government may entrust sports organisations with doping prevention activities (art.3). However, at present, due to the lack of financial means dedicated to doping prevention, no sports organisation has been entrusted with doping prevention. Furthermore, the government should make a 'plan of education, information and prevention' of doping for the period 2013-2017 (see art.4 arrêté du gouvernement, 8/12/2011 http://www.aisf.be/wp2/web/wp2/wp-content/uploads/2012/01/SCAN1566_000.pdf). This plan is supposed to promote the involvement of the sports world in the prevention of doping (development of partnerships with the sports world in the elaboration and the realization of prevention measures). At present, this plan has not yet been realized. "

Finally, a 'not applicable' response is illustrated in this direct quote: 'There is no framework for doping prevention in recreational sport in Malta'. This position is extended and exemplified in the quote from the Greek expert:

"HADO [Hellenic Anti-Doping Organisation] collaborates with sport federations for the organisation of doping prevention campaigns (workshops to raise awareness and inform coaches and athletes on new developments on doping use). Also, HADO collaborates with the Ministry of Education and Religious Affairs for doping controls in school sporting events and related workshops targeting high school students (<http://www.0069.syzefxis.gov.gr/index.php/sxetika/hmerides>). In addition, HADO has produced four booklets with information about doping substances and methods, and doping control information for athletes, coaches and parents (<http://www.0069.syzefxis.gov.gr/index.php/sxetika/ekdoseis>). Also, HADO has produced and distributed leaflets about doping and the use of nutritional supplements. However, there is no formal collaboration between organisations involving doping prevention in recreational sport".

Thus, even though a third of MS have established collaborations in the elite and competitive sport domain, they are yet to do so in the context of recreational sport. It should be noted that 'collaboration' was not defined in the survey and therefore responses were open to interpretation. Having said this, the limited mention of collaborations in the context of recreational sport was striking.

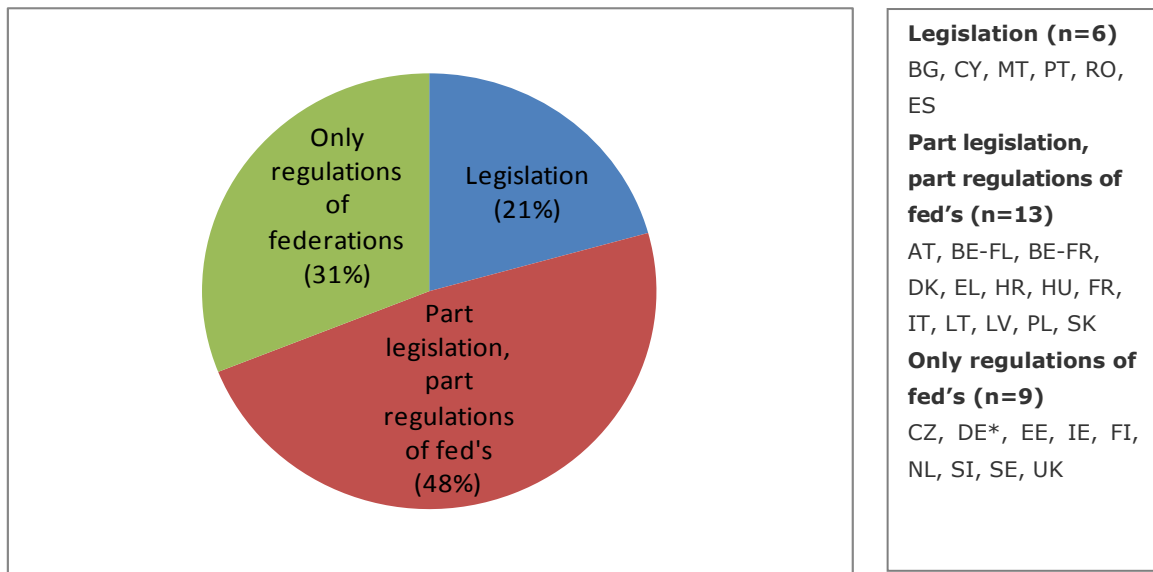
7.3. Legislation and political arrangements

The legal situation regarding anti-doping rules in elite sport (which is the dominant focus of the Code) is clearly not a consistent one. Only one fifth of MS implemented the Code purely through legislation. (Note: that for the purpose of this Study "legislation" refers to any act of Government or Parliament).

Most countries have implemented the Code through a combination of legislation, usually the basic rules of the Code, and the regulations of the national sports federations, usually the disciplinary procedures and sanctions (See Figure 6).

In a significant minority of cases, (n=9, 31%), the anti-doping rules in elite sport are limited to the anti-doping regulations of the national federations, whether or not on the basis of a model provided by the NADO (e.g., Germany, the Netherlands).

Figure 6: Legal status of Anti-Doping rules regarding elite sport (n=28)



In all but two MS (Denmark and the Flemish part of Belgium), the rules applicable in elite sport are also applicable to low-level competitive athletes, even if the latter are rarely subjected to doping controls. The application of the Code is however usually limited to those low-level competitive athletes who are members of same (recognised) national federation as their elite colleagues, or who participate in competitions organised by the relevant federation, or one of its member clubs.

In Denmark, there is a Code for elite athletes and a Code for recreational-level athletes, and separate Doping Tribunals for each. By contrast, in the Flemish Community of Belgium, while the rules in elite and recreational sport are the same, there are separate disciplinary procedures. The federations are responsible for the prosecution and sanctioning of the elite athletes, while the NADO is responsible for the prosecution of the recreational-level athletes.

Non-competitive athletes such as those in fitness and health clubs are rarely affected by the rules in elite sport, whereas low-level competitive members of national sports federations who fall under the same rules as elite members risk the same sportive sanctions by the NADO of Federation’s disciplinary commission.

In a small number of countries athletes in health and fitness centres risk sportive or financial sanctions from the NADO (e.g., Belgium, Cyprus, Denmark, France and Romania).

In cases where substances which are legally considered as drugs are involved, individuals always risk criminal sanctions by the Criminal Courts. Besides the general narcotics legislation, 19 MS have also adopted specific legislation providing criminal sanctions against doping in sport.

At the time of conclusion of this data collection phase of this Study, Germany¹⁹ did not have a specific anti-doping law, as stated in the fact sheet. Nevertheless, a new and wide-ranging sport anti-doping law was shortly thereafter introduced into the German parliament (on track to come into force in May 2015), which will cover all athletes included within the German national testing remit (about 7000 athletes in 2014).

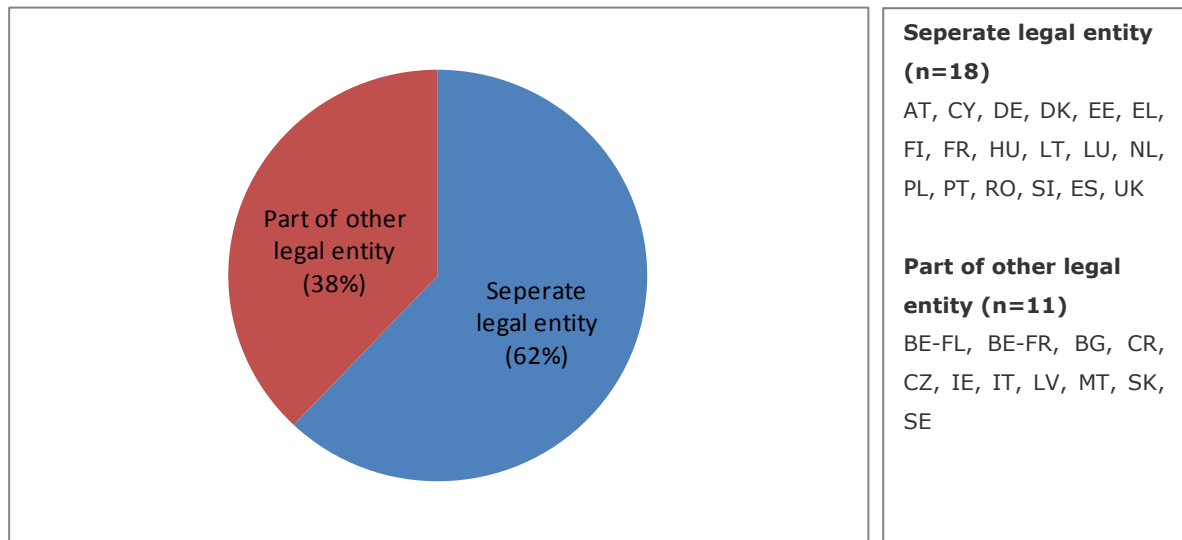
¹⁹ http://www.bmi.bund.de/SharedDocs/Downloads/DE/Nachrichten/Kurzmeldungen/anti-doping-gesetz.pdf;jsessionid=3D257972431A3EAB17783CC4512FB088.2_cid373?__blob=publicationFile

Those who make a living (“generate significant revenues”) from sport and foreign athletes who are caught on a doping offence while competing in Germany will be liable to criminal sanctions for anti-doping rule violations. In addition, the exchange of information between NADA Germany and German law enforcement authorities will be correspondingly strengthened. It is proposed that there will be an effective coexistence of sport law enforcement and criminal prosecution of doping violations. It is worth noting, however, that recreational athletes will not be covered.

The official mission of each NADO is listed in the country fact sheets in Annex 1. Only in the United Kingdom does the official mission of the NADO exclude collaborations with organisations in relation to doping prevention in recreational sport.

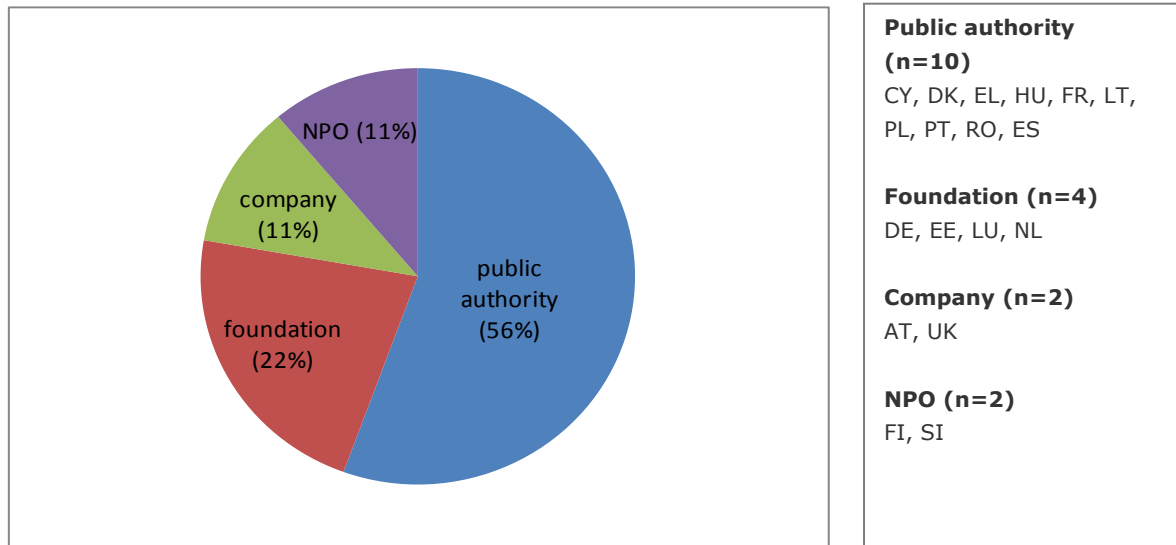
Regarding the legal status of the NADO, the situation may be summarised as follows. First, a distinction needs to be made between NADO’s that exist as an independent a legal entity, from those NADO’s that are part of another legal entity. In the EU, most NADO’s are a separate legal entity, as shown by Figure 7.

Figure 7: Legal Status of the Member State’s National Anti-Doping Organisation (NADO)



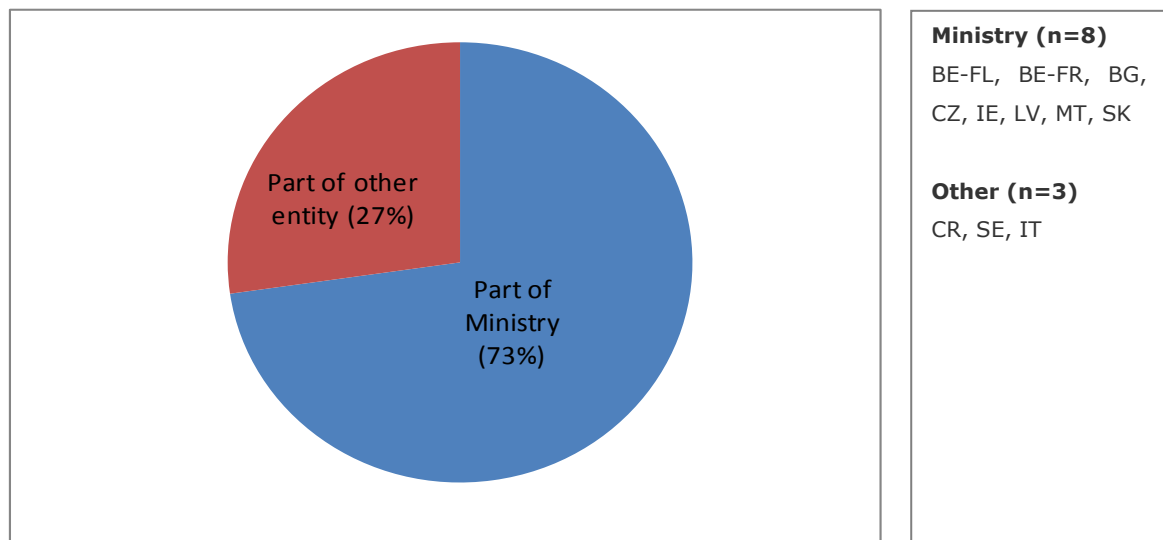
NADO’s which are a separate legal entity, are usually either a public authority themselves, or a foundation. In two MS (Austria and UK) the NADO is a limited liability company, in two (Finland and Slovenia) it is a not-for-profit organisation (NPO) (Figure 8).

Figure 8: NADO’s with separate legal entity (N=18)



Where the NADO is part of another legal entity, this is usually a Ministry. Only in Croatia (Croatian Institute for Toxicology and Anti-doping), Italy (National Olympic Committee) and Sweden (Confederation of Sports Associations) is this not the case.

Figure 9: NADO’s without legal entity (N=11)

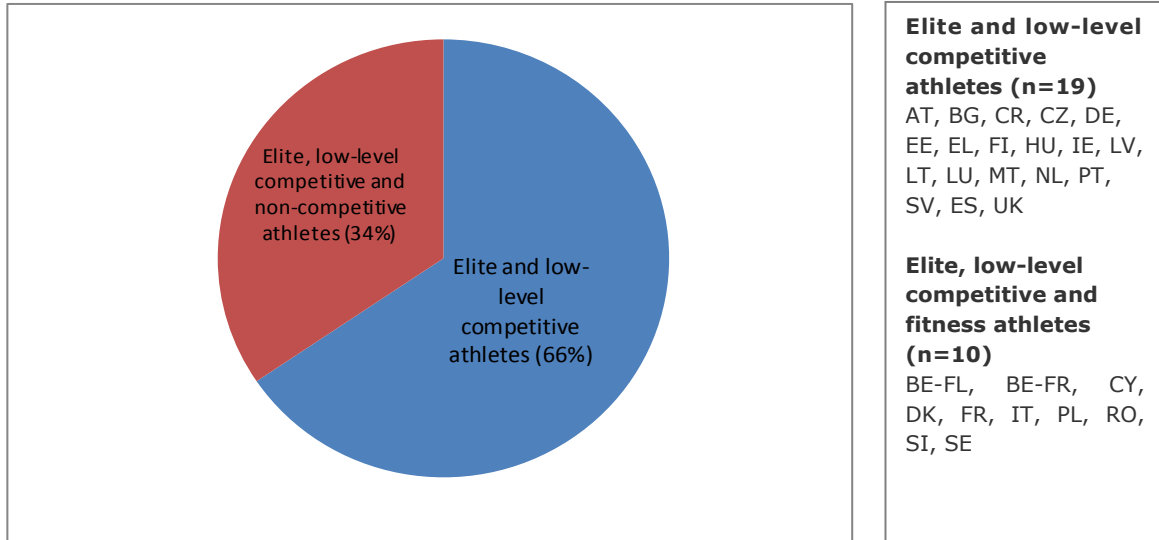


Regarding testing recreational-level athletes, the survey shows a clear difference between the testing of elite and low-level competitive athletes (which are usually under the authority of a national sports federation) and the testing of non-competitive, health and fitness club members (Figure 10).

Figure 10 shows which kinds of athletes can be tested on doping. No inference can be made here regarding the actuality or the frequency of testing at recreational level. It also does not necessarily entail that all athletes of that kind can be tested. For

example, sometimes only low-level competitors that are member of a recognised sports federation can be tested. For details, see the country fact sheets, Annex1.

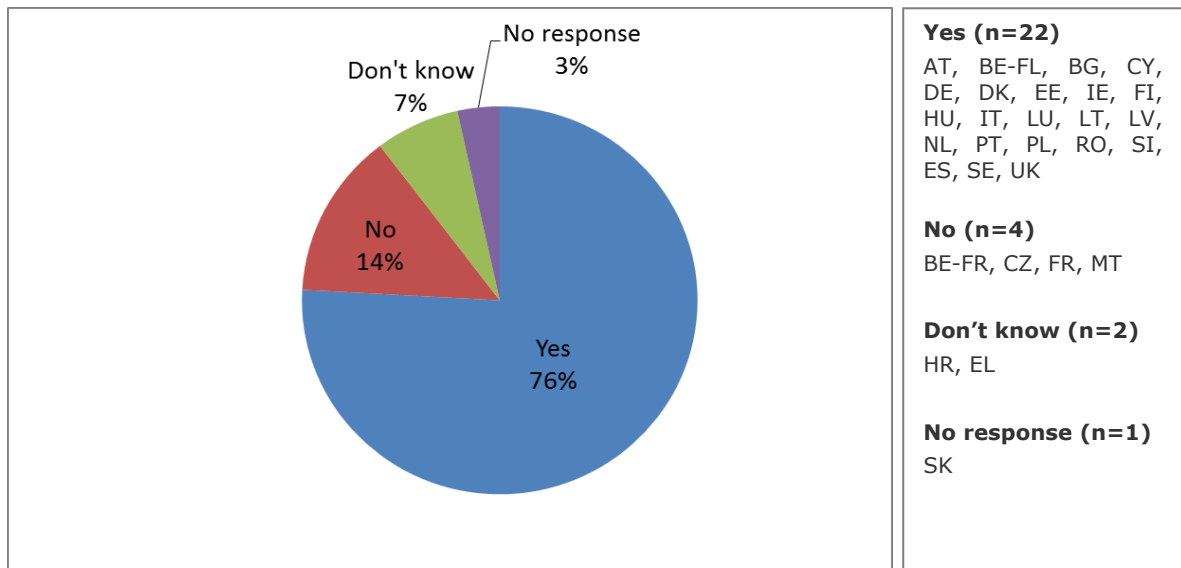
Figure 10: Athletes that can be tested in each Member State



7.4. NADO sharing expertise

Figure 11 illustrates that the majority of NADO’s share their expertise in prevention with other anti-doping organisations and the exact details of this sharing can be found, where appropriate, in the country fact sheets (Annex 1). To illustrate, experts across MS corroborated the cooperation between NADA Germany, Anti-Doping Switzerland, and NADA Austria. These organisations share content for brochures and websites, have developed a common e-Learning-Tool and a common mobile game ("Born to Run") for IOS and Android.

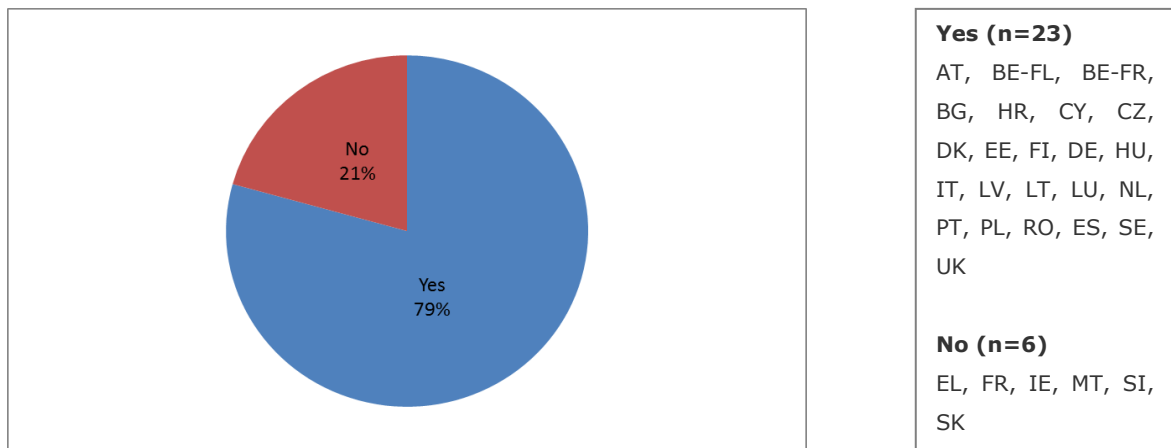
Figure 11: Does your NADO share expertise involving prevention work with other anti-doping organisations?



7.5. Current practice

Efforts to prevent doping in recreational sport are currently underway in the majority of MS (Figure 12). Nevertheless, the extent of these efforts varies considerably from one country to the next.

Figure 12: Efforts underway to promote doping prevention in recreational sport

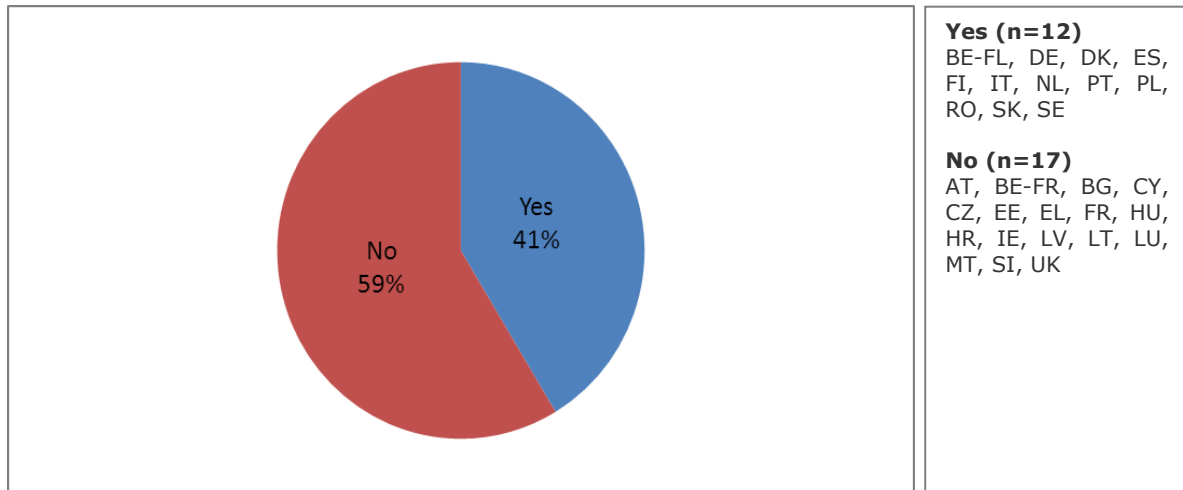


Although not established as a good practice example, Poland is aiming to develop and implement the concept of best (note, not “good”) practice in the production of herbal medicines and dietary supplements, via a certification scheme. This is something that WADA has hitherto not done, since they do not wish to endorse particular products, nor do they wish to diminish the strict liability that falls on the elite athlete to ensure his/her body is free from doping products. The expert from Poland also highlighted awareness training sessions are currently taking place at sports schools.

It is noteworthy that less than half of the MS Coordinators surveyed were subsequently able to identify a specific example of “good practice” in this domain

(Figure 13). Therefore, the finding that prevention efforts are underway in 23 MS (79%) should be interpreted with caution.

Figure 13: Country-specific awareness of good practice in relation to the prevention of doping in recreational sport



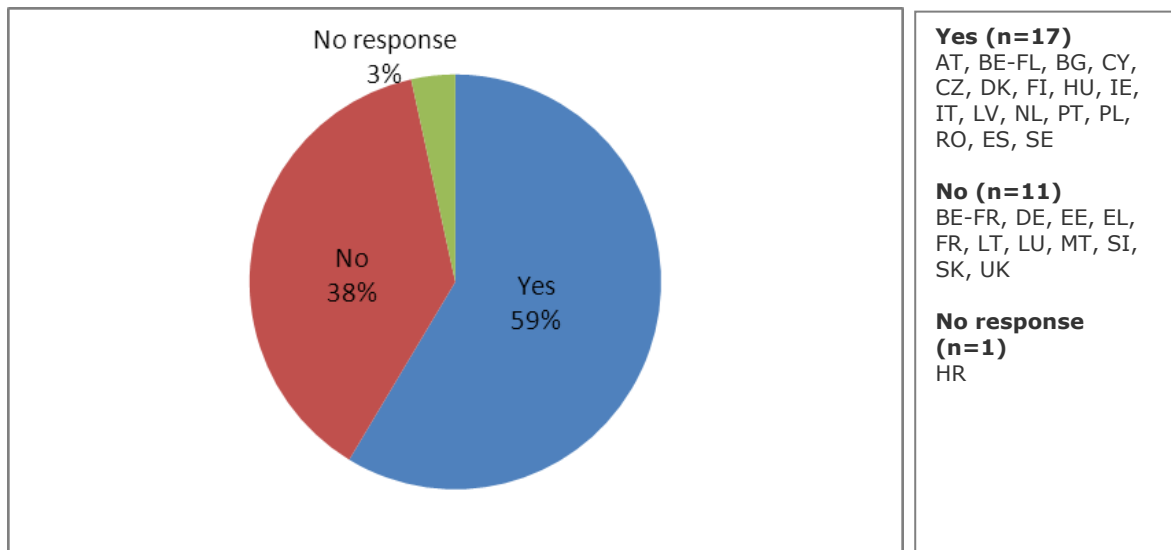
Although 12 countries indicated knowledge of good prevention practice in this domain, just over half of those (Belgium-Flanders, Denmark, Finland, Italy, The Netherlands, Portugal, Romania and Sweden) provided country-specific examples. From the information provided, it is clear that these countries have established approaches for the prevention of doping in recreational sport that could serve as good practice examples to other MS.

In sum, multi-agency working is common, ensuring efforts are feasible, sustainable and have the greatest reach. Specific details of the approaches undertaken in each of these countries can be found in Annex 4. It is worth noting, however, that only the Swedish submission provided evidence of programme evaluation. It cannot be concluded from this that other programmes have not been subject to evaluation, but it is a point that merits further research and guidance.

7.6. Knowledge and Information

Experts were surveyed on their knowledge of the main local, national, EU and international anti-doping information/data sources that are used in each country for the purpose of doping prevention in recreational sport. Just over half indicated an awareness of the main information/data sources (Figure 14). Experts were asked to list the main sources of information/data and the responses from those that did can be found in the country fact sheets (Annex 1). The NADO’s websites were the most frequently cited source across the Member State submissions; followed by WADA and the Council of Europe as other sources.

Figure 14: Awareness of the main local, national, EU and international anti-doping information/data sources that are used in each country for the purpose of doping prevention in recreational sport



7.7. Prevention approach effectiveness

The experts were asked to rate the effectiveness of the main approaches to doping prevention using a 5-point Likert scale. Overall, there was a lack of consensus regarding which approach was most effective in this context (Table 1). Based on the aggregate across the MS the highest median score was for a context-specific legislation approach, receiving a median score of 3 (slightly effective). The remaining four approaches received a median score of 2 (not too effective). Thus, no approach was deemed to be particularly effective. MS indicated that printed, electronic or online materials (e.g., leaflets, newsletters, videos, DVDs or programs) represented the dominant mode of delivery (n=12) across prevention programmes.

Table 1: Perceived effectiveness of approaches to prevent doping in recreational sport

Type of approach	Median Score
Knowledge-focused (e.g., side effects)	2
Affective-focused (e.g., targeting feelings of value and self-worth)	2
Social skills training (e.g., assertiveness, decision-making, resistance to peer pressure)	2
Life skills training (e.g., multicomponent: social skills, personal skills and knowledge)	2
Ethics and values-based (e.g., against the rules, fair play, honesty and integrity)	2
Context-specific legislation/sanctions (e.g., banned from using training facilities)	3
Criminal legislation/sanctions (e.g., arrests and criminal record)	2

In total, 19 experts were aware of organisations in their country that apply one or more of the above mentioned ways to prevent doping in recreational sport. The remaining nine experts were not aware. Generally speaking, these figures corroborate

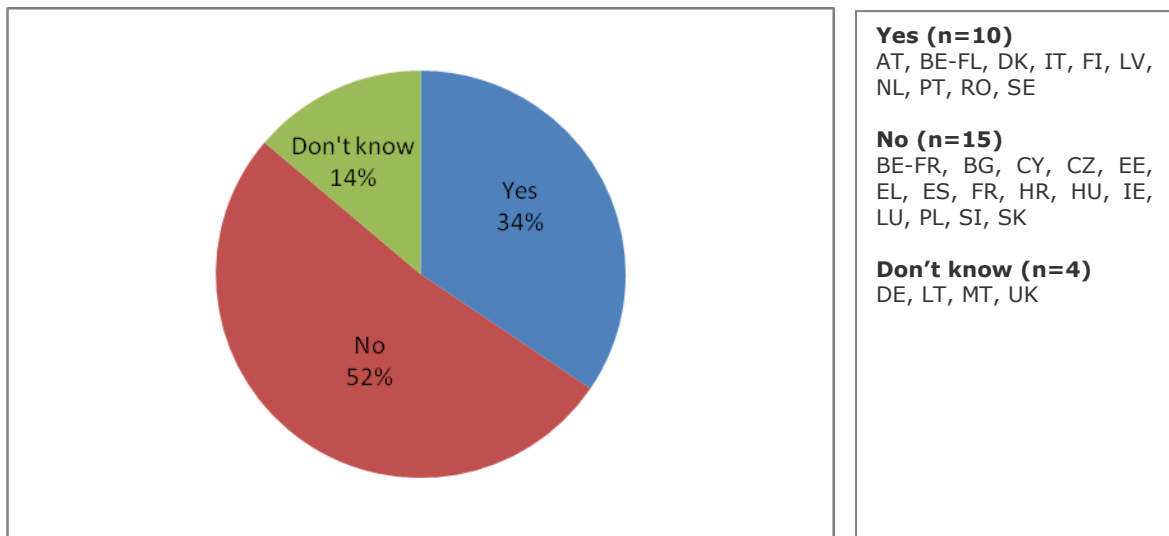
responses to the question about prevention efforts being underway in the MS. It is prudent to conclude, however, that the picture that emerges is not a clear one.

Ten experts indicated that there were other approaches not listed in Table 1 that were effective in doping prevention. National media campaigns and the use of athlete role models were perceived as effective by two experts (Portugal and Poland). The Austrian expert identified the theory of planned behaviour (Ajzen, 1985) and the risk model of Donovan, Egger, Kapernick and Mendoza (2002) to evidence awareness of social processes, behaviour and culture in order to create an environment where doping is not accepted. Another expert from Cyprus suggested that supervision measures especially those aiming (a) to create and maintain doping-free recreational sporting and exercising environments; and (b) to limit the availability of doping substances were required. Building on this suggestion, Hungary highlighted that as trafficking activity with doping substances is strictly forbidden under Hungarian law, ad hoc control of gym shelves (i.e. searching for banned substances that are stored there) may also be effective. Finally, the Swedish expert stated that they believe it may be effective to work on attitudes across society more generally. With a high legitimacy for strict laws and regulations and strong social expectation to stay away from drugs, people are less likely to initiate doping use. They further suggested that a clear, outspoken and broadly accepted anti-doping policy in clubs and fitness gyms may be a useful preventative tool. Whether such a tool with international efficacy can be developed and agreed upon across MS is a moot point.

7.8. The role of commercial organisations in doping prevention

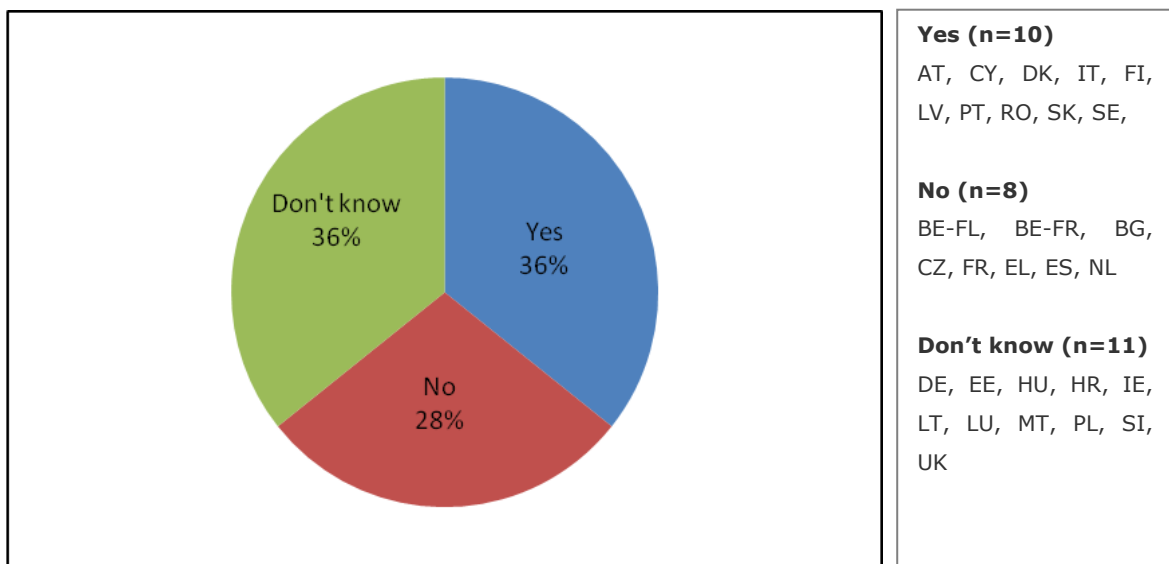
Figure 15 shows that for only a third of the MS' experts surveyed reported that commercial organisations (e.g., gyms and fitness centres) played a role in the prevention of doping in recreational sport.

Figure 15: Do commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping in your country?



When asked whether commercial organisations view this issue as important, the experts were split; a third indicated it was important, a third suggested it was not, while the remaining third indicated uncertainty (Figure 16). Further analysed revealed that whilst commercial organisations play a part in prevention in the Netherlands and Belgium (Flanders) the experts from these countries indicated that these organisations do not consider it to be an important issue.

Figure 16: Do commercial organisations (e.g., gyms and fitness centres) in your country view doping in recreational sport as an important issue?

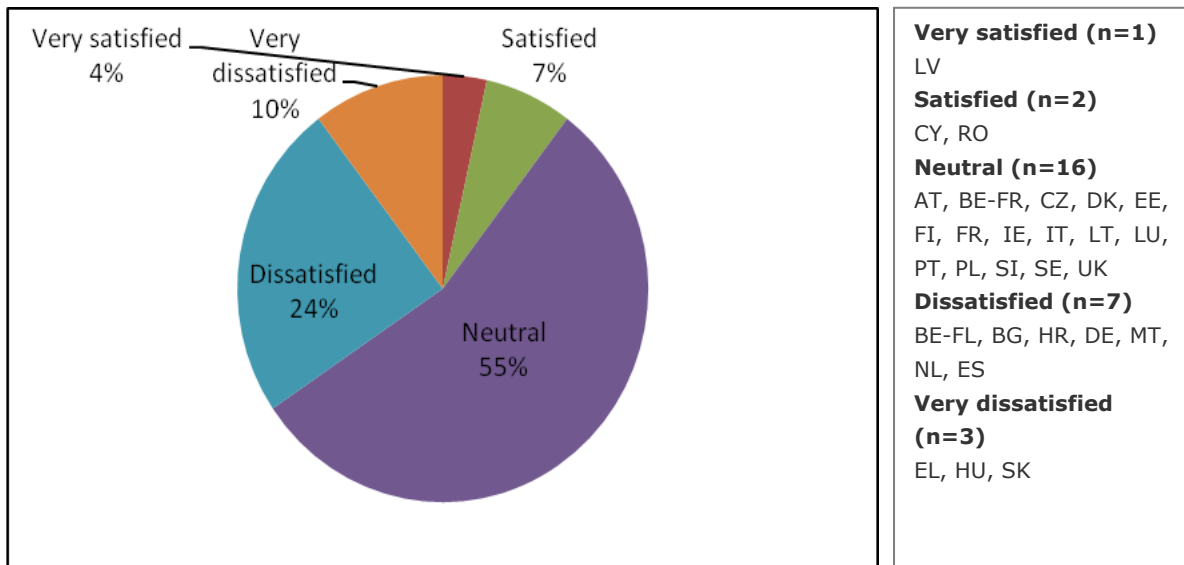


The majority of experts in countries where commercial organisations do not currently play a role in prevention were unsure if these organisations view doping in recreational sport as an important issue (e.g., Estonia, Ireland, Luxembourg, Poland, Slovenia and Croatia). Again, this indicates the need for further research into public private partnerships in doping prevention for recreational sports.

7.9. Availability and quality of information

Only three experts (11%) of the experts were satisfied or very satisfied with the availability and quality of information from EU MS on the prevention of doping in recreational sport, whereas ten (36%) were dissatisfied or very dissatisfied. Just over half of the experts reported a neutral rating in response to the question on satisfaction.

Figure 17: Satisfaction with the availability and quality of information from EU Member States on the prevention of doping in recreational sport



An indication of the sources of dissatisfaction is relatively extensive. Given the attention to the detailed responses to this question here, in contrast to the paucity of high quality information regarding country-specific good practice, we may reasonably infer that the lacuna of information and advice is a serious one, despite the quantitative indications of the literature review. Of particular note is the absence of advice on evaluation of policy and practice noted above, and what might be thought of as co-ordinated leadership in the form of calls for projects and campaigns to be undertaken, which was highlighted by five experts. For example, the expert from Italy stated that at times, information about national – level initiatives can be found in the Italian National Olympic Committee (CONI) or the Commission for the Monitoring and Control of Doping and the Protection of Health in Sporting Activities (CVD) websites but any information about initiatives that are carried out at the local (i.e., regional, city or community) level are quite hard to find or obtain. They further explained:

"For the latter cases, any data on their efficacy are typically lacking and, even when data exist, they do not easily become accessible via a report, an official website or a blog, to gauge any specific information about strengths and weaknesses of the program, protocol or initiative. As such, it becomes very hard to envision or design new forms of initiatives, programs or best practices addressing doping preventions in amateur sport contexts".

Four experts (Malta, Spain, Slovakia and Bulgaria) highlighted the need to foster the exchange of good practice information and materials (i.e., successful preventive and legislative initiatives and activities). The development of a central database housing official information on doping prevention activities from each MS was identified as a solution to this problem (Flemish Community of Belgium).

From a policy perspective, there was a call to clearly define the responsibilities of different stakeholders (both governmental and non-governmental). Latvia's expert raised the importance of an EU-wide agreement and suggested that in cooperation with the country's NADO's the following should happen: a) Ministry of Education should support anti-doping in schools, universities; b) Ministry of Health should reflect doping in its prevention campaigns; educate general practitioners and pharmacists on doping issues; c) Police should perform searches in suspicious gyms; d) Customs should search for shipments containing doping; e) Olympic Committee should actively promote its anti-doping stand (it was not clear whether this referred to National Olympic Committees or the International Olympic Committee, though the former is more likely); f) National sport federations should actively engage in fight against doping, etc. Moreover, Portugal offered further support for this suggestion by positing that the main challenge in Portugal – and in the majority of EU MS – will be the engagement of other ministries like health, justice, education and internal affairs to fully cooperate in this scope and acknowledge the important responsibilities that they have in this matter.

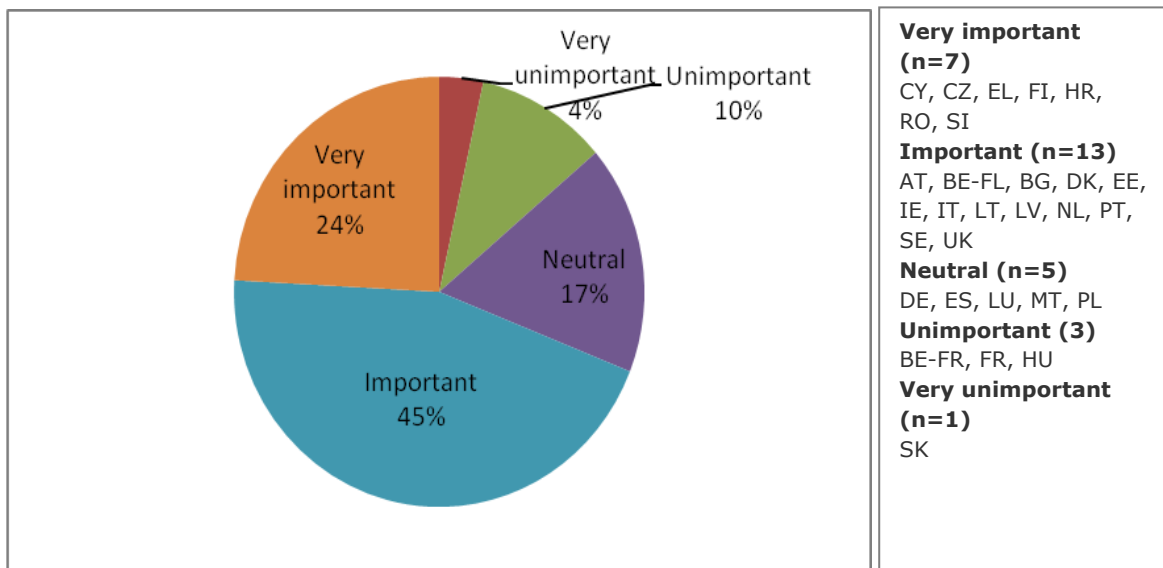
Finally, the need for evidence-based preventative and educational strategies was raised (Italy, Netherlands, Cyprus and Germany). The Swedish expert highlighted that so far the main focus has been on doping in competitive sports and a lot remains to be done in relation to doping in recreational sports. To address this gap, experts acknowledged the need for further resources; both financial and human. Specifically: (a) the prevalence of doping use in recreational sport needs to be determined (Croatia, Ireland and Sweden); (b) projects and campaigns need to be undertaken (Austria); and (c) further research is needed to identify the psycho-social processes underlying doping use in recreational sport (Greece, Italy, Slovenia France and Ireland). Moreover, this knowledge should be integrated into existing or new doping prevention efforts (Greece).

Greece also focused on nutritional supplements and raised the need to address: a) the role of legal nutritional supplements in doping use in both elite sports and recreational/exercise settings; b) the marketing and sales promotion strategies used by the nutritional supplements industry and assess the impact of those strategies on doping consumption trends, especially in recreational sports and exercise settings; c) the identification of formal and informal networks of doping substances trafficking and promotion in both elite sports and recreational exercise settings. In addition, Finland also called for more information on how to treat doping substance abusers, while Germany raised the need for a broader discussion in society about the notion of human 'enhancement'.

7.10. Expert opinion: Importance of doping prevention

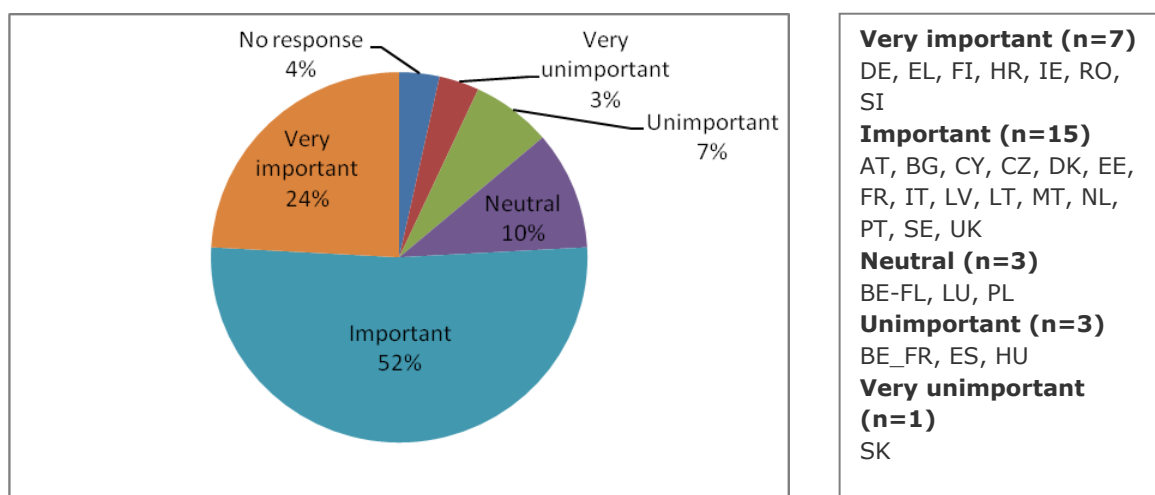
In relation to the importance of the prevention of doping in recreational sport at a country specific level there was an overwhelmingly positive response from the experts. Specifically, 20 (69%) thought their country regarded it as an important or very important issue. In contrast four (14%) stated it was unimportant or very unimportant (Figure 18).

Figure 18: Importance of the prevention of doping in recreational sport in each country



This finding translated across to the EU context. In this instance a higher majority, three quarters of all respondents (n=20, 76%), reported that the EU regard this issue as being important or very important (Figure 19). Again, this contrasts a minority (n=4, 10%) who felt the EU deemed this issue to be unimportant or very unimportant. Indeed, those that identified the issue as being very important in their own country also thought it was very important in the EU, and vice versa (with the exception of France).

Figure 19: Importance of the prevention of doping in recreational sport in the EU



7.11. Expert opinion: Trends in doping prevention

Table 2 synthesises the expert views on the future trends in doping prevention in recreational sport in the EU and Table 3 draws together the expert views on the key barriers to the implementation of prevention programmes. The key theme to emerge in future trends and barriers was nutritional supplements. Specifically, understanding the role of nutritional supplements as a gateway (cf Kandel 2006) to doping (via

marketing, sales, use, etc.) was highlighted as a future trend by five MS and three MS highlighted the need for regulation of the supplement industry. Indeed, lack of regulation – leading to easy access to doping products and nutritional supplements through the internet, black markets and open borders – was identified as a barrier to prevention by six MS. The dominant responses in Table 2 suggest that MS are orientated towards preventing the initial usage of doping substances (i.e. through awareness raising and education).

Table 2: Future trends in doping prevention in recreational sport in the EU

Frequency of response	Future trends in doping prevention in recreational sport in EU
4–6 times	<ul style="list-style-type: none"> ▪ Awareness raising campaigns using novel technologies and media (e.g., YouTube, e-learning platforms) (AT, EL, PL, PT, RO, ES); ▪ Better understand the role of nutritional supplements as a gateway to doping (marketing, sales, use, etc.) in this context (FI, EL, IT, UK); ▪ Coordinated criminalisation of trafficking of doping substance at the EU level (LT, LU, NL, PT); ▪ Youth & schools-based interventions (AT; BE-FR, SI, ES).
2–3 times	<ul style="list-style-type: none"> ▪ Public health issue (IE, PL, SI); ▪ Systematic evidence based practice (BE-FR, ES; DE); ▪ Nutritional supplement regulation & certification (EL, PL, HU).
Single identification	<ul style="list-style-type: none"> ▪ Problem focused learning & peer group implementation (DE); ▪ Collaborative efforts (e.g. networking between initiatives in EU MS with exchange of approaches, information, experiences) (NL); ▪ EU regulation (SK); ▪ Doping in recreational sport will receive more attention (BE-FL); ▪ WADA will increase its support to NADO’s to implement AD Education in this context (BE-FR); ▪ Education for coaches and trainers (LU); ▪ International laws/regulation/mandatory control/custom regulations (BG); ▪ More systematic testing in gyms and fitness centres (ES); ▪ Focus on resilience & life skills instead of risk factors (DE); ▪ Clean exercise driven by economic incentives (e.g., reduced membership fees for undergoing tests; health insurance scheme) (LV); ▪ More medical resources: medical controls and explanation of harmful side effects (ES); ▪ Substances: Legal highs, stimulants, misuse of prescription medication (including addiction issues) (UK).

7.12. Expert opinion: Key barriers

Table 3 provides a synthesis of the expert opinion on the barriers to doping prevention in recreational sport in the EU. It is perhaps unsurprising that the most frequently cited barrier to prevention work here is that of human and financial resources.

It is important to note, however, that the six MS (Belgium, France, Finland, Latvia, Netherlands and Spain) who report this as a key barrier are different to the four (Finland, Greece, Italy and United Kingdom) – with the exception of Finland – who had previously indicated this would be a future trend in prevention work. While only one Member State identified international collaboration as a future trend, five have identified the lack of such as a key barrier. Whether this suggests a lack of will, or the perceived difficulty of the task, is a moot point.

There is a perception that there is a lack of regulation of nutritional supplements, which may exacerbate issues of doping. This perception is partly, but not wholly, true. Yet, the European Parliament and Council made its first directive (2002/46/EC, 10 June 2002) with aim of harmonizing rules for the labelling of food supplements and introduced specific rules on vitamins and minerals in food supplements. Annex II of Directive 2002/46/EC is a list of permitted vitamin or mineral preparations that may be added for specific nutritional purposes in food supplements. It has been amended by Commission Directive 2006/37/EC, Commission Regulation (EC) 1170/2009, Commission Regulation (EU) No 1161/2011 and Commission Regulation (EU) No 119/2014 to include additional substances.

Directive 2009/39/EC on foodstuffs is intended for particular nutritional uses (also called "dietetic foods") and covers products *'which owing to their special composition or manufacturing process, are clearly distinguishable from foodstuffs for normal consumption, which are suitable for the claimed nutritional purposes and which are marketed in such a way as to indicate such suitability'*. The Directive sets a series of general principles and requirements, and foresaw that specific provisions should be adopted for certain categories of dietetic foods (listed in Annex to the Directive) and established a notification procedure for other foods not listed in the Annex that complied with the definition. One category for which the Directive foresaw was the adoption of specific rules of 'foods intended to meet the expenditure of intense muscular effort, especially for sportsmen'. Taking into account that such specific rules on foods for sportsmen have not been laid down for several reasons, products marketed as such under this framework would have to comply – in addition to the provisions of the General Food Law Regulation but only with the general provisions of Directive 2009/39/EC (e.g. obligation for operators to ensure that the nature or composition of the products is such that the products are appropriate for the particular nutritional use intended)²⁰.

The Directorate General for Health and Consumers (DG Sanco) has reported that the concept of 'dietetic foods' will be abolished and Directive 2009/39/EC repealed from 20 July 2016 through Regulation (EU) No 609/2013 (which will also require the Commission to draft a report on whether specific rules should be adopted for foods for sportspeople).

However DG Sanco confirm that as explained above, foods, including food supplements, to which vitamins and minerals are added, as well as dietetic foods, must, like all food, comply with the general requirements of food law, in particular that a food that is placed on the market in the EU must be safe.

In addition, DG Sanco note that other pieces of food law exist to ensure that the labelling of all foods is not misleading, such as Regulation (EU) No 1169/2011 on the provision of food information to consumers, and that no misleading claim can be made

²⁰ http://ec.europa.eu/food/food/labellingnutrition/nutritional/index_en.htm

on the alleged beneficial nutritional or health effects of food/food ingredients (Regulation (EC) No 1924/2006 on nutrition and health claims made on foods).

One MS who pioneered work in this direction was the French national organisation for standardization AFNOR (Association Française de Normalisation) who published its first standards NF V 94-001 on 2011. Their Standards govern French stakeholders and for manufacturers dealing in France (<http://www.afnor.org/en/news/news/2012/june-2012/anti-doping-measures-and-diet-an-afnor-standard-to-bring-athletes-trustworthy-assurances> accessed on Dec 10, 2014). There is no data how many companies adopted NF V 94-001 standards.

Other work exists on problems relating to the use of nutritional supplements, which is also germane, that suggests the problem is not merely one of perception.

In 2001-2 the Center for Preventive Doping Research at the German Sport University Cologne conducted studies on 634 nutritional supplements that were purchased in 13 different countries showed that about 15% of the non-hormonal nutritional supplements were contaminated with anabolic-androgenic steroids (mainly prohormones (<http://www.koelnerliste.com/en/background.html> accessed on Dec 10, 2014). That study was the base for creation of Cologne List of nutritional supplements that have been tested for banned substances. Athletes who use Cologne List could reduce the risk of unintentionally becoming the victims of doping. It is important to note that Cologne List is not a recommendation to athletes to use nutritional supplements, merely a platform to provide better information and to improve transparency in area of supplementation in sport

In collaboration with the Cologne laboratory, the Serbian NADO provides to all interested domestic distributors and manufacturers of dietary supplements a service to test their products for doping substances. The label "DOPING FREE" located on the boxes of tested supplements indicates that there is no presence of doping substances from the group of anabolic steroids and stimulants. Since each reference number on the label match the correct serial number of the supplement, athletes are able to check these numbers on the Internet site of ADAS - <http://www.adas.org.rs/suplementi/doping-free/>. Until now, ADAS issued "DOPING FREE" labels for 11 series of 9 different supplements present on Serbian market.

Moreover, in order to assist the athletes in the selection of dietary supplements, Australian Institute of Sport (AIS) has introduced an ABCD classification system, which is based on risks/benefits analysis of each supplement by experts in sports nutrition, medicine and science (<http://www.ausport.gov.au/ais/nutrition/supplements/classification>, accessed 10.12.14). A key goal of the AIS classification is to minimise the risk of an anti-doping rule violations arising through the use of supplements and sports foods. The Classification system focuses on sports foods and individual ingredients rather than supplement products and brands. We can conclude that there is evidence of good practice then both within and beyond Europe.

From a global anti-doping perspective, WADA (World Anti-doping Agency) in their International Standard for Laboratories (Section 4.4 of Annex B), state that WADA-accredited laboratories shall not engage in analysing commercial material or preparations (e.g. dietary supplements) unless specifically requested by an Anti-Doping Organization as part of a doping case investigation. The Laboratory shall not provide results, documentation or advice that, in any way, suggests endorsement of products or services. There is a sense, then, in which the leading global body for anti-

doping has not recognised the importance of governance of nutritional supplement manufacture and use in sports, or has done so on a strictly limited basis. This may have contributed to the perception of experts surveyed.

On the one hand, then there is clearly need for greater sharing of good practice, but on the other hand there is also a need for greater consistency and coherence among anti-doping organizations. It is perhaps unsurprising, then, that the lack of co-operation between key stakeholders is perceived by five MS to be a key barrier. Whether this barrier might be overcome by better sharing of information and good practice or whether it is culturally or structurally established, and therefore more intransigent, is unclear.

Table 3: Key barriers in doping prevention in recreational sport in the EU

Frequency of response	Key barriers on doping prevention in recreational sport
5–7 times	<ul style="list-style-type: none"> ▪ Lack of financial and human resource (CY, EE, DE, LU, NL, PL, RO); ▪ Lack of regulation leading to easy access to doping products and nutritional supplements through the internet, black markets and open borders (BE-FR, FI, LV, NL, ES); ▪ Lack of cooperation between key stakeholders (i.e., federations, clubs and athletes/ gyms and fitness centres) (BE-FL, DE, IE, NL).
2–3 times	<ul style="list-style-type: none"> ▪ Difficulties in establishing a standard/common approach to the problem/lack of clear aim (what drugs do we really want fight) (CY, DK, UK); ▪ Insufficient involvement of the sports world in preventing doping among recreational sportsmen (as the sports organisations seem to be concerned by doping only as soon as doping scandals affect their financial interests) (BE-FR, DE); ▪ No provision or legal framework for doping control & prevention in this setting (EL, PL, SK); ▪ Limited awareness of the extent of the problem (HR, EE, SE); ▪ If the anti-doping agencies still primarily rely on Ministry of Sports rather than on Ministry of Public Health (BE-FR); ▪ Participation paradox – <i>'we are already happy that people are doing sport, we will not bother them with anti-doping'</i> (BE-FR); ▪ Educational and legislative measures are powerless against the advertising and industry, which are associated with the production and distribution of nutritional supplements and banned substances (BG, EL); ▪ Not a priority/low priority for many countries (CY, PL); ▪ General attitude that it is acceptable to use doping substances/ pursuit of enhancement (FI, PL); ▪ Lack of knowledge about eating habits, supplements and healthy training; products that are on sale (RO, ES).

Single identification	<ul style="list-style-type: none">▪ Topic might be seen as violating human rights (EE);▪ Attitudes of individuals about testing at recreational level (IE);▪ Former specialists on doping; physicians (FR);▪ No evidence of explicit systems of norms and protocols for efficaciously monitoring doping use among non-professional or amateur athletes (IT);▪ The lack of available data makes it difficult to measure the impact of doping on society;▪ Media presenting muscular men and underweight women ideals (HU);▪ Confusion and potential overuse of the word 'doping' (UK)
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8. Conclusions

The Consortium team, with the help of a network of correspondents covering all 28 EU Member States, and assisted by a group of high level experts, undertook a systematic and structured review of knowledge, covering all 28 EU MS, with a view to determine whether doping prevention in relation to recreational sport is undertaken recurrently and systematically. It also attempted to identify the extent to which knowledge and good practice from prevention work in other fields may be helpful in informing and guiding policies for doping prevention in relation to recreational sports.

An important objective of this study was to uncover good practices across the MS in relation to doping in recreational sport. It is noteworthy that 17 of 29 coordinators did not identify or name any good practice. Of those that did, only eight MS could be considered to have coordinated efforts in place (Annex 4) and representation from the Nordic countries was significant. Indeed, three identified established prevention programmes in this field (Germany, Finland and Sweden; see Annex 4 for further details). More specifically, Sweden's response provided an example of a direct approach similar to methods found in the field of drug abuse prevention (Stockholm Prevents Alcohol and Drug Problems²¹). This country has a "community based" prevention programme that delivers education for training managers and instructors in fitness centres. Similarly, a coordinated approach was evident in the Finnish response with the A-Clinic Foundation playing a leading role. In this MS Dopinglinkki provides a targeted health and information service for fitness enthusiasts using doping substances. Moreover, in Denmark the Government and NADO work in collaboration to implement a gym/fitness centre anti-doping programme underpinned by the 'Smiley Gym' scheme (Steele et al., 2010).

In addition to Denmark, Flanders also highlighted good practices within testing and sanctioning as these countries regularly conduct doping controls within fitness centres or clubs. No information was given about the amount of tests undertaken by these two countries nor whether or how prevention programmes accompanied these tests. However, in the Netherlands prevention in recreational sport spans educational campaigns and online content through the True Strength programme. This programme also targets health and fitness professionals; an approach that is also central to Portugal's prevention efforts.

Austria gives general advice how to apply prevention in the field of doping by naming YouTube videos which can be viral or other "new" media like Facebook, Twitter, and so on. No specific methods were given but it can be said that the World Wide Web and new media indicate a potentially valuable internationally coordinated approach. Exposure to credible online information sources has been shown to build health literacy (Ghaddar et al., 2012) and this approach is becoming more prominent (Gray et al., 2005). For example, alcohol prevention programmes delivered via the Web have led to greater awareness about alcohol misuse (Hustad et al., 2010). Quite how these innovations will apply to the prevention of doping in recreational sport is uncertain but worth of investigation.

In general, few examples of evaluated doping prevention programmes were noted in the selective review and programmes for the prevention of anabolic steroid use dominate this restricted field. This finding aligns with the responses to the question on doping prevention in the survey. Although the MS coordinators gave a broad spectrum of information that might be identified as good practice within doping prevention, it

²¹ http://www.hnt-info.eu/File/item_intervention.aspx?id=30.

seems obvious that there is a need for exchange on this topic. Specifically, there is a need for a systematic EU wide approach to deliver programmes based on methods that have a recognised history in the field of drug abuse prevention. In the absence of evidence, prevention programming in this context should initially draw on the International Standards for Drug Use Prevention (as noted in section six), with appropriate recognition for differing national circumstances. This might entail models of convergence rather than the harmonisation program followed by NADOs.

The connection between the WADA governed framework aimed at prevention, control and sanctioning of doping in elite sports and the prevention of "doping in recreational sports" is at best ambivalent. It cannot be assumed as a model for the development of programmes and policies aimed at prevention of doping in recreational sport. Whilst some countries identify the prevention practices as direct approach of transferring the rules and frameworks of doping prevention in elite sports into the area of recreational sports, many do not.

There are a number of obstacles to these developments. It will be necessary to establish a consistent and agreed understanding of doping in recreational sport. Consideration must be given as to whether it should be consistent with the WADA Prohibited List, or some other list. It is not immediately clear that the criteria for consideration of substances and methods employed by WADA and NADOs are adequate for the purpose of prevention in recreational sport.

The two fields – doping prevention in elite sport and doping prevention in recreational sport – do not seem to have a similar basis. NADOs have clear structures and functions to combat doping in elite sports. There is no comparably clear function or method in relation to recreational sport. At least some countries identified that commercial organisations do view doping in recreational sports as an issue (Austria, Belgium, Cyprus, Denmark, Finland, Italy, Latvia, Netherlands, Portugal, Romania and Sweden). Nevertheless, what follows from this for public policy is not clear. Further comment on the need for clearly developed responsibilities is made below.

The question of what information the MS Coordinators currently lack in order to develop prevention work was answered by most of the country coordinators. There are three main compartments of missing information: (i) the need for information about the prevalence of doping use and specific substances that are ingested; and (iii) the determinants of doping use in recreational sport (Croatia, Finland and Ireland and others). The current literature is dominated by anabolic androgenic steroid use, which clearly is not exhaustive of the doping products used by recreational athletes.

Moreover, several respondents underlined the need for more scientific data on this field (e.g., France, Italy, Sweden and Slovenia). Finally, the need for programmes as models of "good practice" to use as templates to produce programs or assist in implementing programs should be further explored (e.g., Belgium, Cyprus, Greece, Netherlands, Slovakia and Spain). The question arises, then, that even when good practice is identified, and communication improved, whether NADOs or other agencies and organisations (such as fitness gyms) have the human and financial resources to support preventative work effectively.

Many of the substances used in recreational sport are likely to be found in elite sport and vice versa, but this is not yet properly evidenced. Moreover, the motivations for doping – where athletes use the same substance in the area of doping in elite sport – may not be the same as in the area recreational sport (e.g., image-enhancement versus performance-enhancement; harm minimisation versus protection of sports integrity). Therefore, it would be valuable to examine further scientific data and to

evaluate the transfer of methods and the alternative programmes in detail. It could be helpful in building appropriate links between the fight against doping in elite and recreational sports. A useful starting point could be to collect and synthesise on a regular basis the data from existing EU programmes mentioned in Section 5. Cooperation with the European Monitoring Centre for Drugs and Drug Addiction could be a valuable database with best practice models that might be modified and put to good use in recreational sport.

Given the fact that most legal, administrative and political arrangements regarding doping prevention in relation to recreational sports are fairly recent, and that national correspondents have presented a broad and heterogeneous spectrum of information, there is no consensus on what a good practice might look like with respect to these factors. At this moment it is impossible to determine what type of legal, administrative and political arrangements governing the fight against doping should be recommended. Examples of good practice that might be more widely shared exists in at least two MS (Germany and Serbia) and beyond Europe (Australia) with respect to nutritional supplementation, which has been associated with doping, but these fall far short of harmonization or legislation.

Thus, at one end of the spectrum one can find the Code regarding doping in recreational sport, which is supported, but not made obligatory by the Danish authorities, on the other end there is the Italian Commission for the Monitoring and Control of Doping and the Protection of Health in Sporting Activities, which was established by law to educate, inform and test recreational-level athletes. It may be worthwhile to explore the possibilities of convergence to lessen administrative and legal matters that have arisen in a merely *ad hoc* way. While this is not unreasonable, nor atypical, the extent to which convergence is possible or desirable should be explored further.

Presently there are no nationally or internationally co-ordinated responsibilities for the prevention of doping in recreational sport; further work is required to consider whether and when the responses to the problem of doping in recreational sport should be organized at the national level or whether international EU wide co-ordination is required. Moreover, further consideration must be given to whether the responsibility for the development of preventative approaches to doping should be a sport function, a NADO function, a public health function, or some combination thereof. All experts indicated that while the fight against doping in recreational sport is not the core responsibility of the NADO, their NADO is allowed to cooperate with organisations involved in doping prevention in recreational sport. It would be counterproductive for prevention workers in recreational sport not to make relevant use of the expertise vested in NADO's. This expertise notwithstanding, it is clear that further research is necessary to ascertain and develop specific successful examples of literature that is focused more narrowly on defined prevention topics.

Irrespective of the findings and conclusions of this report, the issue of proper funding for necessary future developments for the prevention of doping in recreational sport will have to be addressed. It is clear that additional resources, both human and financial, will be required. One realistic possibility will be the implementation of prevention policies within domestic drugs strategies that could specifically target the various problems associated with doping in recreational sport that have been identified in this report. Across the EU it may be unrealistic, and even inappropriate, to emulate the WADA-style harmonisation of MS responses via their NADOs. Nevertheless, further research will have to explore the possibilities of convergence around basic norms for "Universal" prevention policies that may aim for minimal standards of convergence.

9. Policy Recommendations

With regard to the specific requirements of the contract for this Study, and in respect to the recommendations made by the Expert Group Doping in Recreational Sport (version 6, January 2014), having regard to the Communication in Sport 2011, and the Draft conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on combating doping in recreational sport – Adoption of Council conclusions (April 2012), the following seven recommendations for policy development are proposed. The European Commission in cooperation with the Member States should:

Defining the Problem

1. Establish a process to develop a consistent and agreed understanding of which doping substances are used and abused in the context of recreational sport, and whether these substances might overlap or be consistent with the WADA Prohibited List;
2. Develop a robust international, research-driven evidence base to inform future policy, practice, and interventions into the problem of doping in recreational sport²².

Existing Practices & Future Frameworks

3. Further evaluate the legislation of individual MS to identify the specific strengths and weaknesses of relevant authorities, including:
 - a) Existing domestic laws regarding the privacy of individuals who use doping substances in recreational sport;
 - b) The desirability, or otherwise, of criminalisation in relation to such use;
4. Develop agreed MS responsibilities for the co-ordination of prevention programmes related to doping in recreational sport. Specifically, this should consider:
 - a) Whether national or international responses would be most effective;
 - b) Who in the MS is responsible (e.g. education, sport, the NADO, public health bodies or some combination thereof);
 - c) How such responsibilities will be funded, within and/or across MS;
 - d) The extent to which doping in recreational sport should be referenced in MS drug strategies.

Awareness & Prevention

5. Develop, using all forms of relevant media platforms:

²² Specifically, this should consider the following factors as they relate to doping in recreational sport: Defining and monitoring the incidence and prevalence (including emerging patterns); Investigate the individual, social and environmental precursors; Quantify the health and social costs and consequences; Evaluate the cost of implementation of policies and programmes against the cost of non-implementation; Explore and quantify the prevalence and determinants of dietary supplement use among recreational athletes and include data on food supplement use in relevant policy monitoring systems; Monitor prevalence in relation to existing data on the trafficking of doping products across Europe.

- a) Education programmes on sport ethics aimed at children and young people and delivered by appropriate agencies and organisations;
 - b) Specific education and information campaigns targeting recreational athletes on doping and potential health consequences;
 - c) Behavioural change programmes, emphasising how to improve personal performance without the need for performance or image-enhancing substances;
 - d) A co-ordinated prevention programme for doping in recreational sport within the framework of the EU Week of Sport 2015 and following actions.
6. Support and develop initiatives aimed at raising awareness within each MS public health sector in order to make an active contribution to the prevention of doping in recreational sport.
7. Develop a platform to share and disseminate a consistent and agreed understanding of legislation, regulations and good practice in relation to the prevention of doping in recreational sport and to facilitate effective networks for the exchange of actions, campaigns, data²³ and policies.

²³ For example, data is already collected across all MS by the European Monitoring Centre for Drugs and Drug Addiction).

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Annex 1: Member State Fact Sheets

Austria

NADO

Name: NADA Austria

Mission: protect clean sport on every front by means of an efficient, state-of-the-art doping control system, as well as prevention through education, information and awareness-raising programs

Legal status: Limited Liability Company

Funding: State, federations and NOC

Website: www.nada.at

ANTI-DOPING RULES

Found in

Federal Anti-Doping Act of 29 June 2007, last amended on 12 March 2013. Regulations of federations (disciplinary procedure and sanctions). The Federal Anti-Doping Act makes the funding of athletes and organisations (through the Federal Sports Promotion Act) dependent on their compliance with the anti-doping rules.

Applicable to

Any person who: is a member or licensee or obviously intends to become a member or licensee of a sports organization or an affiliated organization, or participates in competitions which are hosted by a sports organization or an affiliated organisation or which are subsidized with federal funds. This includes elite and low-level competitive athletes.

Sanctioned by

NADO, on behalf of the federations.

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO. The official mission of the NADO requires collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

Efforts are underway to promote doping prevention in recreational sport in Austria. Public body/state employees take the major lead. Main mode of prevention is through printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes). There is no legal restriction for NADA Austria to focus on recreational sport but also no obligation. For NADA Austria it is key to do doping controls in elite sport, prosecute dealers in elite and recreational sport and offer as much information, education and prevention as possible for all sport areas. There is structured cooperation between the ministry of sport, ministry of health, ministry of education and all major sport organisations, coordinated by NADA Austria. The NADO forwards the decisions of the disciplinary commission to the competent public prosecutor if there is a reasonable suspicion that a criminal offence subject to prosecution exist. The criminal prosecution authorities can forward the personal data of persons who are assumed to have committed an anti-doping rule violation, to the NADO if the purpose

of criminal prosecution is not endangered (§22c Anti-Doping Federal Act). Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do play a part in the prevention of doping. However, whilst there are projects with gyms and fitness centres, they are not on a common, countrywide base. Country specific example of good practice not identified.

Tests

NADO can test low-level competitive athletes.

Sanctions related to doping in recreational sport

NADO: sportive sanctions for low-level competitive athletes. The Federal Anti-Doping Act provides criminal sanctions for the distribution or administration of doping; possession of quantity of steroids, hormones and related compounds with intention to distribute or administer to athletes (§22a). The Medicines Act provides, among other things, the basis for penalizing the trafficking of doping substances and thus for prosecuting those behind the crime. The Prescription Requirement Act (Rezeptpflichtgesetz) regulates, among other things, the sale and distribution of doping substances. Section 147 Para. 1 of the Criminal Code (Strafgesetzbuch; StGB) stipulates that anyone who commits fraud causing more than minor damage by way of deceiving on the use of a prohibited substance or a prohibited method in accordance with the current Prohibited List, for the purpose of doping in sport, will be punished.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert recorded a **NEUTRAL** response regarding their level of satisfaction with the availability and quality of information from EU member states on the prevention of doping in recreational sport. Whilst they stated that nothing was missing in the way of information to help inform prevention efforts they did assert that projects and campaigns just need to be done.

ATTACHMENTS

1. Federal Anti-Doping Act of 2007.

Belgium (Flemish Community)

NADO

Name: NADO Vlaanderen (NADO Flanders)

Mission: execute the anti-doping policy of the Flemish Community

Legal status: Part of Ministry of Culture, Youth, Sports & Media

Funding: State

Website: www.dopinglijn.be

ANTI-DOPING RULES

Found in

Flemish Anti-Doping Act of 25 May 2012 and Executive Decree of 19 October 2012 (general anti-doping rules and disciplinary procedure and sanctions for low-level competitive and fitness athletes). NADO model rules (disciplinary procedure and sanctions for elite athletes) to be incorporated by the federations for their elite athletes and athlete support personnel.

Applicable to

Any person who practices a sports activity. A sports activity is any preparation or initiative to practise sports for recreational, competitive or demonstrative purposes in an organised context. This includes elite, low-level competitive and fitness athletes.

Sanctioned by

NADO (low-level competitive and fitness). All federations (elite), except one (Cycling), have delegated the prosecution and sanctioning of their elite athletes to a mutual disciplinary commission (VDT), whose decisions can be appealed at CAS.

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO and federations. The NADO is required to work with (supervise and aid) the federations in relation to doping prevention, and is allowed to work with other public authorities, such as the police or justice department.

Practices

Originating from the Flemish competence for preventive health care, first the Flemish Ministry of Health, then NADO Flanders, has been testing athletes of all levels since 1991. Amateur sport competitions and fitness centres are regularly tested by NADO Flanders, making use of the Flemish Act on Anti-Doping which is applicable to all organised sports. Both "sports" and "organised" are broadly interpreted, so as to include bodybuilding competitions and fitness centres. For recreational-level athletes, the Flemish Community has set up its own disciplinary authorities, which sanction these athletes according to the Code with a suspension from organised sports, and an administrative fine of 1000 to 2000 Euro on average. NADO Flanders cooperates with the police to identify and test members of fitness centres where steroid use is purported to be rampant. On the basis of a protocol between NADO Flanders and the Flemish Chief Public Prosecutors, NADO Flanders also receives reports from the judicial and customs authorities about steroids & hormones users and importers. This allows

NADO Flanders to sanction (low-level) athletes who are caught on the possession or import of these forbidden substances and is usually followed by a police search of the users or importers house, which is quite impressive for casual users of doping in recreational sport. There is a cooperation agreement between the four NADO's of Belgium (Flemish, French and German Community and Brussels) which requires them to use the same definition of "athlete", "national-level athlete", RTP inclusion criteria and exchange of whereabouts data and allows them to organise joint prevention campaign. Efforts are underway to promote doping prevention in recreational sport in Flanders. Public body/state employees take the major lead on doping prevention in recreational sport. Federations are legally obliged to take initiatives regarding doping prevention. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping. For example, the Flemish Federation of Fitness centres (De Vlaamse Fitness Organisatie - DFO) is willing to fight doping in its member clubs, but not all fitness centres are a member. Those who are not a member are usually less opposed to doping. Printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes) on doping prevention are provided by NADO to federations and at other interested parties. Presentations on anti-doping are given on request (for example in schools).

Tests

Low-level competitive and fitness athletes can be tested by NADO

Sanctions related to doping in recreational sport

NADO Flanders: sporting and financial sanctions for all doping substances and methods (article 41 and 42 of the Flemish Anti-Doping Act of 25 May 2012 and article 95 of the Executive Decree of 19 October 2012). Criminal Courts: criminal sanctions for import, export, production, transport, acquisition, sale or delivery of steroids, hormones and other doping substances by anyone on the basis of the Belgian Drug Act All anti-doping rules violations committed by other persons than athletes are criminal acts on the basis of the Anti-Doping Act.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert was **NOT SATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport. They indicated that a central database with official information from EU member states on their fight against doping (i.e., legislation, practices, etc.) is needed.

ATTACHMENTS

- 1.Flemish Anti-Doping Act of 25 May 2012
- 2.Executive Decree of 19 October 2012
- 3.Model rules for Federations
- 4.Protocol between NADO Flanders and the Flemish Chief Public Prosecutors

Belgium (French Community)

NADO

Name: Direction de la lutte contre le dopage (Anti-Doping Department)

Mission: Prevent and detect the use of prohibited substances and methods on its territory

Legal status: Part of Ministry of Youth, Health & Sport

Funding: State

Website: www.dopage.cfwb.be

ANTI-DOPING RULES

Found in

French Community Anti-Doping Act of 20 October 2011 and Executive Decree of 20 October 2011. Anti-Doping regulations of the federations (disciplinary procedure and sanctions for all members).

Applicable to

Each person who practices a physical activity irrespective of the level of practice (recreational or professional). This includes elite, low-level competitive and fitness athletes.

Sanctioned by

Federations. Thirty-five of them have delegated this to a mutual disciplinary commission (CIDD), whose decisions may be appealed before the Belgian Court of Sports Arbitration (CBAS).

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO. The official mission of the NADO allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

The government may entrust sports organizations with doping prevention activities. However, at present, due to the lack of financial means dedicated to doping prevention, no sports organization has been entrusted with doping prevention. According to the Executive Decree, the government should make a "plan of education, information and prevention" of doping for the period 2013-2017. This plan is supposed to promote the involvement of the sports world in the prevention of doping (development of partnerships with the sports world in the elaboration and the realization of prevention measures). At present, this plan has not yet been realized. Nevertheless, several sports federations (cycling, swimming) organize training sessions and provide information about doping prevention on their website. Therefore, efforts are underway to promote doping prevention in recreational sport and public body/state employees take the major lead. There is a cooperation agreement between the four NADO's of Belgium (Flemish, French and German Community and Brussels)

which requires them to use the same definition of “athlete”, “national-level athlete”, RTP inclusion criteria and exchange of whereabouts data and allows them to organise joint prevention campaign. Main mode of prevention is through printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes). The NADO makes anti-doping leaflets emphasizing e.g. the side-effects (health risks) and sanctions sportspeople may face. The NADO may also organize training sessions by request of e.g. schools. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not currently play a part in the prevention of doping. A future decree plans to grant a label to fitness centres. Depending on the results of the doping controls, a fitness centre could “lose” his quality “drug-free” label. It could therefore encourage fitness centres to take initiatives in order to prevent doping.

Tests

NADO can test low-level competitive and fitness athletes.

Sanctions related to doping in recreation sport

Federations: sporting sanctions for all doping substances and methods. Criminal Courts: criminal sanctions for procession, trade and administration of any doping by athlete support personnel on the basis of the Anti-Doping Act; Import, export, production, transport, acquisition, sale or delivery of steroids, hormones and other doping substances by anyone on the basis of the Belgium Drug Act.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **UNIMPORTANT** in this country. The expert recorded a **NEUTRAL** response in relation to their satisfaction with the availability and quality of information from EU member states on the prevention of doping in recreational sport. The expert suggested that the following information is currently missing to help inform prevention efforts: Medical practitioners (sports physicians and more particularly general practitioners) should be better informed about doping prevention. Preventing the use of (illicit) PED is not only the responsibility of traditional anti-doping agencies.

ATTACHMENTS

1. Anti-Doping Act of 20 October 2011
2. Executive Decree of 20 October 2011

Bulgaria

NADO

Name: Anti-Doping Centre

Mission: prevent the use of prohibited substances and methods in sport and combat this phenomenon to its final abolition

Legal status: Part of Ministry of Youth & Sports.

Funding: State

Website: www.anti-doping.government.bg

ANTI-DOPING RULES

Found in:

There are two legal documents prohibiting the use of doping in sport: Law for the physical education and sport of 9 July 1996 (last amended on 2 July 2010); Regulations on doping control in training and competition activities

Applicable to

Athletes who have been issued with competition licenses by any licensed sports organization (club, federation or national sports organisation) on the territory of the Republic of Bulgaria. This includes elite athletes and low-level competitive athletes enrolled in a licensed sports club.

Sanctioned by

Sports organisation.

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

No-one. The official mission of the NADO allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

Efforts are underway to prevention doping in recreational sport and practitioners/researchers in medical science take the major lead. Main mode of delivery: Formal education (i.e. certification, qualifications and degree courses, or via conferences, workshops or seminars). Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping. No country specific examples of good practices identified.

Tests

None

Sanctions related to doping in recreational sport

None

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert was **NOT SATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport. They highlighted the fact that they were not aware of any summarised document which refers to measures taken by other countries of the European Union in terms of prevention of doping in recreational sport.

ATTACHMENTS

1. Law for the physical education and sport of 9 July 1996 (last amended on 2 July 2010).
2. Regulations on doping control in training and competition activities.

Croatia

NADO

Name: Croatian Institute for Toxicology and Anti-doping (CITA)

Mission: the promotion of clean sport through anti-doping activities (i.e., doping control, education in collaboration with interested group, firstly athletes and sports associations).

Legal status: Part of Croatian Institute for Toxicology and Anti-doping (CITA)

Funding: State

Website: www.antidoping-hzta.hr

ANTI-DOPING RULES

Found in

Sports Act of 09 June 2006 (Official Gazette 71/06) and last amended concerning to anti-doping on 22 October 2010 (Official Gazette 124/10). NADO Anti-doping rules (based on WADAs Model for NADO) of November 2011 last amended on June 2013.

Applicable to

All Persons who: Are members of a National Sports Federation, regardless of where they reside or are situated; Participates in any capacity in any activity organized, held, convened or authorised by a National Sports Federation. This includes elite and low-level competitive athletes.

Sanctioned by

NADO (CITA)

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

Croatian Federation for Sports Recreation "Sport for All" (www.hssr.hr).

Practices

HSSR is responsible for recreational sport and all related activities and is member of the following international associations:

- TAFISA "Sport for all"(Trim and fitness international sports association);
- European Federation for company Sports – (EFCS);
- CESS, European network "Sport for All";
- HEPA

For now, there are no doping prevention activities in recreational sport. There is no collaboration between recreational associations and NADO. The recreational associations did not implement the NADO's model rules. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping. No country specific examples of good practices identified in this area.

Tests

NADO can test low-level competitive athletes.

Sanctions related to doping in recreational sport

Unknown

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **VERY IMPORTANT** in Croatia. The expert was **NOT SATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport. They states that information on widespread doping in recreational sport is currently missing to help inform prevention efforts in Croatia.

ATTACHMENTS

1. Sports Act

Cyprus

NADO

Name: CYADA (Cyprus Anti-Doping Authority)

Mission: implementation and management of an efficient anti-doping policy in Cyprus, in line with relevant legislation and in accordance with international conventions and any other obligations of the Government of the Republic of Cyprus

Legal status: Independent public authority

Funding: State

Website: www.cyada.org.cy

ANTI-DOPING RULES

Found in

Law 7(III)/2009 and Ministerial decrees.

Applicable to

Any sportsman, whether being member of a Sports Club or not. This includes elite, low-level competitive and fitness athletes.

Sanctioned by

Cyprus Anti-Doping Disciplinary Panel

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO. Several other organisations (e.g., the Cyprus Sports Organisation, the Cyprus National Olympic Committee, the Ministry of Education and Culture) are active for the prevention of doping in recreational sport and exercise too. The official mission of the NADO allows for collaboration with other agencies/organisations in relation to doping prevention in recreational sport

Practices

So far the activities of the NADO and the other organisations involved in doping prevention in recreational sport are not structured. However, this is now one of the goals of CyADA and the situation will soon change towards a more structured and well-coordinated collaboration. The establishment of a broad network of trainers including staff from the sports organisations for doping prevention is in process. In a round-table discussion organised by the Cyprus Anti-Doping Authority and the University of Nicosia the representatives of the Gym Owners Association expressed their views supporting that doping in recreational sport is indeed considered an important issue. Efforts are underway to promote doping prevention in recreational sport and public body/state employees take the major lead. Main mode of delivery is formal education (i.e. certification, qualifications and degree courses, or via conferences, workshops or seminars). Presently, commercial organisations involved in recreational sport (e.g., gyms and fitness centres) are not active in the prevention of doping in this country. No country specific good practice examples identified.

Tests

NADO can test low-level competitive and fitness athletes.

Sanctions

Cyprus Anti-Doping Disciplinary Panel: sportive sanctions. Criminal Courts: All anti-doping rule violations are criminal offences. Any person found to have violated the anti-doping rules is reported to the Police and is brought before the Court for further criminal sanctions (imprisonment and/or fine).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **VERY IMPORTANT** in this country. The expert was **SATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport. They believe that there is sufficient information about practices for combating doping in recreation sport but assert that there is only limited or no information about the critical assessment of such policies and practices.

ATTACHMENTS

None

Czech Republic

NADO

Name: Czech Anti-Doping Committee

Mission: ensuring the anti-doping program of the Czech Republic

Legal status: Part of Ministry of Education, Youth and Sports

Funding: State

Website: www.antidoping.cz

ANTI-DOPING RULES

Found in

NADO Regulations for Doping Control and Sanctions incorporated into or referenced to by the federations regulations.

Applicable to

All Persons who are members of a National Sports Federation, regardless of where they reside or are situated, or participants in any capacity in any activity organised, held, convened or authorised by a National Sports Federation. This includes elite and low-level competitive athletes.

Sanctioned by

Federations

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO. The official mission of the NADO allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

NADO organises education in cooperation with federations, seminars for physicians and medical students on Czech universities and exchanges information with Czech customs and police about suspect persons-dealers of doping substances. It was also involved in the creation of a paragraph in the Penal law and ministerial regulation listed banned substances of anabolic and hormonal type. Efforts are underway to promote doping prevention in recreational sport and public body/state employees take the major lead. Main mode of delivery: Printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes). Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping. No country specific examples of good practices identified.

Tests

NADO can test low-level competitive athletes

Sanctions related to doping in recreational sport

Federations: sportive sanctions for low-level competitive athletes. Criminal Courts: criminal sanctions for unauthorised handling of substances with anabolic or hormonal

effects and unauthorised usage of methods with doping effects (section 288 Criminal Code).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **VERY IMPORTANT** in this country. The expert went on to say doping prevention in recreational sport is less important than in elite sport. However, the prevention of doping in fitness centres and so-called hard-core gyms is still very important. The expert provided a **NEUTRAL** response in relation to how satisfied they were with the availability and quality of information from EU member states on the prevention of doping in recreational sport. The expert felt that the athletes are missing information about nutritional supplements, especially guarantee of its doping purity. Further, there was a belief that in the Czech Republic the media are a major source of doping information and they do not help anti-doping prevention. The expert argues that many times media are on cheaters side and suggests that it would be better if media help us to increase public aversion against doping.

ATTACHMENTS

1. Regulations for Doping Control and Sanctions, established by NADO

Denmark

NADO

Name: Anti-Doping Denmark (ADD)

Mission: doping control, information and education, research and development, international cooperation and provision of advice and support to public authorities on the fight against doping

Legal Status: Independent public authority

Funding: State and federations

Website: www.antidoping.dk

ANTI-DOPING RULES

Found in

Act no. 1438 of 22 December 2004 on Promotion of Doping Free Sport (last amended on 19 November 2013). Act no. 232 of 21 April 1999 on Prohibition on certain Doping Substances. Executive Order no. 1405 of 18 December 2013. National Anti-Doping Code 2009, established by NADO and DIF (National Olympic Committee and Sports Confederation of Denmark). Code on anti-doping in recreational sport of DIF, DGI (Danish Gymnastics and Sports Associations) and DFF (Danish Federations of Company Sport).

Applicable to

The legislation is applicable to society as a whole. The National Anti-Doping Code is applicable to elite athletes (member of DIF). The Code on anti-doping in recreational sport is applicable to low-level competitive athletes and fitness athletes (members of DIF, DGI, DFF and DFHO). This means different anti-doping rules apply to elite, low-level competitive and fitness athletes.

Sanctioned by

Federations. The Doping Tribunal and Secretariat are purely association entities/bodies. There is one Doping Tribunal/Secretariat for recreational sport and one for competition sport. If there is a problem to identify an athlete as either a recreational athlete or a high-level athlete this problem is to be solved in each case by DIF according to section 2, subsection 4 in the code for recreational sport.

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

Federations and the NADO. The official mission of the NADO requires collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

Efforts are well underway to promote doping prevention in recreational sport in this country and sports organisations and ADD take the major lead. A structured collaboration exists between the organisations involved in doping prevention in recreational sport. Pursuant to section 9(1) of the Act on Promotion of Doping-Free Sport, ADD is required to endeavour to enter into collaborative agreements with

fitness centres and other private or public institutions, businesses, etc. offering sports or related activities and associations and groupings of athletes not affiliated to the sports organisations. At the same time ADD works in close partnership with the sports organisations. The main sports organisations DIF, DGI and DFF have drafted a code on anti-doping in recreational sport. ADD has a staff of around nine persons. Three to four persons of which are working in doping prevention, consulting/educating sports organisations and fitness centres. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping. The Danish Fitness & Health Organisation (DFHO) is part of the board in ADD, partly because they pay ADD for education and consultation of their members (fitness centres). All main commercial fitness centres have a partnership agreement with ADD. There are about 550 fitness centres in Denmark. ADD has partnership agreements with ca. 50% of these, but having partnership agreements with the big centres means that the agreements cover ca. 80% of all members in the fitness centres. DFHO is signatory to the Code on anti-doping in recreational sport. Main mode of delivery is printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes). Country specific good practice identified as Denmark is one of the first countries in Europe to fight recreational doping. National expert signposted the report "Strategies for stopping steroids"

Tests

NADO can test low-level competitive athletes. NADO can test in health and fitness centres on the basis of a partnership agreement (contract) between ADD and the individual centre or ADD and DFHO.

Sanctions related to doping in recreational sport:

Doping Tribunal for Recreational Sport: sportive sanctions for DIF, DGI, DFF and DFHO members on the basis of the Code on anti-doping in recreational sport. Criminal Courts: criminal sanctions for manufacture, import, export, trade, distribution or possession of steroids, hormones and EPO (Act on Prohibition of Certain Doping Substances).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert selected **NEUTRAL** as their response on the availability and quality of information from EU member states on the prevention of doping in recreational sport. As they see it, there is no information coming from the EU so far.

ATTACHMENTS

1. Act no. 1438 of 22 December 2004 on Promotion of Doping Free Sport (last amended on 19 November 2013)
2. Act no. 232 of 21 April 1999 on Prohibition on certain Doping Substances

Estonia

NADO

Name: Estonian Anti-Doping Agency (EADA)

Mission: promoting healthy and fair sport, conducting doping testing and anti-doping education and developing international anti-doping cooperation

Legal status: Foundation

Funding: State and federations

Website: www.antidoping.ee

ANTI-DOPING RULES

Found in

Sport Act §11. Regulations of clubs or sports federations who are members of the Olympic Committee.

Applicable to

Athletes in competitions where the organisers are from clubs or sports federations who are members of the Olympic Committee. This includes elite and low-level competitive athletes.

Sanctioned by

NADO

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO, the National Olympic Committee and the Ministry of Culture

Practices

Whilst efforts are underway in this country doping prevention in recreational sport is not a mandatory task and not a clear responsibility of the NADO. Main activities have been testing at sports events where recreational athletes also participate. The NADO has a plan to work out an e-learning tool for recreational athletes together with the two important organisations in the recreational sports: Sport for All Association and Sport for All Year Campaign. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping in this country. No country specific examples of good practices identified.

Tests

NADO can test low-level competitive athletes in competitions where the organisers are from clubs or sports federations who are members of the Olympic Committee.

Sanctions related to doping in recreational sport

NADO: sporting sanctions (low-level competitive athletes in competitions where the organisers are from clubs or sports federations who are members of the Olympic Committee).

Criminal Courts: on the basis of § 195 of the Penal code: financial sanction for Prescribing a medicinal product for use as doping in sports, inducing a person to use a

medicinal product as doping, or delivery of a medicinal product for administering as doping; criminal sanction if the aforementioned act are committed against a minor.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert recorded a **NEUTRAL** response in relation to their satisfaction with the availability and quality of information from EU member states on the prevention of doping in recreational sport. No detail offered on what information is currently missing to help inform prevention efforts in Estonia.

ATTACHMENTS

None

Finland

NADO

Name: FINADA

Mission: FINADA's high-quality anti-doping work has a good impact on the reputation and appreciation of sport in general. We encourage all stakeholders in the field of sports to commit to the common rules of clean sport. We carry out focused doping control and active training and communications both nationally and internationally.

Legal status: Non-profit organisation

Funding: Government

Website: www.antidoping.fi

ANTI-DOPING RULES

Found in

Finnish Anti-Doping Code (NADO model rules to be implemented by the federations)

Applicable to

Any sports organisation and other association registered in Finland and committed to complying with the Code, either in its rules or by means of a separate agreement with FINADA (Sports federations are committed to compliance with Finland's Anti-Doping Code through the Ministry of Education and Culture's funding and their own rules). The members of such organisations and associations, athletes participating in competitions and their support personnel. This includes elite and low-level competitive athletes.

Sanctioned by

National Federation with the recommendation of FINADA

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

A-Clinic Foundation (a foundation fighting against all sorts of addictions). The official mission of the NADO allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

Efforts are underway to prevent doping in recreational sport in this country through a joint effort between two separate organisations. FINADA's activities are targeted to competitive sports. A-Clinic Foundation is targeted to doping prevention amongst fitness enthusiasts. The A-Clinic Foundation has nearly 60 years of experience in treating intoxicant addiction. A structured and cooperative relationship exists between FINADA and the A-Clinic and this supports the development of the Dopinglinkki website (www.dopinglinkki.fi). Good practice was identified as outlined. The Dopinglinkki website provides research-based information and anonymous expert advice by social and health care professionals on doping in recreational sports (e.g. about side-effects and social issues related to doping use). Dopinglinkki is intended for fitness enthusiasts who use doping substances, their family members and friends, and professionals from different fields who meet users of doping substances in their work.

Information is offered in Finnish, Swedish, English and Russian. Dopinglinkki also provides education and research on doping in recreational sports. The A-Clinic Foundation is involved in a doping prevention network in relation to recreational sport. The following organisations are involved in this network:

- A-Clinic Foundation / Dopinglinkki: www.dopinglinkki.fi
- FINADA: www.antidoping.fi
- Finnish Sports Confederation: www.valo.fi
- Ministry of Culture and Sport: www.okm.fi
- The National Research Institute of Legal Policy: www.optula.om.fi
- National Institute of Health and Welfare: www.thl.fi
- Finnish Youth Research Network: www.nuorisotutkimusseura.fi
- Finnish Student Health Service: www.yhts.fi
- Sports Medicine Foundation: www.hula.fi
- Dopingjouren (Sweden): www.dopingjouren.se

The Ministry of Culture and Sports organises official meetings where different authorities, e.g. customs, police, representatives of different ministries and national anti-doping organisations share information, and meetings for anti-doping researchers from different fields, funded by Ministry of Culture and Sports. Other scientific doping research network collaboration exists between Dopinglinkki and National Institute of Health and Welfare, Finnish Youth Research Network, Finnish Student Service and Sports Medicine Foundation by sharing information and knowledge. Together with the Finnish Sports Confederation, Dopinglinkki has put together an online training programme on doping and fitness enthusiasts that is part of the Clean Sport Commitment for Finnish fitness centres. The training is available free of charge for fitness centres that have signed the commitment, and it will be updated every three years. Passing this training programme is a mandatory part of the Clean Sport Commitment contract terms. Additional training is offered to fitness centres every year. Fitness centres receive also doping related printed and online materials. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping. So far more than 150 sports centres have signed the Clean Sport Commitment in Finland. The feedback from fitness centres has been positive. Personnel of fitness centres have been very interested in the theme of doping and nutritional supplements. Other educational collaboration exists between Dopinglinkki and the Training Institute for Prison and Probation Services. FINADA and Dopinglinkki have produced together educational materials and implemented educational programs for various target groups. As such Practitioners/researchers in medical, social and sports sciences take the major lead on doping prevention in recreational sport. Main mode of delivery is via formal and web-based education, printed and online materials and self-directed learning. Country specific good practices in relation to the prevention of doping in recreational sport:

- The A-Clinic Foundation has nearly 60 years of experience in treating intoxicant addiction. The experiences gathered through Dopinglinkki's online health advisory service and the treatment of mixed substance abusers (alcohol, CNS drugs, narcotic painkillers, other drugs) by the A-Clinic Foundation will be exploited to develop a model for referral to treatment for substance abusers. This is a unique model how to gather versatile information which can be used later in other EU countries.
- Dopinglinkki provides nationwide low-threshold services, and this health and information services for fitness enthusiasts using doping substances together with gained experience could also be applied in other EU countries.
- Dopinglinkki's national online programme, existing training networks and educational experience from collaboration with fitness centres and medical personnel (doctors, nurses, and students) could also serve as an example for other

EU countries. A further training module on how to approach the use of doping substances with a patient could be part of the part of the online training.

- The Clean Sport Commitment contract for fitness centres could be one example how commercial organisations (fitness centres) will be involved in cost-effective way in doping prevention.
- All EU countries could also use Nordic Conferences on Doping in Recreational Sports as an example how to network with other countries. Conference could also be expanded to cover all EU countries.

Tests

NADO can test low-level competitive athletes.

Sanctions

National federations with the recommendation of FINADA: sportive sanctions for low-level competitive athletes. Criminal Courts: criminal sanctions for the production, import, distribution and possession with intent to distribute steroids and hormones (Penal Code Chapter 44).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **VERY IMPORTANT** in this country. The co-ordinator was **NEUTRAL** in their response on the availability and quality of information from EU member states on the prevention of doping in recreational sport. In their opinion information on how to treat doping substance abusers is currently missing.

ATTACHMENTS

1. Finnish Anti-Doping Code

France

NADO

Name: Agence Française de Lutte contre le Dopage (AFLD)

Mission: organisation of doping controls, analyses of samples, following disciplinary procedures done by the national federations, medical search, prevention and international presence and consultant for federations and the Government

Legal status: Independent public authority

Funding: State

Website: www.afld.fr

ANTI-DOPING RULES

Found in

The Sports Code (law). Regulations of Federations (disciplinary procedure and sanctions on the basis of model provided by law).

Applicable to

Anyone training for, or participating in, sports competitions or events. This includes elite, low-level competitive and fitness athletes.

Sanctioned by

Federations (members) or NADO (non-members and federation members which have not – yet or enough – been sanctioned by their federation).

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

National Olympic Committee; Ministry of Sport.

Practices

The medical commission of the NOC and the Ministry of Sport, in cooperation with the "Antennes Médicales du Prévention du Dopage" (AMPD - autonomous regional doping prevention entities recognised by the Ministers of Sport and Health on the basis of art. L232-1 of the Sports Code) are responsible for anti-doping prevention and education of athletes of all levels. The main mode of delivery is printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes). Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping in recreational sport in this country. Country specific examples of good practice not identified.

Tests

NADO can test low-level competitive and fitness athletes.

Sanctions

Federations or NADO: sportive sanctions.

Criminal Courts: article L232-26 of the Sports Code provides criminal sanctions for

- possession or attempt to possess non-specified forbidden substances or methods on WADA's prohibited list without medical justification;

- prescribing, administering, selling or offering of doping to an athlete, without medical justification, or inciting or facilitating their use;
- production, import, export, transport, possession or acquiring doping, for use by an athlete without medical justification;
- tampering or attempted tampering with any part of the doping control

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **UNIMPORTANT** in this country. The co-ordinator recorded a **NEUTRAL** response in relation to the availability and quality of information from EU member states on the prevention of doping in recreational sport. In their opinion, human and social analysis is missing from the landscape.

ATTACHMENTS

None

Germany

NADO

Name: NADA

Mission: Protect and support clean sport, transparent and honestly achieved results in Germany

Legal status: Foundation

Funding: Stakeholder Model (State, Sport and Economy)

Website: www.nada.de

ANTI-DOPING RULES

Found in

National Anti-Doping Code (NADC)
Regulations of Federations (Code compliant)

Applicable to

Athletes bound to the NADC, notably:

- Athletes signing an athlete agreement with their National Federation (e.g. national squad athletes / national or prospect athletes);
- Athletes taking part in national competitions organized by a signatory's member organization or a club or other member organization of a signatory's member organization or organizations accepting the code otherwise (e.g. professional leagues). Athletes shall be bound to the NADC by accepting the competition rules.

This includes elite and can include low-level athletes.

Sanctioned by

Federations (federations' anti-doping panels or DIS/ German Court of Arbitration for Sport) / National Anti-Doping Agency Germany (DIS/ German Court of Arbitration for Sport)

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO

Practices

Although NADA Germany has no explicit responsibility in this field, NADA's measures are - based on its charter - not limited to elite athletes only. Therefore in addition to its doping prevention work among elite athletes, NADA sees recreational sport as an important target area. However, due to limited resources at this time, this can only be achieved through strong partnerships. NADA plans to extend its prevention efforts among recreational athletes in the next few years. NADA Germany currently concentrates on elite-athletes (national or prospect level). In addition, the NADA views its activities in German schools (approx. ages 10-19) as crucial to its prevention program. Furthermore NADA started its "Give everything, take nothing" campaign (www.alles-geben-nichts-nehmen.de) to raise awareness for clean performance within the general public. The NADA is the central authority for doping prevention in

Germany, with the current focus on the organized sport system. The national doping prevention plan (NDPP) was implemented to further doping prevention among recreational athletes. Together with the Federal Agency for civic education, the NADA has developed interdisciplinary school materials in this area. Germany has no general anti-doping law but numerous anti-doping provisions in various laws which also provide for significant sanctions and investigation possibilities. The most important of these is the Pharmaceutical Products Act which was amended in 2007 by the Act on Improving Measures against Doping Sport which provided:

- stricter penalties for doping crimes under the Pharmaceutical Products Act committed on a commercial or gang basis;
- extended forfeiture in these cases, e.g. confiscation of profits;
- extension of Section 6a of the Pharmaceutical Products Act to include drugs used in conjunction with methods prohibited in the appendix to the Anti-Doping Convention and for the purpose of human doping;
- authorisation of the Federal Criminal Police Office (BKA) to conduct investigations of internationally organized trafficking in pharmaceutical products;
- criminal penalties for the possession of significant quantities of certain doping substances which are especially dangerous;
- mandatory inclusion of warnings on packaging and specialist information for physicians concerning drugs which can be used for doping.

On an international level, NADA Germany shares expertise with most NADOs, esp. NADA Austria and Anti-Doping Switzerland (due to common language).

Testing

NADO can test low level and fitness athletes if they are bound by the NADA Code.

Sanctions related to doping in recreational sport

Sanctions are solely imposed by Criminal Courts as far as the facts result in sanctions on the basis of Article 95 para.1 in conjunction with Article 6a of the Drug Law for:

- Placing on the market, prescribing or administering of doping to athletes for the purpose of doping in sport;
- Possession or acquiring of a non-small quantity of certain pharmaceutical products (incl. steroids and hormones) for the purpose of doping in sport in so far as human beings are to be the subject of doping

In addition to this law, doping (also by a third party) may be punishable under the Narcotics Act and the Criminal Code.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **NEUTRAL** in this country. The expert was **NOT SATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport. In their opinion, the following information is currently missing to help inform prevention efforts in their country: Formal education; topics to health related issues in all school forms; cooperation between drug prevention and doping prevention

organisations; development of consciousness regarding health care development of resilience factors; broader discussion in society about "enhancement".

ATTACHMENTS

None

Greece

NADO

Name: National Council to Combat Doping (NCCD)

Mission: conduct doping controls in competitive sport and organize prevention efforts to combat doping use in sport

Legal status: State agency which is supervised by and part of the General Secretariat of Sports, which is part of Ministry of Education and Religious Affairs

Funding: State and federations

Website: www.eskan.gr

ANTI-DOPING RULES

Found in

Law 3057/2002 chapter D Regulations of Federations (disciplinary procedure and sanctions).

Applicable to

All athletes participating in competitive events. This includes elite and low-level competitive athletes.

Sanctioned by

Federations. NCCD monitors the implementation of the sanction.

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NCCD in cooperation with sports federations, other sporting bodies, educational institutions and the media.

Practices

The official mission of the NCCD requires collaboration with sport federations, educational organizations and the media in order to develop educational tools and awareness-raising campaigns about the health hazards doping use. NCCD collaborates with sport federations for the organization of doping prevention campaigns (workshops to raise awareness and inform coaches and athletes on new developments on doping use). NCCD collaborates with the Ministry of Education and Religious Affairs for doping controls in school sporting events and related workshops targeting high school students. However, these campaigns mostly comprise one-day workshops with a focus on doping control procedures. In a similar vein, NCCD's information material (i.e., booklets) focuses on doping controls and related procedures. All this information relates to elite sports, there is no reference at all to recreational sport and exercise. There are no doping prevention programmes currently underway in recreational sport. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping in this country. Country specific examples of good practice were not identified.

Testing

NCCD can test all athletes participating in competitive events (including low-level), but only tests elite athletes.

Sanctions related to doping in recreational sport

On the basis of Law 3057/2002 all individuals who promote prohibited substances to athletes in competitive events face sporting (prohibition of exercising a sport-related profession), financial (fine of 25.000 to 50.000 euros) and criminal (imprisonment of at least 3 years) sanctions. For athletes there are criminal (imprisonment of at least 2 years), financial (fine of at least 5.000 euros) and sporting (exclusion from sport competition for up to 2 years) sanctions. Also, there are similar sanctions for everyone who manufactures, promotes, sells, or assists in any way athletes in getting access to doping substances and methods.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **VERY IMPORTANT** in this country. The expert was **VERY DISSATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport. In their opinion, the following information is currently missing to help inform prevention efforts in their country:

- Identify the psycho-social processes underlying doping use in both elite sports and recreational/exercise settings, and accordingly integrate this knowledge in existing or new doping prevention efforts;
- Address the role of legal nutritional supplements in doping use in both elite sports and recreational/exercise settings;
- Address the marketing and sales promotion strategies used by the nutritional supplements industry and assess the impact of those strategies on doping consumption trends, especially in recreational sports and exercise settings;
- Identify formal and informal networks of doping substances trafficking and promotion in both elite sports and recreational/exercise settings.

ATTACHMENTS

None

Hungary

NADO

Name: Hungarian Anti-Doping Agency (HUNADO)

Mission: take part in anti-doping activities in line with the provisions of Decree no. 43/2011, other legislation and the provisions of certain international standards applicable to national anti-doping organizations, based on a contract concluded with the Minister

Legal status: Independent public authority

Funding: State

Website: www.antidoping.hu

ANTI-DOPING RULES

Found in

Decree No. 43/2011. (III. 23) of the Government on the rules of anti-doping activities; Regulations of Sports federations (following HUNADO's recommendations).

Applicable to

Members of federations and athletes with competition licenses. This includes elite, low-level competitive sports club members and non-competitive sports club members (health and fitness participants).

Sanctioned by

NADO

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO

Practices

Under Hungarian law HUNADO is the engine of doping prevention in Hungary, and any collaboration respecting this rule is allowed. Public body/state employees & medical practitioners take the major lead. Formal education (i.e. certification, qualifications and degree courses, or via conferences, workshops or seminars) and self-directed learning (e.g. searching the internet, reading books, newspapers and journal articles) are the main mode of delivery. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping. The Hungarian regulation focuses mainly on professional athletes, however in respect of education / prevention, all athletes and athlete support personnel: a) are invited to take part in HUNADO's annual two-days anti-doping conference; b) receive HUNADO's regular newsletters; c) are provided with education materials (WADA Prohibited List, WADA Code, Hungarian regulations, etc.); d) HUNADO provides "on the spot lectures" at their request etc. and e) are exposed to anti-doping educational information and awareness-raising booth at different national and international championships. National organisations shall designate a contact person familiar with the rules applicable to anti-doping activities for the purpose of co-ordinating their anti-doping tasks and co-operating with all organizations (including Ifs, HUNADO, other national

organisations, public authorities) participating in anti-doping activities. The NADO has a right to make recommendations for the drafting and amendment of detailed federation rules applicable to anti-doping activities and their harmonisation with uniform domestic and international professional principles and requirements, as well as the principles of such rules, and may request information from the federations concerned in writing about the implementation of such rules. There is a continuous collaboration with law enforcement officials (joint education and prevention project with special focus on the youth).

Tests

NADO can test low-level competitive athletes (athletes with a competition license).

Sanctions related to doping in recreational sport

NADO: sportive sanctions for athletes with a competition licence (such licenses may be issued by any national federations at the request of any recreational athlete) Criminal court: criminal sanctions on the basis of Section 185 of on the Criminal Code for any person who encourages or aids the use of any prohibited substance for the purpose of performance enhancing in sport by a minor or produces, offers, delivers, distributes or prescribes as a physician or as a veterinarian such a substance.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **UNIMPORTANT** in this country. The expert selected **VERY DISSATISFIED** in response to the availability and quality of information from EU member states on the prevention of doping in recreational sport. They highlighted the following types of missing information in this field:

- European standards;
- Expectations, and experience at national level;
- Mainstream practice;
- Other member states' regulation.

ATTACHMENTS

1. Hungarian Government Decree ENG 43 2011
2. Hungarian Act C of 2012 on the Criminal Code

Ireland

NADO

Name: Irish Sports Council Anti-Doping Unit

Mission: protect Ireland's sporting integrity against the threat of doping

Legal status: Part of the Irish Sports Council (public authority)

Funding: State

Website: www.irishsportsCouncil.ie/Anti-Doping

ANTI-DOPING RULES

Found in

Irish Anti-Doping Rules

Applicable to

Members or license holders of recognised national federations ("NGB's"-national governing bodies) and participants in their competitions and events. This includes elite and low-level competitive athletes.

Sanctioned by

Federations

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

Irish Sports Council. The official mission of the NADO allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

Doping prevention in recreational sport is currently not promoted and therefore country specific examples of good practice were not identified. NADO does have an anti-doping education executive who assists NGB's with developing anti-doping prevention strategies and education. All NGB's have an Anti-Doping Officer. NADO has a memorandum with the Irish Medicines Board, collaborates with customs and provides support and information to all formal education institutions such as schools, 3rd level institutions and medical education institutions and organisations such as Merchants quay needle exchange. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping.

Tests

NADO can test any person who is a member of a registered NGB, but it currently does not test at low levels.

Sanctions related to doping in recreational sport

Federations: sporting ban for low-level competitive athletes

Criminal Courts: criminal sanctions for sale of steroids and hormones if not a licensed pharmacy. There is a new bill currently going through parliament whereby steroids and hormones will part of the list of drugs that is included in the drug misuse act.

This will make it easier to prosecute individuals caught in possession without a prescription etc. This should be through by 2015

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert recorded a **NEUTRAL** response in relation to the availability and quality of information from EU member states on the prevention of doping in recreational sport. The expert indicated that they are missing information about attitudes towards doping at recreational sports level and also details as to what extent is doping at recreational sport a problem.

ATTACHMENTS

1. Irish Sports Council Act

Italy

NADO

Name: CONI-NADO

Mission: the organisation and strengthening of national sports and the promotion of maximum proliferation of sport.

Legal status: Part of National Olympic Committee (public authority)

Funding: State

Website: www.coni.it/en/institutional-activities/anti-doping.html

ANTI-DOPING RULES

Found in

CONI Anti-Doping rules. Law N. 376 of 14 December 2000 (Regulation of health standards in sports activities and the fight against doping).

Applicable to

All participants in sport events. This includes elite, low-level competitive and fitness athletes.

Sanctioned by

NADO

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO and the Commission for the Monitoring and Control of Doping and the Protection of Health in Sporting Activities (CVD).

Practices

Efforts are underway to prevent doping in recreational sport. Practitioners/researchers in medical sciences take the major lead. Good practice examples identified.

Law 376/2000 established the Commission for the Monitoring and Control of Doping and the Protection of Health in Sporting Activities, at the Ministry of Health (CVD - www.nodopingcvd.it) for the purpose of undertaking the following activities:

- Establishing the classes of Doping Substances;
- Determining, in compliance with the indications of the IOC and other relative organizations and institutions, the cases, criteria and methodologies for anti-doping controls and identifying the competitions and sporting activities for which health checks shall be conducted by the accredited laboratories;
- Performing anti-doping controls and checks on the health of the athletes during and outside competitions;
- Identifying means of co-operating with National Health Service structures in order to implement anti-doping controls;
- Maintaining working relationships with the European Union and International organisations and guaranteeing participation in anti-doping programmes;
- Promoting information campaigns for the protection of health in sporting activities and the prevention of doping, especially in all the state and private schools of every

type and level, in co-operation with public authorities, the Italian National Olympic Committee (CONI), national sports federations, affiliated sports clubs, public and private organizations for the promotion of sports, and availing itself of physicians specialized in sports medicine.

There is a structured collaboration between the CVD and the NADO. According to Law 376-2000 the NADO promotes information campaigns for the protection of health in sporting activities and the prevention of doping, especially in all state and private schools of every type and level, in co-operation with the CVD, other public authorities, national sports federations, affiliated sports clubs, public and private organizations for the promotion of sports, and availing itself of physicians specialized in sports medicine. Doping control activities are carried out in coordination between NADO and the CVD. In particular, the NADO is in charge of the control of national and international competitive sports, while the CVD is mainly involved in non-competitive and amateur sports. Even athletes which are practicing competitions within commercial organizations must be registered at an official level with a sport federation, thus being subject to all the rules and norms regulating anti-doping at a national level. Additionally, those commercial organizations which are responsible for the organization of a sport event must communicate this responsibility to NADO and CVD. Should one of these two latter bodies decide to implement an anti-doping control, the commercial organizations must comply with this request and logistically organize such a control (e.g., find a place, time for the control). Two representatives from CONI are included in the CVD. NADO notifies the Italian State Prosecutor's Office in case of criminal offences. NADO funds, supports or implements education and training programmes on anti-doping. Each year the NADO provides (one day) training sessions to staff of the National Sport Federations and to physicians of the Italian sport federations. Research exchanges between NADO researchers and researchers from universities or other organizations are not rare. Some ad-hoc collaborations exist between the NADO and sporting and non-sporting organizations involved in doping prevention in recreational sport. CVD has funded research programs and information or intervention campaigns in the school settings or in other social contexts. Sport organizations affiliated with "sport for all" associations (such as UISP, the Italian Union for Sport for All) often play an active role in the design, dissemination and awareness of an anti-doping culture. For the UISP, the greatest national "sport for all" association in Italy, with more than 1000 sports clubs and 1.300.000 persons affiliated, the fight against doping is one of its first objectives. The UISP has organized a lot of anti-doping campaigns based on different intervention approaches during the last 15 years. In particular, after the positive experience of the first national awareness campaigns called "We're athletes, we play clean" (1999) and "Dracula does not drink doping" (2002), UISP has developed an intervention for high school students based on social skills training called "Primaedoping" (2004). Two years later they developed an intervention called "Asinochidoping" (2006) mainly based on life skills training. In 2008, the interventions were targeted on middle schools students with "Mom, let's talk about doping". In 2009, a new communication campaign focused not only on the subject of doping, but also on the use / abuse of supplements. All these campaigns were at least partially funded by the CVD. As the CVD funds and/or conducts training and information and educational programs that promote health with particular attention to recreational sports, it is not unusual that these programs are organized in co-operation with networks of gym or fitness centres. Thus, commercial organisations (e.g., gyms and fitness centres) play a part in doping prevention in this country. For example, in the campaign named ""Safe gyms"" an anti-doping kit has been developed and distributed to managers and technical managers of gyms and fitness centres. These centres have organized initiatives aimed to contrast the use of doping substances and drugs. The kit represents also a useful support for school leaders and teachers in their actions / activities aimed at promotion of healthy lifestyles and the

prevention of doping. Country specific good practices in relation to the prevention of doping in recreational sport: In accordance with the Law of 14 December 2000 and as a result of an act of cooperation between the Ministry of Health and the National Olympic Committee, the activities of doping control are carried out in coordination between CONI and The Commission for the Monitoring and Control of Doping and the Protection of Health in Sporting Activities instituted at the Ministry of Health. In particular, the CONI is responsible of the control of national and international competitive sports, while the Commission is in charge of non-competitive and amateur sports. In particular, the Commission for the Monitoring and Control of Doping, has funded research programs and information or intervention campaigns in the school settings or in other social contexts.

Tests

NADO and CVD can test low-level competitive and fitness athletes. See above "Practices".

Sanctions relating to doping in recreational sport

NADO: sportive sanctions. Criminal Courts: criminal sanctions for use, encouragement of use and administration of drugs or biologically or pharmacologically active substances considered as doping; trade in these substances outside official distribution channels (Law 376/2000).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert recorded a **NEUTRAL** score in relation to their satisfaction with the availability and quality of information from EU member states on the prevention of doping in recreational sport. The expert called for:

- A more thorough understanding of the reasons why some recreational athletes/exercisers are risk takers, the timing of doping substance use in recreational athletes and the psychological processes and social factors that influence athletes' and exercisers' decisions and actions;
- Information about interventions, educational programs and specific protocols of promotional campaigns on sport and health in school and sport contexts. Any data on their efficacy are typically lacking and, even when data exist, they do not easily become accessible via a report, an official website or a blog, to gauge any specific information about strengths and weaknesses of the program, protocol or initiative. As such, it becomes very hard to envision or design new forms of initiatives, programs or best practices addressing doping preventions in amateur sport contexts.

ATTACHMENTS

1. Law N. 376 of 14 December 2000

Latvia

NADO

Name: State Sport Medicine Centre - Anti-Doping Department

Mission: not available

Legal status: Part of Ministry of Health

Funding: State

Website: www.antidopings.lv

ANTI-DOPING RULES

Found in

Sport Law and Cabinet Rules executing Sport Law provisions. Regulations of Federations (disciplinary procedure and sanctions).

Applicable to

All natural persons who engage in sport and take part in sports competitions. This includes elite and low-level competitive athletes.

Sanctioned by

Federations

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO. The official mission of the NADO allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

The NADO is involved in a doping prevention network across all levels (Elite sport, Competitive sport, Recreational sport). The organisations involved in the network are:

- Ministry of Education and Science;
- Ministry of Health;
- Latvian Olympic Committee;
- Latvian Paralympic Committee;
- Sports Federation Council of Latvia;
- Latvian Sports For All Association.

Efforts are underway to prevent doping in recreational sport and medical practitioners take the major lead on these initiatives. Main mode of delivery is through formal education (i.e. certification, qualifications and degree courses, or via conferences, workshops or seminars). Anti-doping issues are covered in sports lessons for 14 to 18-year olds. In 2006, the Latvian health and fitness association approached the NADO with an aim to help the clean gyms, who are members of their association. At that moment the association represented the leading fitness and gym industry companies. The NADO took as a model the Finnish experience and drafted a trilateral contract between NADO, Association and gym, where each party undertook some obligations to promote clean sports. Testing, however, was not a subject of this contract. With a prominent media campaign this was a successful initiative aimed at helping people to

choose those gyms that stand for clean sport. The cooperation ended in 2009 with the economic crisis leading to bankruptcy of many clubs, the Association itself and reduction of funding for the NADO. This would have been an example of good practice in this country. Before 2008 work was initiated to improve legislation and procedures to restrict availability of certain doping substances (mostly hormones). The work was carried by the working group consisting of sport movement and governmental institutions (health, police, pharmaceutical, food quality, customs, and justice). The group drafted legal and procedural proposals, submitted to the Government. However, the Government due to economic difficulties, decided to freeze all new policy initiatives until later. Most serious actions are now taken by the Latvian Powerlifting Federation. They request and pay for out-of-competition tests., decide on additional financial sanctions on top of those imposed in accordance with WADC and organise regular information sessions in cooperation with NADO. In turn they plan to have compulsory anti-doping education for participants in competition. All the other sports federations under Sport Federation Council of Latvia - Isfp.lv - carry out some kind of prevention activities in cooperation with NADO, but not very actively.

Tests

NADO can test low-level competitive athletes.

Sanctions related to doping in recreational sport

Federations: sportive sanctions. Criminal Courts: criminal sanctions in case of use or possession of certain doping substances.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert was **VERY SATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport. However, they noted the following information is currently missing to help inform prevention efforts in their country: Policy document to clearly define responsibilities of different stakeholders (both governmental and non-governmental). As such there needs to be EU-wide agreement that in cooperation with NADO the following should happen: Ministry of Education should support anti-doping in schools, universities; Ministry of Health should reflect doping in its prevention campaigns; educate general practitioners and pharmacists on doping issues; Police should perform searches in suspicious gyms; Customs should search for shipments containing doping; Olympic Committee should actively promote its anti-doping stand; National sport federations should actively engage in fight against doping, etc.

ATTACHMENTS

1. Sports Law

Lithuania

NADO

Name: Lithuanian Anti-Doping Agency

Mission: prevention of doping substances and methods

Legal status: independent public authority

Funding: state

Website: www.antidopingas.lt

ANTI-DOPING RULES

Found in

National Law on Physical Education and Sport. Regulations of federations (disciplinary procedure and sanctions).

Applicable to

Members of federations and participants in their competitions. This includes elite and low-level competitive sports club members.

Sanctioned by

Federations

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

There is no specific body responsible exceptionally for doping in the recreational sport. Generally doping prevention belongs to NADO.

Practices

Whilst the expert indicated that efforts are underway to prevention doping in recreational sport in this country, they indicated that prevention programs are not currently applied. However, they are planned and the NADO, government and sport organizations will take the major lead on doping prevention in recreational sport. The coordinator did not know if commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping or if they would wish to participate in doping prevention in recreational sport. Country specific good practices were not identified.

Tests

NADO can test low-level competitive athletes.

Sanctions related to doping in recreational sport

Federations: sportive sanctions for low-level competitive sports club members.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert recorded a **NEUTRAL** score regarding the availability and quality

of information from EU member states on the prevention of doping in recreational sport. They further explain that it is not a matter of information missing; it is a matter of missing resource.

ATTACHMENTS

None

Luxembourg

NADO

Name: ALAD

Mission: not available

Legal status: Foundation

Funding: State and federations

Website: www.alad.lu

ANTI-DOPING RULES

Found in

Sports Law of 3 August 2005. ALAD Anti-Doping Code, which needs to be incorporated in the regulations of all federations affiliated to the National Olympic Committee.

Applicable to

All persons holding a licence. This includes elite and low-level competitive athletes.

Sanctioned by

Anti-Doping Disciplinary Commission and Council of the National Olympic Committee.

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO. The official mission of the NADO allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

Efforts are underway to promote doping prevention in recreational sport in this country and public body/state employees are the major leaders. Main mode of delivery: Formal education (i.e. certification, qualifications and degree courses, or via conferences, workshops or seminars). Ad hoc, non-formal collaboration takes place on a case by case basis with Justice and with Health Ministries. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping. Country specific examples of good practice were not identified.

Tests

NADO can test low-level competitive athletes.

Sanctions related to doping in recreational sport

NOC: sportive sanctions (low-level competitive athletes). Criminal Courts: criminal sanctions for import, export, manufacturing, offering, sale, dispensing, administration or possession with intent to have others use them as doping in sport (Sports Law).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **NEUTRAL** in Luxembourg. The expert recorded a NEUTRAL score regarding the availability and quality of information from EU member states on the prevention of doping in

recreational sport. They did not indicate any information was missing to inform prevention efforts and inserted 'none' in this response box.

ATTACHMENTS

None

Malta

NADO

Name: Anti-Doping Commission of Malta

Mission: implementing the principles of the Code and the supporting International Standards

Legal status: Part of Malta Sports Council (KMS), public authority

Funding: State

Website: www.sportmalta.org.mt/antidoping

ANTI-DOPING RULES

Found in

Legal Notice 281 of 2011

Applicable to

All members of a federation (Sports Organisation) affiliated with the Malta Sports Council. This includes elite and low-level competitive athletes.

Sanctioned by

NADO or federation.

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

No-one. The official mission of the NADO allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport, but there is no framework for doping prevention in recreational sport.

Practices

The national expert did not know if efforts were underway to promote doping prevention in recreational sport in Malta. However, they did state that the Maltese NADO is part of the EU Commission which is forming guidelines on doping prevention in recreational sport. Educational activities are organised regularly for members of sports organisations. Normally the term Sports Organisation (federation) refers to an organisation practising a particular sport (e.g., basketball, athletics, judo etc.). These organisations are required to adopt the Anti-doping regulations to be affiliated to the Malta Sports Council (KMS). All those affiliated to KMS are subject to doping control. They would hold very low level competitions for their lowest level athletes. All these are subject to doping control. Gyms and fitness centres are not considered to be Sports Organisations and the expert did not know if commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping in Malta, or if they would wish to participate if they did not do so already. Country specific good practice was not identified.

Tests

NADO can test low-level competitive athletes.

Sanctions related to doping in recreational sport

NADO or Federation: sportive sanctions (low-level competitive athletes).

NATIONAL EXPERT OPINION

The importance of prevention of doping in recreational sport in Malta was given a **NEUTRAL** response. The expert was **NOT SATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport. They explained that exact and detailed strategies on how to tackle this issue are currently missing in the EU.

ATTACHMENTS

1. Legal Notice 281 of 2011

The Netherlands

NADO

Name: Anti-Doping Authority the Netherlands (In short and Dutch: Dopingautoriteit)

Mission: create doping-free sports in the Netherlands

Legal status: Foundation

Funding: State, federations and NOC

Website: www.dopingautoriteit.nl

ANTI-DOPING RULES

Found in

National Doping Regulations (NADO model rules, incorporated in the regulations of national federations).

Applicable to

Members of the national federations. This includes elite and low-level competitive athletes.

Sanctions

Federations.

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO. The official mission of the NADO allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

Efforts are underway to prevent doping in recreational sport in this country and practitioners/researchers in social and human sciences take the major lead. There is a difference between organised and non-organised sports. In organised sports, both the NADO and the national sports federations are responsible for prevention work among their members. For non-organized sports the NADO is funded by the ministry of Health, Welfare and Sports to do prevention work among members of fitness centres. Main mode of delivery is through printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes). Organised sport has doping rules which are based on the World Anti-Doping Code and which apply to almost all members in organised sport. This is covered by the National Doping Regulations. In principle, doping controls can be carried out by almost all members of organised sport. However, in practice this is almost always done only at the highest levels. If a doping control is positive, this only leads to sanctions within organized sport. Fitness members who train in fitness centres and are not included in organised sport can therefore not be checked by the Doping Authority. In fitness the umbrella organisation Fit!vak is active in doping prevention and has a code of conduct for their members and education activities for fitness instructors. Thus, commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping. For example, among 200 fitness centres participate in the country's 'True

Strength' campaign (<http://www.eigenkracht.nl/english>). Research shows that the fitness centres are willing to participate in prevention programs.

Tests

NADO can test low-level competitive athletes.

Sanctions relating to doping in recreational sport

Federations: sportive sanctions (low-level competitive athletes) Criminal Courts: criminal sanctions for unauthorised prescription, manufacturing, trade and possession of certain doping substances (incl. steroids & hormones) intended for sale (Medicines Act, Opium Act and Penal Code).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert was **NOT SATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport. The information currently missing to inform prevention efforts are good, effective preventive, educational strategies (evidence-based).

ATTACHMENTS

None

Poland

NADO

Name: Commission against Doping in Sport

Mission: fight for clean sport

Legal status: Independent public authority, whose office is supervised by the Ministry of Sport and Tourism)

Funding: State

Website: www.anty doping.pl

ANTI-DOPING RULES

Found in.

Act on Sport (general framework). NADO model rules (disciplinary procedure and sanctions), to be incorporated in regulations of federations.

Applicable to

All persons preparing for or taking part in sport competitions. This includes elite, low-level competitive and possibly fitness athletes. Both the Act on Sport and the Anti-Doping Model Rules apply only to persons participating in or preparing to participate in sporting competitions organized by the Polish sports associations (national sports federations). On the other hand, the term "preparing to participate" is so broad that it might justify the application of these provisions also to non-competitive sports club members (health and fitness participants).

Sanctioned by

Federations

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO. The official mission of the NADO allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

Efforts are underway to promote doping prevention in recreational sport in this country and public body/state employees take the major lead. Main mode of delivery: Printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes). NADO usually asks sports organizations to take part in the educational campaigns. However, the scope of that cooperation is diverse. Some sports federations (e.g. swimming) are very active inviting the NADO to organize trainings for young athletes or outreach programs during youth competitions, while other federations are quite passive. The NADO organizes awareness trainings at sports schools with the presence of successful former or present athletes (e.g. Olympic champions). Sports schools in Poland are attended not only by the future professional athletes but also by regular students who are not interested in continuing their sports carriers. Cluster of Herbal Medicinal Products and dietary supplements was established in Poland. The Institute of Sport is involved in that project. One of its aims is to develop and implement the concept of best practices in production of herbal medicines

and dietary supplements, as well as to inform about the origins of herbal medicines and dietary supplements. Cluster certifies herbal medicines and dietary supplements. It is also planned to certify dietary supplements free from doping (not containing prohibited substances). It is ongoing. The Act on Sport and the NADO statutes, established by the Minister of Sport, enable NADO to collaborate with other organizations in relation to doping prevention and it is not limited to doping prevention in elite sport. Commercial organisations did not currently play a part in doping prevention in recreational sport at the present time. Country specific good practice identified.

- Cluster of Herbal Medicinal Products and dietary supplements was established in Poland. The Institute of Sport is involved in that project. One of its aims is to develop and implement the concept of best practices in production of herbal medicines and dietary supplements, as well as to inform about the origins of herbal medicines and dietary supplements. Cluster certifies herbal medicines and dietary supplements. It is also planned to certify dietary supplements free from doping (not containing prohibited substances). It is ongoing.
- The Commission against Doping in Sport organize awareness training at sports schools with the presence of successful former or present athletes (e.g. Olympic champions). Sports schools in Poland are attended not only by the future professional athletes but also by regular students who are not interested in continuing their sports carriers.

Tests

NADO can perform test on low-level competitive and fitness athletes.

Sanctions related to doping in recreational sport

Federations: sportive sanctions. Criminal sanctions on the basis of article 50 of the Act on Sport state that anyone who administers a prohibited substance or method to a minor or to an athlete without her or his knowledge shall be liable on conviction to a fine, restriction of liberty or imprisonment for a term not exceeding two years. It refers to all minors and athletes preparing to or taking part in sporting competitions, professional and amateur ones. Some provisions regarding doping in sport can be also found in various acts, e.g. Act of 6 September 2001 Pharmaceutical Law, the Law of 29 July 2005 on counteracting drug addiction, as well as the Law of 11 January 2001 on chemical substances and the Act of 26 October 1982 on Upbringing in Sobriety and Counteracting Alcoholism. These laws, among others, determine the rules of production, trade and possession of substances, some of which are prohibited in sport. They are also strengthening the prevention of doping, due to setting up some educational and informational possibilities.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **NEUTRAL** in this country. The expert recorded a **NEUTRAL** score when asked about satisfaction with the availability and quality of information from EU member states on the prevention of doping in recreational sport. However, they did not feel that information is missing.

ATTACHMENTS

None

Portugal

NADO

Name: ADoP (Portuguese Anti-Doping Authority)

Mission: adopting rules in order to initiate, implement or apply any stage of the doping control procedure

Legal status: Independent public authority

Funding: State

Website: www.adop.pt

ANTI-DOPING RULES

Found in

Anti-Doping Law 39-2012

Applicable to

All athletes and athlete support personnel that are affiliated in a national or international federation or the non-affiliated that participate in an official competition. This includes elite and low-level competitive athletes.

Sanctioned by

Federations. The disciplinary power is in the NADO but is delegated in the disciplinary bodies of the national sports federations that are included in the National Anti-Doping Program.

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO, Associação de Empresas de Ginásios e Academias de Portugal (AGAP – Fitness Association), Serviço de Intervenção nos Comportamentos Aditivos e nas Dependências (SICAD) and Instituto Português do Desporto e Juventude (Sport and Youth Institute).

Practices

Efforts are underway to promote doping prevention in recreational sport in this country and public body/state employees take the major lead. Main mode of delivery is through printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes). The educative and informative campaigns are developed by NADO with the collaboration of the National Sports Federations and National Olympic and Paralympic Committees, National Confederation of Sports and other public and private schools and universities. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping and wish to play a role in doping prevention in this area. For example, Associação de Empresas de Ginásios e Academias de Portugal (AGAP) plays an important role in providing information in order to prevent doping in gyms and health clubs. Country specific good practices in relation to the prevention of doping in recreational sport:

- ADoP's anti-doping information hotline contributes to the prevention of the use of prohibited substances also in recreational sport;

- The “Programa Nacional de Formação de Treinadores” (PNFT), is a mandatory programme for training coaches that work in the competitive sportive sector and was developed by IPDJ, IP (Portuguese Institute for Sports and Youth), and programme is composed of 4 different levels. Taking into consideration that it is crucial to provide the athletes' support personnel with sufficient and accurate anti-doping information and education, the first three levels integrate specific anti-doping modules (level one 2 hours, level two 3 hours and level three also 3 hours), produced by ADoP;
- ADoP makes available anti-doping training courses for all the post-graduates in sports medicine, in cooperation with several universities and with the Sports Medicine Portuguese Society. Every year, a number of physicians (between 60 and 80) attend these one-year courses. The postgraduate course in Lisbon is now in its 10th edition. In all these courses, there is an anti-doping module which lasts 8 hours. ADoP also participates annually in other post-graduate studies dedicated to physical educators, nurses and physiotherapists, with specific anti-doping modules with a duration of 8 hours;
- ADoP also undertakes every year, for the last 20 years, a specific training course for those health practitioners. Special attention is given to the eventual alterations to be implemented in the Prohibited List for the following year, topics related with the doping control process are addressed, new substances and detection methods, etc. The trainees are able to change experiences and to discuss all matters concerned with the fight against doping in sports;
- AGAP adopted the European Health and Fitness Association (EHFA) Anti-Doping Code of Conduct in 2012.

Tests

NADO can test low-level competitive athletes (fitness athletes too if they participate in official competitions).

Sanctions related to doping in recreational sport

Federations: sportive sanctions. Criminal Courts: the Anti-Doping law defines as criminal offences the trafficking of prohibited substances and methods and the administration of prohibited substances and methods by third persons.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert recorded a **NEUTRAL** response in relation to their satisfaction with the availability and quality of information from EU member states on the prevention of doping in recreational sport. They state that the results of this study will be very helpful in trying to define the best strategy in the EU member states regarding how to deal with this problem. They suggest the main challenge in the big majority of EU member states will be the realisation of other ministries like health, justice, education and internal affairs to fully cooperate in this scope and accept their responsibilities in this matter.

ATTACHMENTS

None

Romania

NADO

Name: RANAD (Romanian Anti-Doping Agency)

Mission: promotion, coordination and monitoring at national level of the fight against doping in sport by adopting and implementing anti-doping policies and rules in compliance with the international legislation in force.

Legal status: Independent public authority

Funding: State and self-generated income (fees paid by federations and clubs)

Website: www.anad.gov.ro

ANTI-DOPING RULES

Found in

Law 227/2006 on prevention and fight and doping in sport. Law 104/2008 on prevention and fight against manufacture and illicit traffic of high-risk doping substances. Government Decision 59/2006 regarding the use of food supplements by athletes approved with changes and completions by Law 511/2006. Government Decision 956/2011 for the approval of the Methodological Norms for the application of Law 104/2008. Government Decision 1056/2009 for the approval of the Methodological Norms regarding the organization and conduct of doping control.

Applicable to

All athletes. This includes elite, low-level competitive and fitness athletes.

Sanctioned by

NADO

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO. Ministry of Health, National Authority for Customer Protection, National Customs Authority and General Inspectorate of Romanian Police.

Practices

Efforts are underway to promote doping prevention in recreational sport in this country and medical practitioners take the major lead. Main mode of delivery is through printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes). By law 227/2006 the NADO is required to collaborate with the sports entities, the Ministry of Education, Research, Youth and Sport and the Romanian Olympic and Sports Committee. All these entities can ask the NADO to test an athlete. The national sport federations, sport clubs and professional leagues are legally bound to stipulate in their annual budget sums of money designated to anti-doping tests for their athletes. Education programs are either implemented by the NADO alone or in cooperation with entities such as the Ministry of Youth and Sport. Pursuant to article 76 of Law 227/2006 the introduction of courses on the international and domestic provisions on fight against doping in sport is mandatory in the academic curricula of Sports and Physical Education Higher Education institutions. Law 104/2008 set up a Board for prevention and fight against the illicit traffic of high-risk doping

substances, as advisory body without legal personality besides the NADO. The Board consists of representatives from the NADO, the General Inspectorate of the Romanian Police, National Customs Authority, Ministry of Health, and the National Authority for Customer Protection and the Ministry of Justice. According to art. 7 of Law 104/2008 the central bodies specialized in prevention and fight against illicit traffic and use of drugs, within the General Inspectorate of Romanian Police and the National Customs Authority as well as the Ministry of Health and the National Authority for Customer Protection submit in due time to the NADO data related to the prevention and fight against illicit traffic of high-risk doping substances, according to their attributions. According to article 9 of Law 104/2008 the activities within bodybuilding or fitness clubs should be conducted only after obtaining the functioning certificate in terms of anti-doping regulations from the NADO. In order to get this certificate, at least one employee needs to have followed the NADO Anti-Doping training program. In order to facilitate testing in bodybuilding and fitness clubs the NADO is required to establish a collaboration protocol with the National Office of Trade Registration in order to obtain free of charge the updated list of the persons conducting sport, recreational and entertainment activities (art. 10 Law 104/2008).

Tests

The NADO can test non-competitive sports club members (health and fitness participants) and low-level competitive athletes.

Sanctions related to doping in recreational sport

On the basis of Law 227/2006: sportive sanctions for athletes, financial sanctions for athlete support personnel; On the basis of Law 104/2008: financial sanctions for the possession or commercialisation of high-risk doping substances (incl. steroids, hormones and epo) in bodybuilding or fitness clubs, managing a bodybuilding or fitness club without the required NADO certificate (see above) and refusing entry to NADO staff; Ministry of Health and National Authority for Customer Protection: financial sanctions for illegal manufacturing, preparing, processing, transforming, offering, selling, distributing, sending, delivering, purchasing, buying, possessing or other operations related to high-risk doping substances (incl. steroids, hormones and epo); National Customs Authority and General Inspectorate of Romanian Police: financial sanctions for import or export of high-risk doping substances without the required authorization; Criminal Courts: criminal and financial sanctions for illegal manufacturing, preparing, processing and transforming steroids, hormones and epo. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping and it is structured pursuant to the legislation in force.

Country specific good practice identified. Specifically:

- At RANAD we consider as an established good practice, the work we commit to the anti-doping accreditation and certification of body-building gyms and fitness centres. The accreditation and certification of body-building and fitness centres is regulated via Law 104/2008 and via Government Decision 956/2011 for the approval of the Methodological Norms for the application of Law 104/2008. The procedure of accreditation and certification of body-building and fitness centres is coordinated by RANAD;
- RANAD organizes anti-doping training courses and it has issued a Handbook. Each body-building and fitness centre must assign a person from the company to attend the training course. The final assessment comes in the form of a multiple-choice test and the training course graduates are issued certificates. The subsequent step consists in the submission of the accreditation application file which, amongst other documents, must mandatorily include the listing of food supplements which are sold

within the respective body-building gyms and fitness centre as well as evidence that a staff member of the centre has completed the above-described training course. Based on file examination and inspection of the facility, a 3-year valid certificate is issued within maximum 90 days. Upon completion of the 3-year term, a new accreditation process is required;

- Where, after completion of the accreditation process, a body-building or fitness facility is selling food supplements others than those listed in the document attached to the accreditation application, the respective facility must notify RANAD;
- RANAD's Department for deterrence of the illicit traffic of prohibited substances must inspect the body-building gyms and fitness centres and impose fines for the following findings: Facilities which failed to submit the accreditation application file; facilities which possess or sell prohibited substances or food supplements which contain pro-hormones and/or prohibited substances.

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **VERY IMPORTANT** in this country. The expert was **SATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport and did not specify any missing information.

ATTACHMENTS

1. Law 227/2006 on prevention and fight and doping in sport;
2. Law 104/2008 on prevention and fight against manufacture and illicit traffic of high-risk doping substances.

Slovakia

NADO

Name: Slovak Anti-Doping Agency (SADA)

Mission: not available

Legal status: Part of Ministry of Education, Science, Research and Sport of the Slovak Republic

Funding: State

Website: www.antidoping.sk

ANTI-DOPING RULES

Found in

Sport Act 300/2008. Regulations of federations (disciplinary procedure and sanctions).

Applicable to

Elite and low-level competitive athletes.

Sanctioned by

Federations.

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

Federations. The NADO's mission allows collaboration regarding recreational sport.

Practices

There are no efforts to promote doping prevention in recreational sport in Slovakia. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping.

Tests

NADO can test low-level competitive athletes.

Sanctions related to doping in recreational sport

Federations: sportive sanctions (low-level competitive athletes).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **VERY UNIMPORTANT** in this country. The expert was **VERY DISSATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport and indicated that best practice, manuals and information materials were missing.

ATTACHMENTS

None

Slovenia

NADO

Name: Slovenian Anti-Doping Organisation (SLOADO)

Mission: to create a generation of athletes who have confidence in their ability to succeed in sport without the misuse of prohibited substances or prohibited methods and to create a generation of support personnel who understand that the athletes they are involved with can achieve their goals without resorting to prohibited substances or prohibited methods.

Legal status: Institute (Non-profit NGO, legal entity governed by private laws)

Funding: Olympic Committee of Slovenia-Association of Sport Federations (OCS-ASF)

Website: www.sloado.si

ANTI-DOPING RULES

Found in

Anti-Doping Rules of SLOADO, accepted and incorporated by all national federations, member of OCS-ASF. Anti-Doping Rules of Olympic Committee of Slovenia.

Applicable to

Members of federations and participants in national events or national leagues. This includes elite and low-level competitive athletes.

Sanctioned by

NADO

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO and Federations. The NADO's mission allows collaboration with other organisations.

Practices

Doping prevention in recreational sport is not taking place in Slovenia, so there are no major leaders or prevention teams. Therefore, self-directed learning (e.g. searching the internet, reading books, newspapers and journal articles) was identified as the main mode of delivery. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping. NADO prepares and conducts through the National Federations educational and informational programs to inform Athletes and also Athlete`s support personnel about the harmful effects of doping as well as about doping control procedures. Education is managed by the NADO education team and includes technical seminars for NSF's support personnel: licensed seminar for coaches, medical personnel, parents, athletes, especially young athletes. The NADO is collaborating with the Faculty for Sport, Faculty for Medicine, and Faculty for Pharmacy. There is also an Outreach Program for Athletes in Slovenian High Schools (sport classes only).

Tests

NADO can test low-level competitive athletes. It can test fitness athletes too if they are member of a Sport federation, even more if they are financed by governmental money. Membership in NOC of Slovenia is not a prerequisite.

Sanctions related to doping in recreational sport

NADO: sportive sanctions (low-level competitive athletes). Criminal Court: criminal sanctions for manufacture, possession of and trade in doping (Penal Code).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **VERY IMPORTANT** in this country. The expert selected **NEUTRAL** in response to the availability and quality of information from EU member states on the prevention of doping in recreational sport. They highlighted the following types of missing information in this field:

- There are almost no scientific researches on the field of doping in recreational sport from different aspects;
- Doping in recreational sports is in high correlation with the eating habits of the nation, research on the field of self-awareness in connections with nutritional supplements.

ATTACHMENTS

1. Anti-Doping Rules of SLOADO
2. Anti-Doping Rules of OCS

Spain

NADO

Name: Spanish Agency for the Health Protection in Sports (AEPSAD)

Mission: implement the state's policies on health protection in sport and in particular the fight against doping and the scientific research into sport.

Legal status: state agency

Funding: State

Website: www.aepsad.gob.es

ANTI-DOPING RULES

Found in

Public Act 3/2013 for the protection of athletes' health and the fight against doping in sport activities.

Applicable to

All athletes. This includes elite, low-level competitive and fitness athletes, but most rules apply only to members of federations.

Sanctioned by

NADO

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO.

Practices

Efforts are underway to promote doping prevention in recreational sport in this county and public body/state employees are the major leaders. Main mode of delivery: Printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes). The NADO has an entity designed for participation, co-ordination and monitoring in which those institutions and bodies with the appropriate regional powers for sport and health in Spain's regions are represented. For the fulfilment of its functions the NADO is able to enter into agreements or conventions with any public or private institutions. Regarding its testing policy there is a collaboration agreement with the Ministry of Health, Food Safety Agency, Agency for the control of medicines and an agreement with Ministry of the Interior (Home Office) for collaboration against doping traffic and consignments. In its capacity as the body specialized in the investigation, control and implementation of the anti-doping policy, the NADO is seen as the public body for providing advice and collaboration with the State Security Corps and Forces, the investigative police forces and all other Public Authorities with powers related to its scope of action and, at their request, with judges and courts. Its collegiate governing body includes the participation of all parties involved in sport and, within these, the sports federations specifically. The structure of the Agency includes a body enabling the participation of athletes' representatives. The coordinator indicated that commercial organisations involved in recreational sport (e.g., gyms and fitness centres) do not play a part in the prevention of doping. However, they indicated that

commercial organisations would wish to participate in doping prevention programmes as interest has been shown by physio-culture and bodybuilding centres and associations. Country specific good practice identified via the work of a private institution: Fundación Miguel Induráin www.fundacionmiguelindurain.com.

Tests

NADO can test low-level competitive athletes (members of federation).

Sanctions related to doping in recreational sport

NADO: sportive and financial sanctions (low-level competitive members of federations)
Criminal Courts: criminal sanctions for the prescription, administration, delivery or offering of substances to athletes which serve to enhance the physical capacities of athletes or modifying competition results (art. 361bis Penal Code).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **NEUTRAL** in this country. The expert was **NOT SATISFIED** with the availability and quality of information from EU member states on the prevention of doping in recreational sport and highlighted the following types of missing information in this field:

- Exchange of good practices information with examples of successful initiatives and activities;
- Exchange of legislation.

ATTACHMENTS

None

Sweden

NADO

Name: Swedish Sports Confederation (SSC)

Mission: to lead and coordinate the Swedish anti-doping program in sports with the objective to assure all athletes their genuine right to take part and compete in a sports community free from doping

Legal status: Department of the Swedish Sports Confederation

Funding: State

Website: www.rf.se/antidoping

ANTI-DOPING RULES

Found in

NADO Anti-Doping rules

Applicable to

Organised sports. This includes elite, low-level competitive and recreational athletes affiliated with SSC. However, with the new Code coming up, NADO is looking to establish a new set of rules, which could become valid for all recreational sports. Common rules not only in organized sports, but also for gyms and their customers to join in on and adhere to.

Sanctioned by

NADO

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

NADO and federations. The official mission of the NADO requires and allows collaborations with other agencies/organisations in relation to doping prevention in recreational sport.

Practices

Efforts are underway to promote doping prevention in recreational sport in this country and public bodies and organized sport through SSC/NADO take the major lead on doping prevention in recreational sport. Main mode of delivery is through printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes) and educational conferences/workshops. The NADO is directly involved in a doping prevention network that spans elite sport, competitive sport and recreational sport. SSC includes 70 Sports Federations, 21 Regional Federations and some 20 000 Sports Clubs. The SSC co-operates nationally in different coalitions:

- National working group on anti-doping in society (involves several concerned authorities and NGO's);
- The AAS-network - a network of people professionally affected by the use of Anabolic Androgenic Steroids and similar substances in the society and involved in research and prevention in the field;

- PRODIS - an ongoing co-operation between gym's and other stakeholders, to support doping free gyms (private gym's as well as sports club or municipality driven) around Sweden, based on a concept of gym certification;

As a NADO SSC also co-operates internationally in different coalitions:

- Nordic Convention – a multilateral agreement between NADO's;
- iNADO - a global association of NADO's;
- IADA – a multilateral agreement between 10 governments, which also includes the involvement of NADO's;
- SSC is also a signatory of the World Anti-Doping Code and takes an active part in the work of WADA;
- As a NADO SSC is also involved, along with the government, in the work of Council of Europe and UNESCO under their respective anti-doping convention.

There are also other bodies involved in anti-doping from a more general perspective:

- Dopingjouren - <http://dopingjouren.se/> - is national hot-line service established in a University Hospital with the objective of increasing knowledge and consciousness about the risks and consequences of doping in society. Their services are available for doping users, their relatives, organizations, professionals and others;
- The Public Health Agency - <http://www.folkhalsomyndigheten.se/> as well as many other national, regional and local authorities;
- CAN (NGO for information on alcohol and other drugs) <http://www.can.se>.

NADO education and prevention program is normally directed at organized sports, but as a result of co-operation, programs are directed also outside of organized sports. Beside the NADO, also the SSC regional federations are actively involved in general prevention. Commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping and wish to play a role in doping prevention in this area. For example, The PRODIS project is based on gym involvement. Country specific good practices in relation to the prevention of doping in recreational sport:

The PRODIS intervention program "100% pure hard training

(100 % ren hårdträning) is based on the "community intervention" model originally developed in relation to alcohol. The primary components of the model are to engage and mobilise various players in a municipality/county in order to prevent a problem and to work with both demand-limited initiatives and initiatives which restrict accessibility. The intervention programme "100% pure hard training" includes the components; education for training managers and instructors at fitness centres, establishment of a local anti-doping policy and action plan, co-operation with the police and/or the Swedish Sports Confederation and media advocacy. A scientific evaluation has been carried out in order to measure the effects of the intervention. When the work began in 2007, and a number of facilities (20) were selected as intervention fitness centres (gyms). These were then compared with the same number of control fitness centres (gyms). Evaluation of the work (questionnaire studies) between 2007 and 2010 indicates that the number of members stating that they have been offered to buy and/or try anabolic androgenic steroids (AAS) between 2007 and 2010 has fallen from 25.6 percent to 18.4 percent at the intervention gyms. At the control gyms this figure has risen from 21.1 percent to 26.4 percent. The difference is statistically significant. The number of men stating that they have used AAS at some point has fallen over the period from 4.0 percent to 3.6 percent at the intervention gyms and has increased from 3.0 percent to 5.1 percent at the control gyms. Decrease in reported AAS use over the last year and the last 30 days can also be seen

at the intervention gyms. At the control gyms the figures increased. The number of members stating that the gym at which they train has a policy against doping has increased from 20 percent in 2007 to 35 percent in 2010 in the intervention gyms. At the control gyms, these figures were 16 percent for 2007 and 16 percent for 2010. The difference between the intervention gyms and the control gyms is statistically significant.

The SSC/NADO concept “Vaccinate your club against doping”

(<http://www.rf.se/vaccinera/>) is a web-based prevention program to promote a proactive rather than a reactive approach to doping in sports on the local level. By a short quiz sports leaders are made aware of their often very limited knowledge about doping rules and how that could affect their club. The program assist the process of developing a policy and an action plan, which includes education of coaches and athletes, both about the practicalities of doping rules and the ethics behind. Vaccinated clubs gets a certificate valid for three years. After that they need a re-vaccination. Evaluation among vaccinated clubs have proven that this is an appreciated and simple concept to follow in a field which otherwise often is regarded as difficult. A perceived benefit, beside increased knowledge and the presence of an anti-doping policy and action plan, is also that the vaccination had an added value also in relation to local society, municipality and sponsors.

Tests

NADO can test any affiliated athlete, from top-level through low-level competitive to recreational athletes

Sanctions related to doping in recreational sport

NADO: sportive sanctions for SSC affiliates. Private gyms may impose sanctions in accordance with their individual agreement with their customers. Criminal Courts: criminal sanctions for use, possession, acquisition, production, import, sale or transfer of steroids and hormones (Prohibition of Certain Doping Agents Act). Other acts containing criminal offences relating to certain doping substances: Smuggling sanctions act (SFS:2000:1225), The act concerting trade with drugs (SFS:2009:366), The act on control of narcotics (SFS:1992:860), Narcotics sanctions act (SF:1968:64).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The expert recorded a NEUTRAL score regarding the availability and quality of information from EU member states on the prevention of doping in recreational sport. They requested more information on the prevalence of doping in recreational sport.

ATTACHMENTS

None

United Kingdom

NADO

Name: UK Anti-Doping (UKAD)

Mission: ensuring sports bodies in the UK are compliant with the World Anti-Doping Code through implementation and management of the UK's National Anti-Doping Policy.

Legal status: Limited Liability Company

Funding: State

Website: www.ukad.org.uk

ANTI-DOPING RULES

Found in

UK Anti-Doping Rules, incorporated or referenced to by the rulebook of any national governing body in the United Kingdom, i.e., any sports organisation that serves as the ruling body for a sport or for an event involving one or more sports ("NGB").

Applicable to

All Athletes and Athlete Support Personnel who are members of the NGB and/or of member or affiliate organisations or licensees of the NGB (including any clubs, teams, associations or leagues); All Athletes and Athlete Support Personnel participating in such capacity in Events, Competitions and other activities organised, convened, authorised or recognised by the NGB or any of its member or affiliate organisations or licensees (including any clubs, teams, associations or leagues); Any other Athlete or Athlete Support Personnel who, by virtue of a contractual arrangement or otherwise, is subject to the jurisdiction of the NGB for purposes of anti-doping; This includes elite and low-level competitive athletes.

Sanctioned by

NADO

DOPING PREVENTION IN RECREATIONAL SPORT

Responsibility

Federations (low-level competitive athletes). The official mission of the NADO excludes collaborations with organisations in relation to doping prevention in recreational sport.

Practices

Efforts are not currently underway to prevent doping in recreational sport but the expert indicated that the main mode of delivery was via self-directed learning (e.g. searching the internet, reading books, newspapers and journal articles). NGBs anti-doping rules in theory cover all individuals who are a member of that NGB, including those who compete at a low level. The NADO encourages NGBs to develop education and information programmes at all levels within their sport. NGBs delegate the testing function to the NADO under the requirements of the UK's National Anti-Doping Policy. Some NGBs also conduct additional testing for their social drugs programme – the NADO is not responsible for testing in these sport specific programmes. The NADO leads its own education programmes (for example Major Games) - 100% me

education programme for athletes and UKAD education programmes for athlete support personnel. UKAD also supports the development of education programmes in NGBs and wider sporting organisations. UKAD also delivers on behalf of NGBs and/or wider sporting organisations using their National Trainers. The NADO has a dedicated intelligence and investigations team who have partnerships for information sharing with law enforcement agencies. The expert did not know if commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping or if they would wish to participate in doping prevention programmes. Country specific good practice not identified but reference made to the Danish government and NADO who implement a gym/fitness centre anti-doping programme.

Tests

NADO can test low-level competitive athletes (members of NGB)

Sanctions related to doping in recreational sport

NADO: sporting sanctions (low-level competitive members of NGB). Criminal Courts: possession, supply or production of certain doping substances (Misuse of Drugs Act).

NATIONAL EXPERT OPINION

The prevention of doping in recreational sport is regarded as **IMPORTANT** in this country. The provided a **NEUTRAL** response regarding their satisfaction with the availability and quality of information from EU member states on the prevention of doping in recreational sport but did not highlight specific types of information as missing from the field. They went on to comment that "at present this area of work is not the mandate of UKAD, therefore minimal work and investigation into this area has been conducted".

ATTACHMENTS

None

Annex 2: Survey Participants

EU Member State coordinators were appointed from the following organisations:

Member State	Organisation
Austria (AT)	Austrian NADO
Belgium (Flanders) (BE-FL)	NADO Flanders / Flemish Department of Culture, Youth, Sport and Media
Belgium (Wallonia) (BE-FR)	Catholic University Leuven
Bulgaria (BG)	National Sports Academy "Vassil Levski"
Croatia (HR)	NADO Croatia
Cyprus (CY)	NADO Cyprus
Czech Republic (CZ)	Czech Anti-Doping Committee
Denmark (DK)	University of Aarhus
Estonia (EE)	NADO Estonia
France (FR)	University of Paris-X-Nanterre, France
Finland (FI)	Finnish Sport Ministry
Germany (DE)	Pädagogische Hochschule Heidelberg
Greece (EL)	Aristotle University of Thessaloniki
Hungary (HU)	NADO Hungary
Italy (IT)	Sapienza University of Rome
Ireland (IE)	Irish Sports Council
Latvia (LV)	NADO Latvia
Lithuania (LT)	NADO Lithuania
Luxembourg (LU)	Agence Luxembourgeoise Antidopage
Malta (MT)	Maltese Anti-Doping Commission
Netherlands (NL)	NADO Netherlands
Poland (PL)	Polish Ministry of Sport
Portugal (PT)	Portuguese Anti-Doping Agency
Romania (RO)	NADO Romania
Slovakia (SK)	NADO Slovakia
Slovenia (SI)	NADO Slovenia
Spain (ES)	High Council for Sport, Spain
Sweden (SE)	Swedish Sports Confederation
United Kingdom (UK)	UK Anti-Doping

Annex 3: Survey Instrument

PART I - INFORMATION ABOUT YOUR ORGANISATION

1. How would you describe the organisation you represent?

- National Anti-Doping Organisation
- Public authority (e.g. ministry responsible for sport/health, municipality)
- Sport Organisation (e.g., Sports Federation, National Olympic Committee)
- University/college
- Other organisation involved in sport, sport policies or sport research (please specify):

2. Name of your organisation/institution?

3. At what level does your organisation or the body you represent mainly operate?

- Below national level
- National level
- EU wide
- International level
- Other (please specify)

4. Is your organisation or the body you represent a member of a national or international network that is involved in anti-doping and/or doping prevention?

- Yes
- No
- Don't know

IF YES, is this network directly involved in doping prevention in (please tick all that apply)

- Elite sport
- Competitive sport
- Recreational sport

5. Please list the organisations involved in this network, with their website if possible:

PART II – LEGISLATION/REGULATIONS/POLITICAL ARRANGEMENTS

1. What legislation/regulations/political arrangements exist regarding doping in elite sport in your country? Please provide an overview in the box below.

[Please provide a copy of the above-mentioned legislation/regulations/political arrangements in (one of) your official language(s) and English if possible.]

Please provide the address of the website(s) where these documents and their future updates can be accessed]

2. To which kind of recreational sport does this legislation/regulation/political arrangement also apply ?

- Low-level competitive sports club members
- Non-competitive sports club members (health and fitness participants)
- None

If you marked 'none', please state the reason why not:

3. Please provide the name(s) and website(s) of the organisation(s) in your country which are responsible for doping prevention in recreational sport?

4. Which organisations can impose sanctions on individuals for doping in recreational sport? Please list the name of the organisation and the type of sanctions it can impose (e.g., sporting, criminal, financial,...)

[Please provide a copy of the sanctions (in EN if possible) or the address of the website where the references/documents can be accessed]

5. What kind of collaboration exists between the organisations involved in doping prevention in recreational sport in your country?

- Structured
- Ad-hoc
- Don't know
- Not applicable

Please comment on your response and provide supporting information or reference key documents/websites where possible:

PART III – NATIONAL ANTI-DOPING ORGANISATIONS (NADOs)

1. What is the official mission and legal status of your country's NADO?

[Please provide the address of the website where the original documents can be accessed and, if possible a copy of the official mission statement and legal status of your country's NADO in EN

2. Does your NADO have jurisdiction in recreational sport, as defined in your country?

- Yes
- No
- Don't know

3. Which of these athletes can be tested by your NADO?

- Low-level competitive athletes
- Non-competitive sports club members (health and fitness participants)
- Non-club related athletes

4. Does the official mission of your NADO require, allow or exclude collaborations with other agencies/organisations in relation to doping prevention in recreational sport, as defined by your country?

- Require
- Allow
- Exclude

Please explain to what extent this is the case concerning each box you ticked

5. Focusing on doping prevention, what is the nature of relationship between your NADO and your country's sports organisations, as regards to:

a) staff:

b) testing policy:

c) funding:

d) anti-doping regulations:

e) education:

f) other collaboration (please state and comment):

6. Focusing on doping prevention, what is the nature of the relationship between your NADO and non-sporting or doping related organisations, as regards to:

a) staff:

b) testing policy:

c) funding:

d) anti-doping regulations:

e) education:

f) other collaboration (please state and comment):

7. Does your NADO share expertise involving prevention work with other anti-doping organisations?

- Yes
- No
- Don't know

If yes, can you provide specific examples of what is shared and to whom?

PART IV - DATA AND GOOD PRACTICES

1. Are efforts underway to promote doping prevention in recreational sport in your country?

- Yes
- No
- Don't know

2. Do you know what the main local, national, EU and international anti-doping information/data sources are that are used in your country for the purpose of doping prevention in recreational sport?

- Yes
- No

If yes, please provide specific details on the sources and if possible list relevant websites:

3. Please rate how effective you think the following approaches are to doping prevention in recreational sport:

	Not at all effective	Not too effective	Slightly effective	Very effective	Extremely effective
1. Knowledge-focused (e.g., side effects)	1	2	3	5	5
2. Affective-focused (e.g., targeting feelings of value and self-worth)	1	2	3	5	5
3. Social skills training (e.g., assertiveness, decision-making, resistance to peer pressure)	1	2	3	5	5
4. Life skills training (e.g., multicomponent: social skills, personal skills and knowledge)	1	2	3	5	5
5. Ethics and values-based (e.g., against the rules, fair play, honesty and integrity)	1	2	3	5	5
6. Context-specific legislation/sanctions (e.g., banned from using training facilities)	1	2	3	4	5
7. Criminal legislation/sanctions (e.g., arrests and criminal record)	1	2	3	4	5

4. Do you know organisations in your country that apply one or more of the above mentioned ways to prevent doping in recreational sport?

- Yes
- No
- Don't know

If yes, please list the organisation(s), its approach and provide its corresponding address or website

5. In your opinion, are there other approaches not listed in the table accompanying IV.3 that are effective in doping prevention in recreational sport?

- Yes
- No
- Don't know

If yes, please provide details of the approach(es)

6. If doping prevention in recreational sport is taking place in your country, please select the profession which takes the major lead on these activities?

- Public body/state employees
- Medical practitioners
- Practitioners/researchers in social and human sciences
- Practitioners/researchers in medical sciences
- Former addicts now in prevention
- Lawyers
- Other_____ please specify

7. If doping prevention in recreational sport is taking place in your country, which fields are present in the prevention team? Please select all options that apply.

- Public body/state employees
- Medical practitioners
- Practitioners/researchers in social and human sciences
- Practitioners/ researchers in medical sciences
- Former addicts now in prevention
- Lawyers
- Other_____ please specify

8. If doping prevention in recreational sport is taking place in your country, what is the main mode of delivery?

- Formal education (i.e. certification, qualifications and degree courses, or via conferences, workshops or seminars)
- Printed, electronic or online materials (e.g. leaflets, newsletters, videos, DVDs or programmes)
- Self-directed learning (e.g. searching the internet, reading books, newspapers and journal articles)
- Other_____ please specify

9. Do commercial organisations involved in recreational sport (e.g., gyms and fitness centres) play a part in the prevention of doping in your country?

- Yes
- No
- Don't know

If yes, what role do they play? *[Please provide supporting information or reference key documents/websites where possible]:*

10. If they do not do so already, do you think that commercial organisations (e.g., gyms and fitness centres), would wish to participate in doping prevention in your country?

- Yes
- No
- Don't know

Please provide evidence to support your answer:

11. Do commercial organisations (e.g., gyms and fitness centres) in your country view doping in recreational sport as an important issue?

- Yes
- No
- Don't know

Please provide evidence to support your answer:

12. Do you know of any good practices in relation to the prevention of doping in recreational sport in your country that could serve as an example for other EU MS or for the EU as a whole?

- Yes
- No

13. If yes, please provide further details. If this good practice is accessible in English please include relevant website links?

PART V - FUTURE FOCUS

1. How satisfied are you with the availability and quality of information from EU MS on the prevention of doping in recreational sport?

Very dissatisfied	Dissatisfied	Neutral	Satisfied	Very satisfied
1	2	3	4	5

2. In your opinion, what information are you currently missing to help inform prevention efforts in your country?

3. In your opinion, how important is the prevention of doping in recreational sport regarded by YOUR COUNTRY?

Very Unimportant	Unimportant	Neutral	Important	Very important
1	2	3	4	5

4. In your opinion, how important is the prevention of doping in recreational sport regarded in the EU MS?

Very Unimportant	Unimportant	Neutral	Important	Very important
1	2	3	4	5

5. What will be the future trends in doping prevention in recreational sport in the EU?

6. What are the key barriers on doping prevention in recreational sport? How could these barriers be overcome?

7. Do you have any comments/questions about this consultation?

Annex 4: MS coordinator identification of country-specific examples of good practice

Belgium Flanders: NADO Flanders cooperates with the police to identify and test members of fitness centres where steroid use is purported to be widespread. NADO Flanders is informed and informs the justice department about cocaine, steroid, hormone users and importers through the national hormones prosecutor.

Denmark: The Danish government and NADO implement a gym/fitness centre anti-doping programme. As the expert did not offer any further information, the following text is taken directly from Annex IV (page 35) of the "**Draft EU recommendations on combating doping in recreational sport**" "In Denmark, commercial fitness centres can voluntarily enter an agreement with the Danish NADO, Anti-Doping Denmark (ADD) about fighting doping. If a fitness centre enters into a voluntary agreement with ADD, the fitness centres are offered: anti-doping lectures, a handbook in anti-doping, dialogue visits from anti-doping consultants, who can inform and advise on anti-doping actions, doping controls as considered necessary by ADD as well as a variety of free information materials, such as stickers, posters, flyers etc. The centres are then obliged to exclude all people who are sanctioned from other fitness centres. In addition the fitness centres are encouraged to develop an anti-doping policy and to appoint a person responsible for the anti-doping work who acts as a focal point for costumers, ADD and relevant authorities and organisations. Thus the doping controls are just a very small part of the anti-doping framework in fitness centres and cannot stand alone – although it is an important tool for the centres in order for them to promote and create doping-free exercising environments and ban unwanted customers, who do not oblige to their efforts to become doping-free. This may be the reason why the fitness centres themselves are willing to pay the cost for the anti-doping framework. Upon becoming a member of a fitness centre which has an agreement with ADD, the costumers agree to not use doping substances and to undergo a doping control if selected, thus the costumer of the centre can choose to oblige to those rules or choose to become member of another centre, which does not have a voluntary agreement with ADD. Since 2008 it has been mandatory for commercial fitness centres to have a 'smiley' sign to clearly signal whether the centre has entered into a voluntary agreement with ADD (happy smiley) or not (sad smiley). This way the costumers can make an informed choice about where to become members."

Finland: Under the leadership of the A-Clinic Foundation, which has nearly 60 years of experience in treating intoxicant addiction, Dopinglinkki is a nationwide online health advisory service which provides health and information services for fitness enthusiasts using doping substances. Dopinglinkki's national online programme, existing training networks and educational experience from collaboration with fitness centres and medical personnel (doctors, nurses, and students) could serve as an example for other EU countries. A further training module on how to approach the use of doping substances with a patient could be part of the online training. The Clean Sport Commitment contract for fitness centres could be one example how commercial organisations (fitness centres) will be involved in cost-effective way in doping prevention. All EU countries could also use Nordic Conferences on Doping in

Recreational Sports as an example how to network with other countries. Conference could also be expanded to cover all EU countries. The 5th Nordic Conference on Doping in Recreational Sports will be held in Helsinki (Finland) on 24-25 September 2015.

Italy: In accordance with the Law of 14 December 2000 and as a result of an act of cooperation between the Ministry of Health and the National Olympic Committee, the activities of doping control are carried out in coordination between CONI and the Commission for the Monitoring and Control of Doping and the Protection of Health in Sporting Activities instituted at the Ministry of Health. In particular, the CONI is responsible of the control of national and international competitive sports, while the Commission is in charge of non-competitive and amateur sports. In particular, the Commission for the Monitoring and Control of Doping has funded research programs and information or intervention campaigns in the school settings or in other social contexts.

The Netherlands: True Strength – Eigen Kracht in Dutch <http://www.eigenkracht.nl/english> is the campaign of the Anti-Doping Authority the Netherlands for the fitness industry and wants to inform athletes about the risks of using anabolic steroids and other prohibited substances. It also advocates clean sports and educates athletes about healthy and efficient ways to achieve their goals. The True Strength campaign consists of several interrelated components: 1) The website www.eigenkracht.nl; 2) The video 'Eigen Kracht in het Centrum'; 3) The book 'Op Eigen Kracht: slanker-strakker-sterker' [On personal power: slimmer, tighter, stronger]; 4) Promotional and educational materials; 5) Participating fitness centres; 6) Lectures and presentations on Doping(prevention), Supplements, Training and Nutrition; 7) Workshops; 8) Outreaches and education at fairs and events; 9) Biographies of Clean Kneiters (Clean Hunks, ambassadors of clean fitness); 10) Article Series on (side) effects of doping in the popular Dutch bodybuilding magazine Sports & Fitness Magazine; 11) An email-service; 12) Research on doping related subjects.

Portugal: Spanning four levels, the "Programa Nacional de Formação de Treinadores" (PNFT), is a mandatory programme for training coaches that work in the competitive sport sector and was developed by IPDJ and IP (Portuguese Institute for Sports and Youth). Taking into consideration that it is crucial to provide the athletes' support personnel with sufficient and accurate anti-doping information and education, the first three levels integrate specific anti-doping modules (Level one 2 hours, level two 3 hours and level three also 3 hours), produced by the Portuguese NADO, Autoridade Antidopagem de Portugal (ADoP). ADoP was responsible for the designing the chapters in the learning manuals related to the fight against doping and also produced PowerPoint presentations in order to facilitate the teaching of those modules to the national sports federations. ADoP makes available anti-doping training courses for all the post-graduates in sports medicine, in cooperation with several universities and with the Sports Medicine Portuguese Society. Every year, between 60 and 80 physicians attend these year-long courses. The postgraduate course in Lisbon is now in its 10th edition. In all these courses, there is an anti-doping module, which lasts 8 hours. ADoP also participates annually in other post-graduate studies dedicated to physical educators, nurses and physiotherapists, with specific anti-doping modules with duration of 8 hours. Also in this scope, the information and education provided to the national federations physicians and to ADoP's doping control officers (DCOs) (all medical doctors) is considered to be crucial. ADoP also undertakes every year, for the last 20 years, a specific training course for those health practitioners. Special attention is given to the eventual alterations to be implemented in the Prohibited List for the following year and other compliance related topics are also addressed.

Romania: There is a commitment to the anti-doping accreditation and certification of body-building gyms and fitness centres. However, no further detail was offered to substantiate this statement.

Sweden: The PRODIS intervention program “**100% pure hard training**” (100 % ren hårdträning) is based on the “community intervention” model originally developed in relation to alcohol. The primary components of the model are to engage and mobilise various players in a municipality/county in order to prevent a problem and to work with both demand-limited initiatives and initiatives which restrict accessibility. The intervention program “100% pure hard training” includes the components; education for training managers and instructors at fitness centres, establishment of a local anti-doping policy and action plan, co-operation with the police and/or the Swedish Sports Confederation and media advocacy. A scientific evaluation has been carried out in order to measure the effects of the intervention. When the work began in 2007, and a number of facilities (20) were selected as intervention fitness centres (gyms). These were then compared with the same number of control fitness centres (gyms). Evaluation of the work (questionnaire studies) between 2007 and 2010 indicates that the number of members stating that they have been offered to buy and/or try anabolic androgenic steroids (AAS) between 2007 and 2010 has fallen from 25.6% to 18.4% at the intervention gyms. At the control gyms this figure has risen from 21.1% to 26.4%. The difference is statistically significant. The number of men stating that they have used AAS at some point has fallen over the period from 4.0% to 3.6% at the intervention gyms and has increased from 3.0% to 5.1% at the control gyms. Decrease in reported AAS use over the last year and the last 30 days can also be seen at the intervention gyms. At the control gyms the figures increased. The number of members stating that the gym at which they train has a policy against doping has increased from 20% in 2007 to 35% in 2010 in the intervention gyms. At the control gyms, these figures were 16% for 2007 and 16% for 2010. The difference between the intervention gyms and the control gyms is statistically significant.

The SSC/NADO concept “**Vaccinate your club against doping**” (<http://www.rf.se/vaccinera/>) is a web-based prevention program to promote a proactive rather than a reactive approach to doping in sports on the local level. By a short quiz sports leaders are made aware of their often very limited knowledge about doping rules and how that could affect their club. The program assists the process of developing a policy and an action plan, which includes education of coaches and athletes, both about the practicalities of doping rules and the ethics behind. Vaccinated clubs gets a certificate valid for three years. After that they need a re-vaccination. Evaluation among vaccinated clubs have proven that this is an appreciated and simple concept to follow in a field which otherwise often is regarded as difficult. A perceived benefit, beside increased knowledge and the presence of an anti-doping policy and action plan, is also that the vaccination had an added value also in relation to local society, municipality and sponsors.

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