

# **RUSAF REINSTATEMENT COMMISSION**

## **TOWARDS A CLEAN FUTURE FOR RUSSIAN ATHLETICS**

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submitted for the approval of World Athletics

Moscow, 2021

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# 1. EXECUTIVE SUMMARY

## 1.1. Framework Requirement

Following the failure of the two previous ARAF/RusAF leadership and management regimes, within which systemic, widespread and egregious anti-doping rule violations were committed by those leaders, officials, coaches and athletes, the World Athletics Council suspended ARAF in November 2015 and it remains suspended today. A third attempt is now underway to strive for RusAF reinstatement, supported by WA and its Taskforce, with the knowledge that another failure will likely result in the expulsion of RusAF from World Athletics.

The RusAF Reinstatement Commission, overseen by the Task Force, has developed a plan to ingrain throughout RusAF and Russian athletics (including those employed by the Centre for Sports Preparation and/or through regional Ministries of Sport) a culture of zero tolerance for doping, an irreversible commitment to the eradication of doping at all levels, and to rehabilitate RusAF as a member federation of World Athletics. This plan is to be implemented by RusAF with support from the World Athletics Taskforce and its international experts in accordance with the framework agreement.

The RusAF Reinstatement Commission submitted a draft plan to the Taskforce by August 31, 2020, and then an updated version on December 21, 2020 with the help of the international experts. This final plan was submitted for the deadline of 1 March 2021.

## 1.2. Origins of the crisis

A history of extensive and sometimes blatant anti-doping rule violations involving athletes, coaches and officials is acknowledged. The root causes of an extensive doping and covering-up culture involving athletes, coaches and officials arose from inheriting a post-Soviet doping culture aimed at winning by all means including doping. This cultural approach to doping was embedded and compounded by indifferent governance structures and improper incentivisation practices. This perpetuated doping imperatives that remained widespread and systematic, and generations of athletes, coaches and officials grew up within this culture, with no capacity, knowledge or incentive to change it.

There was also no leadership direction at central and regional levels for athletes, coaches and officials to change the culture, comply with international codes and standards, and act with integrity to prevent misconduct. Russia had adopted all relevant international sporting protocols and Codes, and Russian Athletics adopted all necessary rules and regulations in compliance with all required standards. Therefore, an appropriate regulatory framework was ignored and not implemented robustly in practice. Athletes had to comply with the ingrained doping

culture if they wished to be competitive at regional, national or international levels, and coaches remained incentivized by financial rewards and status within the State by turning out such athletes. Compounding factors were an absence of a speak up culture, and no enforcement of sanctions against Russian coaches even when disciplined internationally. The Russian people were led to believe their sporting heroes achieved outstanding performances through their supreme training and talents alone. Doping was accompanied by a culture of deceit and denial in Russia, it remaining secretive and perceived to be a necessary requirement.

### 1.3. Recent History

The All Russian Athletics Federation (ARAF, now RusAF) was suspended by the Council of the IAAF (now World Athletics) in November 2015 as the result of the findings made by the Pound Commission (the independent commission established by the WADA). It exposed numerous anti-doping rule violations, continuously committed by athletes, coaches, support personnel, all with the complicity of the then-RusAF leadership and management. The former RusAF President, Valentin Balakhnichev, Dr Sergey Portugalov and coaches Melnikov, Chegin and others were given lifetime bans. Dozens of Russian athletes had also committed anti-doping rule violations.

In January 2016, new RusAF leadership headed by the RusAF President Mr Dmitry Shlyakhtin made attempts to resolve the crisis under the guidance of the World Athletics (WA) Taskforce. By July 2018, Shlyakhtin and associated senior personnel derailed the reinstatement process by each knowingly and purposefully committing multiple and egregious anti-doping violations in the “Lysenko case”. This case demonstrated that no cultural shift away from doping and covering up violations had actually occurred, which was reinforced by disqualified Russian coaches continuing to work with athletes supported by leadership in the regions, receiving salaries to conduct training activity at public expense, even during the period of disqualification. Once the ‘Lysenko’ violations were exposed by the Athletics Integrity Unit (AIU) and charges were laid in November 2019, emergency intervention was made by the Ministry of Sports and The Russian Olympic Committee (ROC), and the accreditation of RusAF was provisionally suspended by the Ministry of Sport in order to initiate new RusAF elections. The Russian Olympic Committee recommended that Mr Dmitry Shlyakhtin and the RusAF Presidium immediately resign, which they did in November 2019.

### 1.4. Current situation

Under the supervision of the Special Working Group established by the Russian Olympic Committee on 28 February 2020, a new RusAF President and Presidium were elected, together with a RusAF

Reinstatement Commission established and tasked with rebuilding RusAF and Russian athletics. Disappointingly, this initiative failed to live up to Russian and international expectations, and little positive activity occurred. Nevertheless, a Framework Agreement with World Athletics was drawn up for the Commission to begin work with the Taskforce and its International Experts, and to instigate a Strategic Plan that would fulfil the commitment made to fundamental change in Russian athletics through the application of benchmarked international best practices in all areas of management, governance, anti-doping, coaching and performance.

By September 2020, an entirely new RusAF senior leadership and management team had been installed and recruitment had begun for new personnel to fill all key posts. Work began, with the international experts, on the Strategic Plan. On 30 November 2020, a new RusAF President was elected, who immediately supported the new Plan, and engaged with the Taskforce about its implementation.

#### 1.5. The Strategic Plan

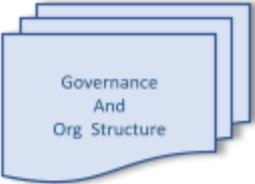
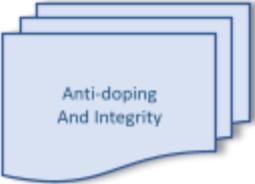
The Strategic Plan, together with the Operational Roadmap that supports the Plan, are designed to deal with the root causes of previous systemic and systematic doping issues and achieve positive changes in both culture and practice regionally and nationally. To do this, the entire system of RusAF's operations and Russian athletics must be changed, with core integrity-based behaviours and anti-doping values at its heart and at all levels within the sport. It will be insufficient to attempt to change only aspects of the culture-problem, a change of culture so deeply embedded and at all levels of Athletics across the entire country requires that culture to be changed at all levels and in all areas, and the Strategic Plan and supporting documents provide for this by identifying what needs to be done and prioritizing the tasks accordingly.

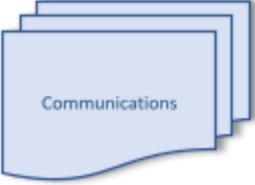
The Russian Ministry of Sport, the Russian Olympic Committee, the Centre for Sports Preparation at the federal and regional levels, regional athletics federations in membership of RusAF, and other Russian stakeholders are fully supportive of a clean future for Russian athletics. Pathways for clean athletes to come to the fore must exclude old coaching approaches based on doping practices. Measures to reward regions changing to clean athletics are required, and to punish those regions resisting changes. Increased athlete representation to support clean athletics must occur.

Increased anti-doping work to complement RUSADA's efforts must occur, and education programs for athletes, coaches, administrators, and other officials must support change in the culture. The implementation of clean sport principles through best practices must form the basis of athletics in Russia.

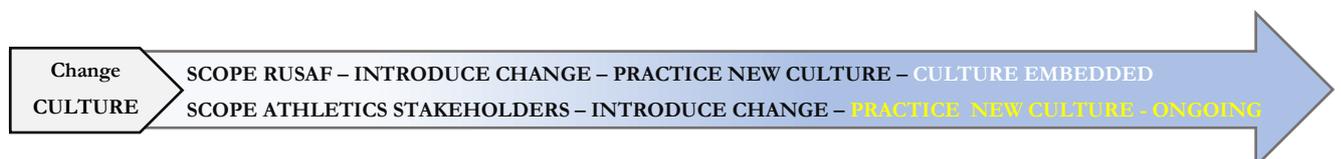
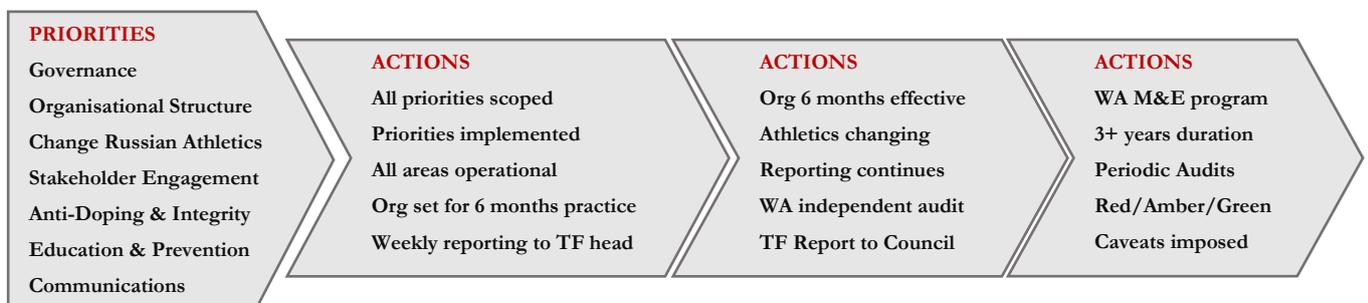
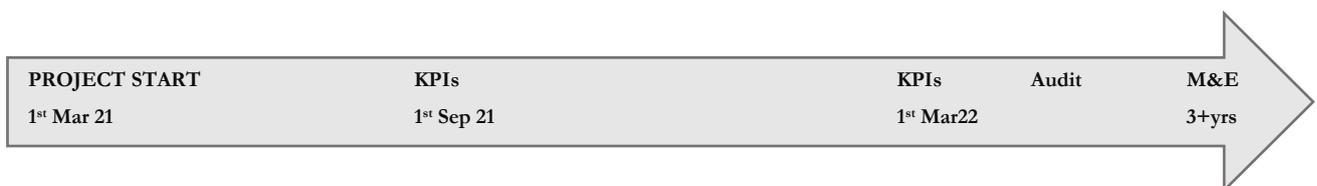
RusAF believes the Plan can be implemented and achieved within the timescales indicated, noting that irreversibly changing a culture will in fact take a generation. It believes that a speedy and successful implementation of the Plan will create the momentum for change, and together with a post-reinstatement continuity and evaluation program to be instigated by World Athletics, RusAF will be best placed to continue working with its new cultural approach for years to come, and continue to effect the desired changes across all Russian athletics.

## 2. PILLARS OF REFORM, KPIs AND TIMESCALES

Strategic Pillar of Reform	KPIs 1 <sup>st</sup> Apr 21	KPIs 1 <sup>st</sup> Sep 21	KPI 1 <sup>st</sup> Mar 22 Audit
 <p>Governance And Org Structure</p>	<ul style="list-style-type: none"> <li>Plan agreed by WA</li> <li>Budget secured</li> <li>Structure agreed</li> <li>Russian law analysis</li> <li>Rules review</li> <li>Recruitment ongoing</li> <li>Ethics/integrity review</li> <li>Change culture dialogue</li> <li>Stakeholder engagement</li> <li>Post-compliance assess</li> </ul>	<ul style="list-style-type: none"> <li>Plan functioning</li> <li>Budget sufficient</li> <li>RusAF fully recruited</li> <li>RusAF bodies functioning</li> <li>RusAF law appropriate</li> <li>Ethics Code working</li> <li>Ethics officer working</li> <li>Change culture programs</li> <li>Stakeholder support</li> <li>Post-compliance review</li> </ul>	<ul style="list-style-type: none"> <li>Budget successful</li> <li>RusAF restructured</li> <li>RusAF law utilised</li> <li>RusAF audited</li> <li>Ethics embedded</li> <li>Change evident</li> <li>New culture working</li> <li>Stakeholders remain</li> <li>Post-compliance M&amp;E</li> </ul>
 <p>Change Russian Athletics</p>	<ul style="list-style-type: none"> <li>Stakeholder identification</li> <li>National change plan</li> <li>Regional change plan</li> <li>ID target groups</li> <li>Draft comms strategy</li> <li>Review regional policy</li> <li>Coaches plan review</li> <li>Education plans</li> <li>Clean athlete plans</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholder engagement</li> <li>National change ongoing</li> <li>Regional change ongoing</li> <li>Target groups plans</li> <li>Comms strategy ongoing</li> <li>Regional policies ongoing</li> <li>Coaches certification</li> <li>Coaches education</li> <li>Clean athlete pathways</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders remain</li> <li>Natl change continues</li> <li>Regl change continues</li> <li>Group change ongoing</li> <li>Comms trusted</li> <li>Policies working</li> <li>Coaching quality</li> <li>Coaches changed</li> <li>Clean athletes</li> </ul>
 <p>Stakeholder Engagement</p>	<ul style="list-style-type: none"> <li>Stakeholder identification</li> <li>Strategies identified</li> <li>Objectives identified</li> <li>Draft comms strategy</li> <li>Key communicators ID</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholder engagement</li> <li>Strategies implemented</li> <li>Objectives on target</li> <li>Comms strategy ongoing</li> <li>Key Comms operating</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders remain</li> <li>Strategies successful</li> <li>Objectives achieved</li> <li>Comms effective</li> <li>Key comms ongoing</li> </ul>
 <p>Anti-doping And Integrity</p>	<ul style="list-style-type: none"> <li>Anti-Doping Dept design</li> <li>ADD rules draft</li> <li>ADD budget draft</li> <li>ADD recruit</li> <li>ADD prelim working</li> <li>AAD edu planning</li> <li>Draft Speak Up plan</li> <li>Comms strategy draft</li> </ul>	<ul style="list-style-type: none"> <li>Anti-Doping Dept in org</li> <li>ADD rules operational</li> <li>ADD budget secured</li> <li>ADD fully recruited</li> <li>ADD working fully</li> <li>AAD edu plans ongoing</li> <li>Speak Up implemented</li> <li>Comms strategy onging</li> </ul>	<ul style="list-style-type: none"> <li>Anti-Doping Dept fixed</li> <li>ADD rules embedded</li> <li>ADD budget succesful</li> <li>ADD staff stability</li> <li>ADD proficient</li> <li>AAD edu impacting</li> <li>Speak Up effective</li> <li>Comms strategy impact</li> </ul>
 <p>Education and Prevention</p>	<ul style="list-style-type: none"> <li>Target audiences ID'd</li> <li>Program planning</li> <li>E-learn planning</li> <li>ADAMS &amp; WA programs</li> <li>Key communicators ID</li> <li>MoS edu support</li> </ul>	<ul style="list-style-type: none"> <li>Targeted programs</li> <li>Programs implemented</li> <li>E-learn implemented</li> <li>ADAMS &amp; WA training</li> <li>Key communicators work</li> <li>MoS edu joint work</li> </ul>	<ul style="list-style-type: none"> <li>Target audiences change</li> <li>Programs successful</li> <li>E-learn ongoing</li> <li>ADAMS &amp; WA improved</li> <li>More key communicators</li> <li>MoS edu expands</li> </ul>

	Comms policy developed Message objectives ID'd Rus audiences ID'd Intl audiences ID'd	Comms implemented Message objs ongoing Rus comms ongoing Intl comms ongoing	Comms trusted Message objs achieved Rus comms expands Intl comms trusted
	Links to NFs ID'd NF AD collaboration WATF connectivity Intl staff exchange ID'd Best practices ID'd	Links to NFs developed NF AD ongoing WATF ongoing Intl staff exchange prog Best practices acquisition	Links to NFs sustained NF AD sustained WATF maintained Staff exch prog success Best pract implemented
	Governance policies draft Org-wide processes draft Management plans draft Workflow mapping	Gov policies implemented Processes introduced Mgmt plans working Workflow ongoing	Administration effective Support effective Transparent management Processes inviolable
	Drafting AM&E	AM&E discuss WA	AM&E implemented

### 3. RUSAF STRATEGIC STEPS, PRIORITIES AND TIMELINE



## RUSAF STRATEGIC STEPS, PRIORITIES AND TIMELINE

<b>PROJECT START</b> 1 April 21	<b>KPIs</b> 1 Sep 21	<b>KPIs</b> 1 Mar 22	<b>M&amp;E</b> 3+ years
<b>PRIORITIES</b> Governance Organisational Structure Change Russian Athletics Stakeholder Engagement Anti-Doping & Integrity Education & Prevention Communications International Engagement Internal Admin Audit, Monitor, Evaluate	<b>ACTIONS</b> All priorities scoped Priorities implemented All areas operational Org set for 6 months practice Weekly reporting to TF head Monthly reporting to TF Expert M&E reporting	<b>ACTIONS</b> Org 6 months effective Athletics changing Reporting continues WA independent audit TF Report to Council Caveats/ terms imposed M&E prog introduced	<b>Audit</b>  <b>ACTIONS</b> WA M&E program 3+ years duration Periodic Audits Red/ Amber/ Green Caveats imposed ANA consideration CAS sanction ends
<b>Change CULTURE</b>	SCOPE RUSAF – INTRODUCE CHANGE – PRACTICE NEW CULTURE – <b>ONGOING</b> SCOPE ATHLETICS STAKEHOLDERS – INTRODUCE CHANGE – <b>PRACTICE NEW CULTURE - ONGOING</b>		

### 4. INTRODUCTION

- 4.1. World Athletics required the RusAF Reinstatement Commission to develop a plan to ingrain throughout Russian athletics (including coaches and other support personnel employed by the Centre for Sports Preparation and/or through regional Ministries of Sport) a culture of zero tolerance for doping and an irreversible commitment to the eradication of doping at all levels, and to rehabilitate RusAF as a trusted and valued member federation of World Athletics.
- 4.2. This plan has been agreed by all parties and adopted by the Reinstatement Commission. Upon its approval by the World Athletics Council, it is to be implemented by RusAF with the support of the World Athletics Taskforce and with the day-to-day operational oversight and guidance of the international experts appointed by World Athletics (the "**International Experts**"), all in accordance with the framework agreement that is being put in place between the Reinstatement Commission and World Athletics.
- 4.3. At the outset, a history of extensive and sometimes blatant anti-doping rule violations involving athletes, coaches and officials is acknowledged.
- 4.4. Previous attempts at changing Russian athletics and RusAF included many useful elements, developed in conjunction with the World Athletics Taskforce.
- 4.5. These efforts and their useful elements were undermined by the actions of the RusAF leadership and others in “the Lysenko case”.
- 4.6. This plan represents a bold vision for a future where clean athletics in Russia fulfils its potential to improve the lives of its participants, to inspire wider society, and to perform competitively on the world stage.
- 4.7. Ensuring sustained and comprehensive culture change is the ultimate objective.
- 4.8. A clean future for Russian athletics cannot happen unless there is complete and tangible support for change from the Ministry of Sport, the Russian Olympic Committee, the Centre for Sports Preparation at the

federal and regional levels, regional athletics federations in membership of RusAF, and other Russian stakeholders.

- 4.9. Pathways for clean athletes to come to the fore, develop, train and compete cannot occur if formerly-banned coaches are supported in some regions and if old coaching approaches based on doping practices are not discarded.
- 4.10. Governance improvements must include measures to reward regions with a track record of clean athletics, and to punish those regions resisting the desired changes.
- 4.11. Other improvements to enhance governance will include increased athlete representation within decision-making bodies, and increased athlete opportunities and obligations to support clean athletics.
- 4.12. Anti-doping work will be stepped up to complement RUSADA's efforts with the creation of a larger national testing pool and additional testing and other services from anti-doping service providers, accredited by WADA and supported by WA.
- 4.13. Continuous education programs for athletes, coaches, administrators, other entourage members and officials will be a key driver of culture change in the medium to long term.
- 4.14. The principles of clean sport are as important as the practices of clean sport. Both of these must form the basis of the future of athletics in Russia.

## 5. BACKGROUND

- 5.1. This plan, 'Towards A Clean Future For Russian Athletics' ("the **Plan**") has been developed by the RusAF Reinstatement Commission with the support of the World Athletics Taskforce pursuant to the decisions of the World Athletics Council of 12 March 2020 and 30 July 2020 and as part of a concerted effort to secure a bright future for Russian athletics.
- 5.2. According to the decision of the World Athletics Council of 12 March 2020, the RusAF Reinstatement Commission was "*to draw up as soon as possible for consideration by Council a detailed plan, agreed by all of the members of the Commission, (a) to ingrain throughout Russian athletics (including coaches and other support personnel employed by the Centre for Sports Preparation and/or through regional Ministries of Sport) a culture of zero tolerance for doping; and (b) to rehabilitate RusAF so that it becomes a trusted ally of World Athletics in the fight for clean sport.*".
- 5.3. However, by 30 July 2020 the RusAF Reinstatement Commission failed to draw up a plan and to pay a fine and expenses as prescribed by the World Athletics Council decision of 12 March 2020.
- 5.4. Nevertheless, on the basis of the financial guarantee issued by the Minister of Sports of the Russian Federation, Mr. Oleg Matytsin, on 30 July 2020 the World Athletics Council rendered a new decision, as follows:

*Expulsion Decision*

1. *To recommend to Congress that it resolves to expel RusAf from membership of World Athletics, in accordance with Article 14.1 of the Constitution, on the basis that the matters that led Congress to suspend RusAF from membership pursuant to Article 13.7 have not been satisfactorily addressed.*
  2. *To recommend that a Special Congress meeting be convened as soon as possible to allow Congress to consider and vote on the proposal to expel RusAF. In the circumstances of the ongoing and worsening pandemic, that Special Congress meeting should if possible be held virtually, to avoid delay.*
  3. *That pending Congress's decision, the "Neutral Athlete" mechanism will not be made available to Russian athletes.*
  4. *This decision is suspended, but will come into effect immediately and automatically if any of the following conditions are not met:*
    - (1) *Payment in full of the two outstanding RusAF invoices to be received on or before close of business in Monaco on 15 August 2020.*
    - (2) *The RusAF Reinstatement Commission to provide the draft plan referenced in the third paragraph of Council's decision of 12 March 2020 – of suitable scope and depth, with an implementation plan and progress indicators – to the Taskforce on or before 31 August 2020.*
    - (3) *Any changes required by the Taskforce to the draft plan to be incorporated to the TaskForce's satisfaction on or before 30 September 2020.*
    - (4) *The Plan to be brought into effect and satisfactory progress achieved against the plan (as determined by the Taskforce, based on the input of the international experts appointed by World Athletics), as reported by the Taskforce to Council at each of its subsequent meetings.*
- 5.5. The payment was made by RusAF within the deadline of 15 August 2020, and therefore the remaining requirement was to draw up the draft plan which shall be: (a) agreed by all members of the RusAF Reinstatement Commission and submitted to the Taskforce on or before 31 August 2020, (b) approved by the Taskforce on or before 30 September 2020, provided that any changes to the plan are incorporated to the satisfaction of the Taskforce.
- 5.6. On 31 August 2020 the RusAF Reinstatement Commission discussed the draft plan, decided to endorse the draft and to submit it for the consideration, modification and final approval by the Taskforce. A draft plan was provided to the Taskforce at the end of August 31, 2020, and then returned to be re-worked and strengthened with the help of World Athletics international experts. The updated version was sent back to the Taskforce on December 21, 2020 (taking into consideration a new deadline of 1 March 2021).
- 5.7. This Plan produced by the RusAF Reinstatement Commission includes analysis of the origins of the crisis in Russian athletics, the attempts to overcome it, and the current state of Russian athletics. It also represents a bold vision for the clean future of Russian athletics and the pathways to reach it (including specific actions to overcome the crisis).
- 5.8. The Plan is an immediate measure, as required by World Athletics, and designed to start setting solid and sustainable foundations for future work.

Undoubtedly, successful implementation of the Plan by RusAF with the support of the members of the RusAF Reinstatement Commission, the World Athletics Taskforce, and the International Experts, will lead to the development of a longer-term sustainable pathway for clean Russian athletics aimed at validating the position of RusAF as a member and trusted ally of World Athletics in the global fight for clean sport.

## **6. VISION OF A CLEAN FUTURE OF RUSSIAN ATHLETICS**

- 6.1. What is this Plan about? It would be extremely erroneous to suggest that RusAF reinstatement *per se* is the ultimate goal of the Plan. Indeed, RusAF reinstatement is an important landmark, but it is merely a step towards a better future for Russian athletics. The main goal of this plan is to ingrain the sustainable change in culture throughout RusAF's processes and decision-making and rehabilitate RusAF's management and oversight of athletics in Russia so that doping no longer occurs in a systemic and systematic way in Russian athletics, and through its emphatic actions to deal with doping violations RUSAF becomes a trusted ally of World Athletics in the fight for clean sport.
- 6.2. RusAF also wants to address the broader goal of restoring athletics to health in Russia, including attracting a new generation of athletes. The RusAF Reinstatement Commission expects the proposed actions will result in a transformation of Russian athletics based on the principles of transparency, integration, and cooperation by RusAF with Russian external stakeholders, World Athletics, the International Experts, and the broader international community. Only by securing the support of and strengthening RusAF's interaction with all stakeholders – including the Ministry of Sport of the Russian Federation, the regional ministries, the Russian Olympic Committee, RUSADA, regional athletics federations, and educational institutions) can the common goal be achieved of restoring the integrity of Russian athletics.
- 6.3. The desired vision of a clean future for Russian athletics includes that Russian athletics shall become a popular sport cleared of past scandals, managed for the interests of athletes of all levels, based on the principles of transparency and public control, financially sustainable, with a large audience of fans, the widespread participation of amateur athletes, and with Russian elite clean athletes being competitive on the world stage. There is a consensus in the athletics community about past mistakes and an understanding that a complete rejection of doping is essential to the success of athletics. In order to achieve this, RusAF, in cooperation with other stakeholders, including the World Athletics Taskforce and the International Experts, and the wider international community, will promote and sustain management excellence and clean sport principles in all areas of athletics management and administration, and across all Russian athletics.
- 6.4. Priorities for Cultural Change in RusAF and Zero Tolerance for Doping in Russian Athletics for 2021

Priorities	Goals
Cultural Change within RusAF	<ul style="list-style-type: none"> <li>● Change governance approach and organisational structure</li> <li>● Embed Integrity and Ethics behaviours – enable the Ethics Code and Ethics Officer</li> <li>● Reduce autocracy and develop ‘management team’ decision-making</li> <li>● Promote core anti-doping values, behaviours and activities</li> <li>● Embed rules, regulations, policies, processes and procedures that are followed</li> <li>● Recruit the right people</li> </ul>
Zero Tolerance to Doping	<ul style="list-style-type: none"> <li>● Develop and sustain regions’ anti-doping culture</li> <li>● Develop clear rules and sanctions for regions non-compliance with AD rules</li> <li>● Embed ‘do the right thing’ and Speak-up culture all levels</li> <li>● Empower athlete committees and provide alternative pathways for training</li> <li>● Develop a non-doping and accountable coaching culture</li> <li>● Reward regional change and remove resistance to change</li> </ul>
Develop RusAF AD Department	<ul style="list-style-type: none"> <li>● Develop and enhance the powers of AD Department</li> <li>● Recruit the right people</li> <li>● Create an independence of operations, incl. investigations and sanctioning</li> <li>● Manage all aspects of anti-doping in Russian athletics</li> <li>● ADU to deliver mandatory AD training</li> <li>● Liaise with AIU and RUSADA to support effective RusAF AD programs</li> </ul>
Education, Communications and Training	<ul style="list-style-type: none"> <li>● Launch new AD and ethics training/education programs for identified target audiences</li> <li>● Develop and implement an anti-doping communication campaign</li> <li>● Engage with athletes to participate in programs</li> </ul>

	Linking everyday efforts to RusAF strategic goals and operational objectives
Audit, Monitor and Evaluate	<p>Embed AM&amp;E reporting into regular RusAF working and management processes</p> <p>Introduce senior management regular AM&amp;E oversight programs</p> <p>Undertake regular AM&amp;E external independent assessments</p> <p>RusAF to be judged by actions not words internally, externally and internationally</p>
Stakeholder engagement	<p>Secure Russian stakeholder buy-in for change (ROC, MoS, CSP, Regional MoS)</p> <p>Engage AIU to support AD work and vice versa</p> <p>Secure funding and sponsorship to support Strategic Plan</p>

## 7. BRIEF REVIEW OF THE ORIGINS OF THE CRISIS

- 7.1. The main root causes of extensive anti-doping rule violations involving athletes, coaches and officials firstly were due to inheriting a post-Soviet doping culture aimed at winning by any means on the international stage. In athletics, there was insufficient change to prevent the same approaches being carried onwards by Russian athletes and coaches. The culture of doping athletes therefore continued to be considered a necessary requirement and was thus overall embedded for a few decades, where the historical heritage of inefficient governance structures, no independent oversight, doping imperatives and no alternatives for athletes to consider enabled the doping culture to remain widespread and systematic. Coaches and officials grew up with this culture, and had no capacity, knowledge or incentives to change it.
- 7.2. Secondly, there was an absence of strong tone from the leadership at central and regional levels setting clear expectations, incentives and sanctions for athletes, coaches and officials to change the approach, comply with international codes and standards, and act with integrity to prevent misconduct. Russia had signed up to and adopted all relevant international sporting protocols and Codes, and Russian athletics adopted all necessary rules and regulations in compliance with all required standards. The problem therefore was not in the creation of an effective regulatory framework, it was more in its failure to be implemented robustly in practice. (See Annex F for more detailed assessment of this problem) Athletes therefore had no options but to comply with the ingrained culture that ignored the rules and regulations when it came to doping, if they

wished to be competitive and eventually successful at regional, national or international levels, and coaches remained incentivized by financial rewards and status within the State by turning out athletes that were competitive. This caused the doping culture to be embedded early on in some athletes' careers as they became identified when juniors to become potentially successful throughout the levels of Russian athletics.

- 7.3. Third, there was a complete absence of a speak up culture, including confidential channels to enable concerned individuals to raise issues without fear of reproach and with confidence that concerns will be effectively dealt with. There was little enforcement of sanctions against Russian coaches for turning out doping athletes, and a disregard for penalties when they themselves had been sanctioned internationally. The Russian people were led to believe their sporting heroes achieved outstanding performances through their supreme training and talents alone. As with many participants in the international athletics arena, the scourge of doping has been accompanied by a culture of deceit and denial of doping across the world, and it was no different in Russia, it remaining secretive and perceived to be a necessary requirement to be competitive in a world where mistrust of others and a desire to win at any cost gives the justification.
- 7.4. The outputs in the RusAF Operational plan are designed to deal with these root causes of previous systemic and systematic doping issues and achieve positive changes in both culture and practice regionally and nationally, believing that Russian athletes deserve the chance to compete on the international stage without recourse to doping, and to be able to challenge the world's best athletes. To do this, the entire system of Russian athletics must be changed, with core integrity-based and anti-doping values at its heart and at all levels within the sport.
- 7.5. In general, the recent crisis in Russian athletics can be divided into six periods:
  - 1) The behaviour of coaches, athletes and officials prior to the ARD documentary;
  - 2) ARD Documentary – Resignation of the RusAF President Mr Valentin Balakhnichev (December 2014 – November 2015);
  - 3) Suspension – First Steps To Restore Trust (December 2015 - December 2016);
  - 4) Suspension – Verification Criteria and Roadmap framework (December 2016 – November 2019);
  - 5) Threat To Be Expelled – “Lysenko Investigation” (November 2019 – March 2020);
  - 6) Threat To Be Expelled – Aftermath of “the Lysenko Investigation” (March 2020 – current).

- 7.6. In November 2015 as the result of the report made by the Pound Commission (the independent commission established by the WADA in order to investigate the allegations made in the ARD Documentary aired on 3 December 2014), the membership of ARAF (now “**RusAF**”) was suspended by the Council of the IAAF (now “**World Athletics**”).
- 7.7. The Pound Commission Report and other investigations exposed numerous anti-doping rule violations, which had been continuously committed by particular athletes, coaches, support personnel, all with the complicity of the then-RusAF management.
- 7.8. Former RusAF President, Valentin Balakhnichev, Dr Sergey Portugalov and coach Alexey Melnikov were given lifetime bans by the IAAF Ethics Committee and CAS. The notorious race-walking coach Mr Victor Chegin as well as some other coaches were also declared ineligible for life. Dozens of Russian athletes have been found to have committed anti-doping rule violations.
- 7.9. The whole situation in Russian athletics for years resulted in a persistent culture of neglect of anti-doping norms and rules, which in some cases was particularly blatant.
- 7.10. After 2016, the new RusAF leadership headed by the RusAF President Mr Dmitri Shlyakhtin made attempts to resolve the crisis. A month after the decision to suspend RusAF, in December 2015 the Interim Coordinating Committee of the Russian Olympic Committee developed an action plan that offered a number of important measures, including:
  - 1) Suspension of persons involved in anti-doping rule violations;
  - 2) Investigation of committed violations, establishment of a disciplinary committee;
  - 3) Changes to the RusAF Statutes in order to bring it in line with the IAAF requirements;
  - 4) Development of educational activities in the field of anti-doping, implementation of and strict compliance with the "Code of Ethics";
  - 5) Organization of a "hot line";
  - 6) Election of a new leadership;
  - 7) Liaising with IAAF.
- 7.11. In subsequent years, the new RusAF leaders, in cooperation with the Taskforce, worked to meet a detailed reinstatement roadmap with more than 200 items. As part of the roadmap implementation, some significant work was done, which was also described in the reports to the IAAF Council by the chairman of the Taskforce, Mr. Rune Andersen.
- 7.12. By March 2019 only two reinstatement requirements were remaining outstanding:

- 1) *RusAF must reimburse the IAAF for all of the costs incurred by the IAAF prior to and after the reinstatement of RusAF as a result of the need to impose, enforce and assess compliance with the Reinstatement Conditions and the Verification Criteria (including the Taskforce costs, the costs of the Russia-related cases that have been taken to CAS, and the costs incurred by the Doping Review Board from 1 January 2018 in dealing with applications from Russian athletes for neutral athlete status) and to pay any further relevant costs incurred by the IAAF following RusAF's reinstatement (e.g., the costs of monitoring compliance with post-reinstatement conditions, and the costs of any further cases that the AIU has to bring against Russian athletes);*
- 2) *Finally, referring to the LIMS database extract that WADA provided to the AIU in late 2017, listing findings in respect of 1,800 samples collected from RusAF athletes in the period 2012 to August 2015, Council resolved that RusAF may not be reinstated unless and until the AIU confirms that it is satisfied that: (a) it has been given the information it requires to identify all of the RusAF athletes who provided the samples listed in the extract of the LIMS database provided by WADA to the AIU; (b) it has received all of the analytical data produced by the Moscow lab when it analysed those samples (i.e., the chromatograms, the electropherograms, chain of custody records, etc.); (c) any samples that the AIU considers need to be re-analysed (and that are still in the possession of the Moscow lab) have been sent to a WADA-accredited laboratory for re-analysis; (d) these data and samples are authentic and have not been tampered with; and (e) the AIU therefore has everything in the possession of the Moscow antidoping laboratory that it needs to determine whether any of the RusAF athletes whose samples were included in the LIMS database has a case to answer for breach of the IAAF Anti-Doping Rules and/or the RusAF AntiDoping Rules.*

7.13. Importantly, the Taskforce in its Report to the World Athletics Council dated 11 March 2019 indicated that:

*The Taskforce stands ready to provide any guidance or support that RusAF may need in ensuring that the remaining requirements set out above are met as quickly as possible. If and when they are met, then -- barring any backward steps (such as evidence emerging that requirements that the Taskforce thought had previously been met in fact have not been met, or are no longer being met) -- the Taskforce considers that it will be ready to recommend the reinstatement of RusAF's membership benefits (potentially in phases). Any such recommendation will also include proposals as to the post-reinstatement conditions that the Taskforce considers Council should impose on RusAF to guard against future backsliding.*

7.14. Subsequently in 2019, the expenses incurred by the IAAF to date were reimbursed by RusAF. The only outstanding reinstatement requirement was a package of conditions related to the LIMS database information, which was outside of RusAF's control.

7.15. Regrettably, at the same time as progress was being made, "the Lysenko case" was unfolding, completely undermining that progress, discouraging Russian officials, coaches and athletes, and setting back to zero the trust

of the international athletics community in RusAF's reform efforts. Mr Dmitry Shlyakhtin and his team derailed the reinstatement process and let down all the Russian track and field athletes by committing inexplicable anti-doping rule violations. It is important to acknowledge that these multiple and egregious violations were as a result of catastrophic and deliberate integrity-based management failures within anti-doping processes concerning a single whereabouts violation. Simple management behaviours and actions and processes should have been followed in managing the original violation, but were discarded and ignored by the entire management and leadership structure.

- 7.16. The Taskforce had remarked on numerous occasions that some significant progress had been made by the RusAF to set the wheels in motion towards a clean future for the sport in Russia.
- 7.17. Undoubtedly, however, the “Lysenko case” ensured there was and remains a lack of trust from the international community and from clean Russian athletes, and demonstrated that no cultural shift away from doping had actually occurred. Any accomplishments and trust built by RusAF in 2016-2019 in the reinstatement process, with the attentive guidance of the Taskforce, were swept away.
- 7.18. Sadly, despite some progress, there has been a flip side of the coin.
- 7.19. Due to the unilateral activities performed by RusAF in 2016-2019 and aimed solely at the reinstatement in the IAAF, Russian athletics lost several years and many athletes, and as a matter of fact failed to:
  - 1) develop regional athletics and regional federations;
  - 2) improve the calendar of all-Russian and regional competitions for athletes of different age groups;
  - 3) create modern training programs and promote professional development of various categories of coaches;
  - 4) develop a new generation of young coaches and experts who completely reject doping;
  - 5) deal with other routine issues the national federation shall be responsible for in accordance with the Statutes adopted by the RusAF Conference - the highest governing body of the organization and approved by the Ministry of Justice.
- 7.20. Failure to establish a useful development program put the clock back for Russian athletics. The significant drop among the strongest Russian athletes, both adults and juniors, of winners, prize winners and finalists of the Russian Championship boldly declares this fact (2015 vs 2019 comparison analysis).
- 7.21. The status of athletics was downgraded in the regions. This is especially noticeable and alarming when performances are compared against the continuing improvement in the results of the world's strongest athletes, both adults and juniors, with the 2019 World Championships in Doha

having received the highest ranking in terms of results among all athletics competitions over the years.

- 7.22. Finally, all above mentioned failures in athletics itself have been doubled by the damning circumstances of the “Lysenko case” with the involvement of RusAF top officials.

## **8. THE CURRENT STATE OF RUSSIAN ATHLETICS**

- 8.1. The consequences of “the Lysenko case” were almost fatal for RusAF. But due to emergency intervention made by the Ministry of Sports and The Russian Olympic Committee (ROC), the accreditation of RusAF was provisionally suspended by the Ministry of Sport in order to initiate new RusAF elections. The Russian Olympic Committee recommended that Mr Dmitry Shlyakhtin and the RusAF Presidium immediately resign. Under the supervision of the Special Working Group established by the Russian Olympic Committee on 28 February 2020, the new RusAF President and the new RusAF Presidium were elected. (See more in Annex H on Rusaf staff and bodies)
- 8.2. Disappointingly, the previous RusAF management (Mr Yurchenko) failed to live up to the expectations expressed by the Russian athletics community. The new RusAF executives failed to make meaningful analysis of the origins of the RusAF crisis and to gain trust and a solid reputation. Unsuccessful attempts to raise funding for the consistent development of RusAF and payment of the World Athletics fine and expenses put RusAF on the verge of catastrophe.
- 8.3. Lack of professional and experienced managers within RusAF has been critical and requires immediate solution. Access to many documents for the Taskforce has not been granted at all or has been granted just recently.
- 8.4. Thus far, even amidst the most gruesome times in its history, Russian athletics hopes to be invigorated by a new generation of young clean athletes who wish to compete fairly and in the setting of a level playing field.
- 8.5. However, as noted by the Taskforce, based on the media publications (2018-2019), some of the disqualified Russian coaches continued to work with athletes and enjoyed the support of leadership in the regions.
- 8.6. In addition to the gross violation of anti-doping rules, this situation caused colossal damage to the sport's ethics. It prevented the widespread development of a culture of clean athletics. A group of athletes and coaches who strictly adhere to anti-doping rules saw that there were certain “untouchable” coaches and their athletes who were not afraid of any sanctions. They safely continued to work in their regions, receiving their salaries for their activities and could conduct training activity at public expense, even during the period of disqualification.
- 8.7. This is unacceptable and may not be tolerated whatsoever.

- 8.8. Unfortunately, to date, no relevant in-depth analysis of the list of candidates for the Russian national athletics team was carried out in order to detect “poisonous” coaches with records of multiple doping related to their former and current athletes.
- 8.9. The former leadership of RusAF and the Russian national team did not always take principled stands when selecting participants in training events, neither for athletes nor for coaches.
- 8.10. There was no coaching strategy aimed at prioritizing training of young athletes without doping records. There were few if any ‘clean pathway’ alternatives for young athletes who wish not to be doped, and instead wish to be coached using modern techniques and methods.
- 8.11. Educational programs are an essential tool for culture-shaping. At the same time, they can be considered most effective for *new* generations of athletes and experts. RusAF together with RUSADA has begun such educational work, which will yield results in the medium to long term.
- 8.12. It would be premature to talk about a significant improvement of the situation among athletes of the “second-tier”, who are unlikely ever to become members of the Russian national team, but try to achieve short-term results by taking prohibited substances. Such athletes strive often through doping to be on the lists of potential candidates for the national team in a region of the Russian Federation.
- 8.13. It is crucial to note that from the very onset of the crisis in the Russian athletics, “purges” have always been proposed as one of the priority measures to solve a problem, which implied the complete removal of a significant part of the professional community, particularly old-regime coaches (however, as mentioned above, even this measure was not implemented, but largely remained just a declaration).
- 8.14. As a consequence, there is an atmosphere of fear of and antagonism against reform prevailing among most coaches and experts due to the possibility of a forced departure from their favored profession. This can really impede the desired cultural shift.
- 8.15. Unfortunately, the efforts to introduce modern training methods, nutritional advice and modern recommendations for recovery were reduced to practically zero by the RusAF leadership. The last full-fledged all-Russian scientific and methodological conference for the coaches of the Russian national team with the involvement of leading international specialists and their Russian counterparts was held back in 2015.
- 8.16. RusAF has not established a system of professional development for coaches. There is almost no translated or local methodological literature, or modern video materials.
- 8.17. RusAF together with the Sport Ministry and Federal CSP has started working to improve control over the regional Centers for Sports Preparation (regional CSPs) which are subordinated to the regional ministries and departments of sports.

- 8.18. Due to specific features of the federal structure of the country, the Ministry of Sport of the Russian Federation has restricted capabilities to influence the regional ministries and, hence, the regional CSPs. All regional ministries CSPs hire the members of the regional teams into their staff by themselves. Today, 1,020 persons as well as 89 coaches and experts are members of the Russian national team. At the same time all regional CSPs are subordinate institutions of the regional Sports Ministries and those in turn belong to the regional Governments. The regional Governments report to the Federal Government, where there is supervising Deputy Prime Minister for Sports. (See Annex I on current organizational structure).
- 8.19. At the same time, athletes' basic training takes place in sports schools of different levels (actually, these schools are the equivalents of sporting clubs in other countries). There are more than 1,300 sports schools with athletics departments in the Russian Federation, of which 148 are specialized athletics schools. Approximately 90% of these schools are subordinate to the regional ministries of sports, which finance and regulate their activity. More than 200,000 people attend them starting from the age of nine or ten years old, practically till the end of their sporting career. The number of coaches in this sector exceeds 6,700 experts, and the majority of them have higher specialized education. Practically all athletics coaches work in these schools.
- 8.20. The lack of training and education of personnel including the coaches in anti-doping matters, and in new scientific coaching methods is also of concern for the Commission. The "old school" coaches are still one of the most troublesome and tricky challenges in the Russian athletics and how this issue is going to be addressed is critical to RusAF's reinstatement in general.
- 8.21. There are 14 specialized higher education institutions and 11 specialized colleges providing the human resources of Russian sports, which are under the jurisdiction of the federal Ministry of Sports. There are instructional programs of anti-doping educational subjects in all foregoing educational institutions.
- 8.22. In the Russian Federation, there is the Federal Standard of Sports Training (FSST), which legislatively determines main provisions and principles of functioning of sports schools in various groups of types of athletics (according to FSST, there are six types: sprints and hurdles, medium- and long-distance running, race walks, jumps, throws, all-around).
- 8.23. Presently a group of specialists has finished the development of a typical program for sports schools at all four stages according to FSST – primary training (approximate age of trainees is 9-11 years), training (12-17 years), sporting perfection (18-23 years) and perfect mastery (there are no age parameters, criterion is the competitive result).
- 8.24. The programs have been developed using materials of World Athletics (programs "Kids Athletics", "Youth Athletics"), materials of courses

according to “Coaches Education and Certification System” (CECS), and the research findings according to the 2016-2019 plan of the Ministry of Sport devoted to modern ideas of training athletes of various levels in all groups of types of athletics. A mandatory part of these programs beginning from the stage of primary training is the chapter devoted to anti-doping. This chapter includes materials on the World Anti-Doping Code, recommendations and a testing system developed by RUSADA for athletes of different ages and levels of training.

- 8.25. Earlier in 2020, the programs had been reviewed and approved at the meeting of the Expert Board of the Ministry of Sports, after which they were recommended for incorporation into working practice of sports schools of all levels, which would help instilling anti-doping culture to young athletes from the very first steps of going into athletics.
- 8.26. Earlier this year the Reinstatement Commission has specified its competence and powers and integrated into the Framework Agreement with World Athletics the terms of its cooperation with the Taskforce and the International Experts; established effective and continuous communication and cooperation with the RusAF management and the Taskforce; integrated the International Experts and their associated powers in all aspects of RusAF's rehabilitation and cultural transformation in all aspects of its activities; and committed to fundamental change in Russian athletics through the application of benchmarked international best practices in all areas of management, governance, anti-doping, coaching and performance.
- 8.27. RusAF conducted the Election Congress on 30 November 2020 and elected the new RusAF President and the new RusAF Presidium. The new RusAF president met with the Taskforce right after the elections.

8.28. Recent cultural changes in Russian sport

Since the second half of 2016, the cultural paradigm established in Russian sports has begun to undergo changes. These changes affected a number of areas, including those not directly related to sports. The following are events that together have had a positive impact on the Russian cultural paradigm in the field of sports.

November 2016	Two new offences introduced into the Criminal Code of the Russian Federation: Inducing an athlete to use substances and (or) methods prohibited for use in sports (Article 230.1) and Use of substances and (or) methods prohibited for use in sports against an athlete (Article 230.2)
November-December 2016 January 2017	The Independent Public Anti-Doping Commission and RUSADA held the first strategic sessions for

	the heads of national sports federations, which will be held annually thereafter
March 2017	RUSADA started to conduct anti-doping training for heads of sports institutions in regions (23 cities)
March 2017	RUSADA introduces an online educational course on anti-doping for athletes and athletes' personnel. In a short time, an up-to-date certificate that confirms completion of the online course becomes a mandatory requirement for athletes applying for competitions
April 2017	The Ministry of Sports and RUSADA, together with international experts, held a strategic session for regional Ministries of sports (MSs), which will to be held annually thereafter
December 2017 and annually thereafter	RUSADA held the first educational anti-doping seminar for media representatives (Russian and international)
December 2017	The following amendments are made to the Labor Code of the Russian Federation: part 4 of Article 238.2 is clarified, according to which the employment contract with coaches shall include a condition on the obligation of the coach to comply with the all-Russian anti-doping rules and anti-doping rules approved by international anti-doping organizations, to take measures to prevent violations of these anti-doping rules by an athlete (athletes), and article 248.11-1 introduces an additional reason for termination of the employment contract with a coach, due to violation by the coach, including once, all-Russian anti-doping rules and (or) anti-doping rules approved by international anti-doping organizations, recognized as a violation by the decision of the relevant anti-doping organization. (See Annex D and Annex E for templates of current CST employment contracts with Coaches and Athletes, including robust anti-doping clauses)

March 2018	RUSADA together with MGIMO-University and the Ministry of Sports conducts a training course “Ethics in Sport” for those responsible for anti-doping in regional MSs and for regional university professors
September 2018	RUSADA together with the RIOU and the Ministry of Sports conducts a training course for those responsible for anti-doping in the regional MSs and for regional university professors
September 2018	RUSADA, together with the RIOU, the Ministry of Sports and ROC, held an International Conference “The Future of Clean Sports: Current Issues, Challenges, Solutions”.
December 2018	Sports Ministry initiated establishing the position of anti-doping coordinators as in-staff employees in each regional Sports Ministry and through the Deputy Prime Minister this activity was implemented in the regions.
May 2019	The Administrative Code, Article 6.18, is amended to make an athlete liable for intentional violation of anti-doping rules
September 2019 – Moscow and Moscow region January 2020 – Saint-Petersburg and Leningrad region February 2020 – Kazan and Tatarstan Republic	RUSADA, together with the Ministry of Sports and the Ministry of Internal Affairs, held the first of a number of educational events, an anti-doping seminar for representatives of law enforcement agencies of the Russian Federation  In the structure of law enforcement agencies has been allocated a unit working with ADR violations
2017-2019	The Ministry of Sports, together with RUSADA and on the basis of the professional standard “Anti-Doping Support Specialist”, approved in February 2018, formed the personnel and conducted professional training for those responsible for anti-doping support in national federations and regional MSs

December 2020	RusAF introduces a provision according to which to include an athlete and a coach in the technical application for the competition, it is enough to provide an up-to-date certificate of the RUSADA/WADA/ European Athletics AD online course completion
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At the request of the Russian Athletics Federation in 2016-2020 were held 18 information and educational events, including 10 seminars and 8 Outreach programs. This number does not include educational activities conducted by the RusAF anti-doping coordinator.

The Russian Athletics Federation is an integral part of the Russian sports system. Changes in one part of the system inevitably lead to changes in other parts of the system.

The above list of the key educational events and changes in the legislation of the Russian Federation allows us to say that in 4 years on the territory of the Russian Federation has been created a system of countering doping in sports, developed both geographically and at the level of structures and departments. This is not enough to talk about fundamental cultural changes in the largest sports federation, but it is enough to significantly hinder the use of previous doping practices on the one hand, and on the other – to strengthen and develop the already established anti-doping worldview.

## **9. THE IMMEDIATE ACTIONS TO BE UNDERTAKEN - GOVERNANCE**

- 9.1. RusAF is bound by and complies with the World Athletics Integrity Code in the relations with World Athletics (any interaction with members of the Taskforce and/or the international experts appointed by World Athletics).
- 9.2. RusAF working together with the International Experts, arrange and carry out in-depth independent audit procedures in order to determine the financial and operational status of RusAF. An analysis of the fiscal requirements to achieve the strategic change of RusAF and Russian athletics will be undertaken by RusAF and the International Experts, with results presented by the Reinstatement Commission to the Ministry of Sport and other stakeholders for consideration.

*Deadline: 1 September 2021.*

- 9.3. RusAF, working together with the International Experts, prepared a draft for consideration by the Taskforce of the Strategy Plan for Development of Russian Athletics Federation in the Period 2021 - 2024, addressing all necessary aspects including (without limitation) governance, financing, training and coaching of athletes, and anti-doping issues. It will also exercise good faith influencing efforts to effectuate and measure change

in the regions including developing and cascading model regulations training and engagement materials to promote ethicality in Athletics, and evaluate their impact.

*Deadline: 1 August 2021.*

- 9.4. RusAF, working together with the International Experts, shall revise internal RusAF regulations, policies, procedures and other documents and to prepare a package of updated RusAF regulations in order to ensure effective and transparent governance of the Federation.

*Deadline 1 August 2021.*

- 9.5. RusAF and the Reinstatement Commission, working together with the International Experts, shall establish an independent Board of Trustees (the composition and members of which must be agreed by the Taskforce), the role of which will be to oversee RusAF's strategic direction, and to secure sufficient funding for the Federation to achieve its objectives.

*Deadline 1 June 2021.*

- 9.6. RusAF and the Reinstatement Commission, working together with the International Experts, shall strengthen the role and obligations of the RusAF Athletes' Commission, and harness its support for change in Russian athletics. The representative of the RusAF Athletes' Commission shall receive *ex-officio* quota place with full voting rights on the RusAF Presidium and be otherwise proactively involved in RusAF's anti-doping and good governance activities.
- 9.7. RusAF will require all regional federations to establish their own Athlete Commissions (or representatives where the regional Federation is of the smallest size and capacity) with a mandate to empower athletes generally, and in particular to pursue the objectives set out in the IOC Athlete Declaration and the WADA Bill of Rights.

*Deadline: The amendments need to be done once all the COVID restrictions are eliminated (according to Russian laws the Congress which can make such amendments cannot be held virtually).*

*Next RUSAF Conference before the end of 2021.*

- 9.8. RusAF, working together with the International Experts, shall introduce a mechanism for suspension the membership of regional federations in the event of systemic and/or systematic anti-doping rule violations by administrators, coaches or athletes, or other lapses in the regional federations' compliance with their respective anti-doping obligations.

*Deadline 1 April 2021.*

- 9.9. RusAF, working together with the International Experts, shall put in place an effective risk-based vetting procedure for its employees and other relevant parties. The requirements for certification of compliance with the Ethics Code by employees and other stakeholders will be developed.

*Deadline: 1 April 2021.*

- 9.10. RusAF, working together with the International Experts, shall develop a model package of regulatory documents for mandatory implementation by regional athletics federations on the basis of the developed package of RusAF regulatory documents, to control the activities of the regional athletics federations in terms of governance and anti-doping.

Any RusAF regional federation will be suspended from membership (according to the RusAF Charter para 4.11 - See Annex C) and as a result their athletes, coaches and officials will lose a right to participate in the RusAF competitions. Regional Federations can be suspended if there are the following reasons:

- failure to comply with decisions and (or) other acts of the RusAF governing bodies;
- systematic non-payment of membership fees;
- committing actions that discredit RusAF and cause damage to it, and violate the norms of sports ethics;
- failure to fulfill obligations under agreements with RusAF;
- other cases of non-compliance with the requirements of this Charter and contradiction of the activities of the RusAF member to the statutory goals of RusAF.

*Deadline: 1 August 2021.*

- 9.11. RusAF, working together with the International Experts, shall put in place the education system for coaches which will include mandatory modules on anti-doping, good governance, athlete welfare and management, understanding regulations and the ethics code, benefits of change in athletics, and pitfalls for resistance to change. The Coaching Council of the Russian national athletics team, including the Head Coach, shall be co-opted into the program for change in Russian athletics and in ensuring the integrity of the sport in the broadest sense.

*Deadline: 1 June 2021.*

- 9.12. RusAF and other stakeholder entities at the Federal and regional levels, working together with the International Experts, will follow identified coaches and other support personnel and, on the basis of a case-by-case approach, manage and eradicate any resistance to change by individuals and groups.

*Deadline 1 April 2021, implementation permanently*

- 9.13. Appropriate key communicators will be identified by RusAF, together with the International Experts, to participate in, and support education and messaging programs designed to promote clean sport in Russia.

*Deadline 1 April 2021.*

- 9.14. RusAF, together with the International Experts, and in conjunction with the federal Ministry of Sport, shall introduce a Change Management Program to overhaul arrangements with regional CSPs, to include effective tools to control the coaches, to have powers to bring cases against those who continue to use doping and cheating means and methods, and to agree with the relevant persons changes to the current system (including how funding is allocated) in order to ensure sustained and irreversible change in the approach of regional CSPs and secure their support for sustainable clean Russian athletics.

*Deadline 1 June 2021.*

- 9.15. RusAF, together with the International Experts, and in conjunction with the federal Ministry of Sport, will analyze and integrate the instructional programs of anti-doping educational subjects in all specialized higher education institutions and specialized colleges providing the human resources of Russian sports which are under the jurisdiction of the federal Ministry of Sport.

*Deadline 1 September 2021.*

- 9.16. RusAF SP is fully costed. The budget tallies up the total resources needed (human resources and financial resources) to achieve all of the KPIs in the time-frames indicated. The Board of Trustees (or RusAF main sponsors until the establishment of a Board of Trustees) guarantees the budget for RusAF. The budget includes the funding for the new headcount of the Ethics Officer, an in-house lawyer and also for the enhanced RusAF AD Department (See Annex G) The budget also provisions for funds to support the reasonable travel costs of RusAF staff to Russian regions to support RusAF priorities and also for training and education programmes.

*Deadline 1 April 2021.*

## **10. THE ACTIONS TO BE UNDERTAKEN – ANTI-DOPING**

- 10.1. RusAF, working together with the International Experts, shall establish an independent Anti-Doping Department within the RusAF, sufficiently funded and resourced, and with necessary over-arching powers, which would:
- 1) deal with all anti-doping issues within the competence of RusAF as the national federation;
  - 2) assist the Athletics Integrity Unit ("**AIU**") and RUSADA in their anti-doping investigations and other daily anti-doping activities by

- providing support, information, access and resource if requested and all other cooperation that could be needed;
- 3) resolve all issues related to violations of the RusAF Code of Ethics, and all other RusAF regulations;
  - 4) report directly to the President and directly to the International Experts; and
  - 5) participate in all meetings of the Reinstatement Commission and deliver reports on the current state of the anti-doping and ethics activities.

*Deadline: 1 June 2021.*

- 10.2. The Anti-Doping Department, working together with the International Experts, shall develop internal procedures to:
- 1) Develop and maintain a special policy encouraging whistleblowers, confidential sources, contacts and supporters of the new Russian athletics to report about anti-doping rule violations, noting the complicated and delicate nature of this matter in the historical context of the USSR and Russian realm.
  - 2) Revise and enhance the RusAF Code of Ethics, with mandatory declarations from all eligible persons, and a Russian-wide mandatory education module to be completed by all eligible persons to enable continued participation in RusAF competitions.

*Deadline: 1 June 2021.*

- 10.3. The Anti-Doping Department, working together with the International Experts, shall develop a ranking system, to be agreed by the Taskforce, of the regional athletics federations, which would reflect the number of anti-doping rule violations, and the quality and number of anti-doping educational and other events in the territory of each region. The Anti-Doping Department shall regularly publish on its website the national rankings. The system shall include a procedure to suspend or otherwise limit the activities of regional federations with apparent inconsistencies and deficiencies, and for the Anti-Doping Department to conduct monitoring and evaluation audits as required.

*Deadline: 1 June 2021.*

- 10.4. RusAF, together with the International Experts, shall develop a monitoring system comprising data on athletes and coaches who are serving anti-doping bans in order to automatically prevent their accreditation to RusAF calendar competitions, and to prevent their continued coaching and/or training during a period of ineligibility.

*Deadline: 1 April 2021.*

- 10.5. RusAF shall fund an increased targeted testing program of a larger pool of athletes in accordance with RUSADA's Test Distribution Plan and in cooperation with RUSADA. Apart from RUSADA sample collection, RusAF shall negotiate additional testing by sample collection companies and shall ensure that such companies are accredited by WADA, supported by WA and have unfettered access to RusAF's athletes that is sufficient to enable genuine no advance notice testing.

*Deadline: 1 July 2021.*

- 10.6. RusAF, together with the International Experts, in cooperation with RUSADA shall establish and sustain an extensive plan of educational seminars and activities in accessible formats, including virtually, at both the national level and regional level of Russian athletics, including a series of seminars devoted to the new WADA Code 2021 and International Standards.

*Deadline: 1 April 2021.*

- 10.7. RusAF, together with the International Experts, shall put in place an education system in order to prepare regional federation executives and managers for Russian athletics Change Management Programs, including good governance requirements, efforts to recruit young coaches and develop clean athletes, and all mandatory anti-doping activities in all relevant regions of the Russian Federation.

*Deadline: 1 April 2021, implementation permanently throughout the year*

- 10.8. To ensure that ADD receives the support to discharge its role effectively and maintain its independence to protect it from undue influence and conflicts of interests, the following steps will be taken by RusAF:

- RusAF Ethics Officer will provide an independent oversight of the department, including conducting quarterly control reviews, acting as an independent speak up channel for ADD staff and providing input for staff performance reviews and their deliverables. Ethics Officer will also have full access to ADD reports and data, including ADD staff salary levels;
- ADD staff will have direct access to RusAF oversight bodies, including Presidium and Board of Trustees, and also to international experts in order to provide opportunities for them to escalate any problematic issues.
- ADD will also provide a quarterly report to the AIU (with a copy to TF) for operational purposes, including on status of its independence;
- ADD staff will be required to provide semi-annual Conflict of Interest certifications to ensure that any conflicts of interest get properly disclosed and mitigated.

## 11. CONCLUSIONS

- 11.1. The RusAF Reinstatement Commission is fully aware that the collective community rejection of doping fraud, and the establishment and sustaining of a zero tolerance culture against individuals who choose to cheat in sports, can only be achieved with total change. It will happen only when the overwhelming majority of athletes and their support personnel, and all involved in the management and administration of Russian athletics, decide to change their doping and cheating culture by recognizing, embracing and implementing the changes required as proposed in this plan, and adhere to anti-doping rules and regulations in their entirety as a core obligation.
- 11.2. The RusAF Reinstatement Commission recognizes that cultural change, moving from one long-embedded approach to a totally new and radically different model cannot occur in a matter of months, or even in a couple of years. All efforts now shall be aimed at long term *sustainable* cultural change in Russian athletics by implementing the building blocks of short and mid-term measures.
- 11.3. RusAF owes to World Athletics as a member federation under the World Athletics constitution and rules, and so RusAF Constitution (Charter), rules and regulations are being revised & updated. RusAF is aware that it can face expulsion, not suspension in case of further non-compliance.
- 11.4. This adherence must be driven not only by fear of being sanctioned, not only by fear of causing an irreparable harm to health, but by a true and sincere belief that cheating in sports is wrong and renders individual achievements worthless, it humiliates the individual and regresses all Russian athletics, and erodes the integrity of sports and sport's power to inspire the Russian people. Of particular importance to ingrain is that the Russian system for sports preparation, including the coaching methods and approaches, can be successful with a different, new, clean model. Coaches and administrators must be sought and employed who believe this, and wish to show it to be not only true, but the only way ahead.
- 11.5. Despite the obstacles and impediments, Russian athletics is fully and irrevocably committed to moving in this direction. The goals of the RusAF Reinstatement Commission, working together with Taskforce and the International Experts, are to accelerate and sustain these steps, to strengthen all efforts in this regard, to overcome resistance, and to cure misbeliefs, deception and fallacy.
- 11.6. The Plan is the last chance and urgent attempt to address the strategic requirements for change in Russian athletics in general, and RusAF in particular within the new reinstatement process.
- 11.7. Of crucial importance, at this last opportunity for Russian athletics to prove it deserves to remain in membership of World Athletics, and as it faces expulsion as the ultimate punishment, is that *all* changes must be undertaken, implemented and sustained with the full involvement of the International Experts and with the knowledge and approval of the Taskforce. World Athletics needs to know, through the reports of the

International Experts and the Taskforce, that the change in culture is true, ingrained, sustainable, and irreversible. World Athletics needs to see for itself via its representatives that change is happening. Nothing less will be acceptable given the failings of the past.

- 11.8. The RusAF Reinstatement Commission acknowledges the commitment by the Taskforce and the International Experts to undertake their duties with the RusAF Reinstatement Commission in a collaborative and fair manner, with a view to achieving the following shared objective: all parties wish to see Russian athletes performing at the highest levels, clean and competitive, and all levels of Russian athletics enjoying participation in the sport across the whole country.
- 11.9. Once the Strategic Plan has been reviewed, and if required adjusted and extended, it will be agreed by all parties. The RusAF Operational Roadmap, as inseparable part of the SP, (annexed to the SP) is operationalizing all the strategic areas as described above at sections 6 and 7.
- 11.10. The RusAF/Taskforce Management Roadmap will bring to life the step by step requirements of change in each Strategic Area, the development of phased implementation of change management, steps to be taken, allocation of responsibilities, and deadlines to be met, aligned to international best practice standards.
- 11.11. The actions and deadlines are subject to further review and modification, subject to the agreement of World Athletics, in the context of the pandemic situation in Russia and restrictions which might be introduced by the public authorities thereof.