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Anti-Doping Convention (T-DO)

Project on Compliance with Commitments

Report by:
- Sweden
- the evaluation team

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A. Report by Sweden

1. Preface

Sweden signed the Anti-Doping Convention (ETS No. 135) on 16 November 1989, together with a number of other countries. The Convention was ratified by Sweden on 29 June 1990 and came into force with respect to it on 1 August of the same year. By approving the Convention, Sweden as a state has entered into an obligation to comply with its provisions. Furthermore, as one of three countries at present, Sweden has signed the Additional Protocol to the Convention (ETS No. 188) without reservation as to ratification. Among other things, the Protocol, which has not yet entered into force, lays down guidelines for evaluating implementation of the Convention.

This report has been prepared at the Ministry of Justice to give a brief account of Sweden's implementation of the Convention. The Convention articles relevant in this context are Articles 1–9. The remaining articles, 10–19, are concerned with the Monitoring Group and its functions, amendments to the Convention, its entry into force, territorial application etc.

The presentation below considers each article in turn, commenting on the activity or activities undertaken within the area covered by the article concerned. The text of the Convention is quoted in bold type.

The Anti-Doping Convention is concerned with doping in sport. The majority of this report will therefore be devoted to the anti-doping activities being undertaken within Swedish sport. Organised sport in Sweden is carried on chiefly under the auspices of the Swedish Sports Confederation (SSC; in Swedish, Riksidrottsförbundet). Individuals participating in sports not covered by the rules of that organisation are subject to the legislation and regulations that apply to society as a whole, together with any private rules governing the sports in question.

2. Introduction

2.1 Sport in Sweden

In Sweden, freedom of association, i.e. the freedom to join with others for public or private purposes, is one of the fundamental rights and freedoms provided for in the Constitution. Sweden has no general legislation relating to non-profit associations. Furthermore, associations have considerable freedom to determine the goals and direction of their activities without interference by the authorities.

Virtually all sports clubs and federations in Sweden are constituted as democratically organised, member-based, non-profit associations existing for the public benefit. Consequently, sports in this country have considerable freedom to organise themselves independently and to determine the goals and direction of their own activities. Public control and supervision are exercised solely on the basis of general legislation and through the funding which local authorities and the state make available to the sports movement for certain types of activities.

The objectives of Swedish sports policy are to provide all members of society with opportunities to take exercise and participate in sports, with a view to promoting public health; to support a free and independent sports movement; and to enable people to enjoy sports as a form of entertainment. State support for sport is focused on activities which

promote sport for all and sport as a form of exercise, and which maintain high ethical standards, combat doping, and create equal opportunities for women and men with different ethnic and cultural backgrounds, irrespective of their financial means.

Sweden's grass roots-based sports movement, with its many local clubs and high degree of voluntary involvement, has laid the foundation for the development of sport in this country. For most people, and for society in general, the chief value of sport lies in the fact that it creates healthy patterns of exercise, helps to promote public health and democratic participation, and offers an everyday meeting place for people from different ethnic and cultural backgrounds. The country's free and independent sports movement, which is based on voluntary commitment and organises a broad range of activities, receives central and local government support.

A very large proportion of Sweden's population of just under seven million people aged between seven and seventy are members of a sports club. The total number of members is estimated at 3.3 million, of whom some 2.3 million are active members. The number of leaders aged 7–70 is over 600,000, of whom around 30 per cent are women. Roughly 650,000 of those who participate in sport are involved in competitive sports at various levels, and some 7,000 can be said to belong to the elite, i.e. compete at a national championship level.

Among young people, sport holds an even more dominant position. Between the ages of seven and fifteen, more than two boys in three and one girl in two belong to a sports club. In addition, one boy/girl in every ten engages in sport on a non-organised basis. In 2002, the number of sporting activities totalled almost seven million. This means that, on an average day, some 150,000 young people take part in sports.

Organised sport in Sweden is chiefly carried on within the framework of the Swedish Sports Confederation (SSC). The Confederation is headed by an Executive Board, which is responsible for the strategic leadership of Swedish sport and represents the 67 specialised sports federations affiliated to the SSC, including all the Olympic sports federations, in relation to public authorities and politicians. Within the Confederation there are also 21 district federations, representing different regions of Sweden. More information on how Swedish sport is organised can be found in appendix 1.

2.2 Direction of Swedish efforts to combat doping in sport

For central government, support for the fight against doping is a high-priority area. Traditionally, the state and the Swedish sports movement have collaborated closely in the battle against doping in sport. Through the adoption of general legislation, however, the state has assumed a responsibility going beyond the problem of doping in organised sport (see sections 3.4 and 3.7 for further details).

Regulations to prevent doping in Swedish sport were introduced as early as 1977. In 1981 the country's sports movement took a policy decision which, among other things, declared:

“All use of doping agents is unacceptable. No sporting result is of such value that the use of doping agents can be justified.”

The broad direction of the sports movement's anti-doping activities has subsequently remained unchanged. The Swedish Sports Confederation's strategy document for 2002–3 lays down an overall objective for the Confederation's anti-doping efforts, namely to safeguard the

self-evident right of all who engage in sport to participate and compete in sport that is free from doping.

The vision is that:

- . The winner should be able to enjoy an honestly earned victory.
- . The loser should be able to feel confident that he or she has lost in an honest fight.
- . The spectator should be confident that the result is not a consequence of prohibited substances or methods.

Between 1981 and 2002, the Swedish Sports Confederation has conducted some 36,000 doping tests. Of these, 480 (1.3 per cent) have resulted in penalties for doping. Over the last five years, only 0.6 per cent of tests have resulted in penalties.

3. The articles of the Convention

3.1 Article 1 – Aim of the Convention

The Parties, with a view to the reduction and eventual elimination of doping in sport, undertake, within the limits of their respective constitutional provisions, to take the steps necessary to apply the provisions of this Convention.

Sweden signed the Anti-Doping Convention when it was opened for signature on 16 November 1989, and it came into force on 1 August 1990. In conjunction with its ratification of the Convention, the Swedish Parliament emphasised the importance of Sweden continuing its efforts to tackle the problem of doping in sport, at both the national and the international level.

To fulfil its undertaking to combat doping, the state has made annual allocations of funds for efforts in this area. In its budgetary decisions and the associated guidelines for state funding for sport, the state defines the direction which these efforts are to take. The guidelines for anti-doping measures in 2003 state that the objective is to take active steps to prevent doping in sport. Since 2000 central government has set aside significantly and progressively increased funding for anti-doping activities. One expectation in that connection has been that the number of doping tests performed will increase from 2,000 in 1999 to 3,500 in 2003, and reach 4,500 by 2005. In Sweden, the Swedish Sports Confederation, with state support, is responsible for implementing and developing the national anti-doping programme within organised sport.

Funding has also been allocated to the National Institute of Public Health (FHI), set up in 1993. One of the functions of this Institute is to implement measures to achieve the goal of a drug- and doping-free society.

Since 1993 Sweden has in addition had a Doping Laboratory, whose work is described in more detail in section 3.5. Of the funds allocated to sport, an annual SEK 1.5 million is to be used to secure the favourable development of this laboratory in the long term, thereby ensuring that it can continue to operate, deliver high quality and maintain certification to ISO standards. Furthermore, the increase in resources gives the laboratory greater scope to engage in research, development and in-service training of staff.

Also in 1993, an Anti-Doping Hotline was set up in Sweden. This is a nationwide telephone advice service, funded largely by the state, which anyone can contact anonymously to ask

questions about doping. The work of the Hotline is described in appendix 2. Since 2000, the Government has guaranteed financial support for the Hotline, in order to secure its long-term future.

As a basis for evaluating the results of the state funding which it received for 2003, the Swedish Sports Confederation is to submit a report by 1 May 2004 describing:

- the scale and direction of the sports movement's efforts to combat different categories of doping at various levels of organised sport, as well as the number of doping tests performed and the percentage of cases in which penalties were imposed, broken down by sport;
- the results of the quality assurance programme recently undertaken with respect to anti-doping activities; and
- the results of the work carried out at the Doping Laboratory at Huddinge University Hospital on the basis of co-funding by the state.

Over the last ten-year period (1993–2003), state support for anti-doping measures has been as follows:

Year	Allocation
1993	SEK 6.6 million
1994	SEK 6.6 million
1995	SEK 6.6 million
1996	SEK 6.6 million
1997	SEK 6.6 million
1998	SEK 7.2 million
1999	SEK 7.8 million
2000	SEK 11 million
2001	SEK 13.4 million
2002	SEK 15.9 million
2003	SEK 20 million

During the period 1999–2001, in addition to allocations in the state budget for anti-doping measures, the Swedish Sports Confederation set aside funds of its own for quality assurance and for its certification.

Other action taken by the state is referred to in the comments on the various articles below.

3.2 Article 2 – Definition and scope of the Convention

1. For the purposes of this Convention:

- a) **“doping in sport” means the administration to sportsmen or sportswomen, or the use by them, of pharmacological classes of doping agents or doping methods;**
- b) **“pharmacological classes of doping agents or doping methods” means, subject to paragraph 2 below, those classes of doping agents or doping methods banned by the relevant international sports organisations and appearing in lists that have been approved by the monitoring group under the terms of Article 11.1.b;**
- c) **“sportsmen and sportswomen” means those persons who participate regularly in organised sports activities.**

- 2. Until such time as a list of banned pharmacological classes of doping agents and doping methods is approved by the monitoring group under the terms of Article 11.1.b, the reference list in the appendix to this Convention shall apply.**

The definition of doping used in Sweden, and expressed in the constitution of the Swedish Sports Confederation (SSC), agrees closely with the definition set out in the Anti-Doping Convention and the decisions adopted by the Monitoring Group of the Convention.

Under the SSC constitution, doping in conjunction with participation in sport is prohibited. "Doping" means the use of substances or methods that are prohibited under the regulations of the World Anti-Doping Agency (WADA), the International Olympic Committee (IOC) or an international sports federation (ISF). The constitution provides that a sportsman or sportswoman who is guilty of doping, or any other person who assists a sportsman or woman with doping or supplies a sportsman or woman with a doping agent, can be punished.

The list which from time to time has been approved by the Monitoring Group under the Anti-Doping Convention has been the list of prohibited substances and methods issued by the International Olympic Committee.

3.3 Article 3 – Domestic co-ordination

- 1. The Parties shall co-ordinate the policies and actions of their government departments and other public agencies concerned with combating doping in sport.**
- 2. They shall ensure that there is practical application of this Convention, and in particular that the requirements under Article 7 are met, by entrusting, where appropriate, the implementation of some of the provisions of this Convention to a designated governmental or non-governmental sports authority or to a sports organisation.**

3.3.1 Sweden's anti-doping policy

The promotion of doping-free sport, at both the national and the international level, has long been one of the goals of Swedish sports policy. The basic premise is that sportsmen and women in Sweden should compete fairly on equal terms, and that international competitions too, should take place on fair and equal terms. The fight against doping cannot be won by national efforts alone, but only through international co-operation. However, in the absence of a developed national policy to prevent doping in sport, the fight could be lost at the national level.

The state structure for anti-doping efforts

Since 1 July 1991, the Act Prohibiting Certain Doping Substances (1991:1969) (referred to below as the Doping Act) has been in force in Sweden. This Act is not concerned exclusively with sport, but aims to reduce the occurrence and use of certain doping agents in society as a whole, and its provisions therefore fall within the spheres of competence of several authorities. In April 2003 the Swedish Parliament adopted eleven target areas for public health, one of which is concerned, among other things, with reduced use of tobacco and alcohol and a drug- and doping-free society. The government departments chiefly concerned with combating doping in sport are the Ministry of Justice, the department responsible for

sport, and the Ministry of Health and Social Affairs, whose responsibilities include health and medicines. Both among the various ministries and between different public agencies, collaborative arrangements are in place to achieve co-ordination and to ensure that the necessary information reaches the authorities and organisations concerned. Agencies involved in the fight against doping include the National Institute of Public Health, which has a wider responsibility for doping issues, going beyond sport; the Board of Customs and the police authorities, whose job it is to enforce the anti-doping legislation; the National Food Administration, whose remit includes food supplements (nutritional supplements); and the Medical Products Agency, which is responsible for approving medicines for human and veterinary use.

Proposals for more stringent legislation and regulations

On 28 July 1994 the Government adopted terms of reference for a parliamentary committee of inquiry (referred to as the Doping Committee) to undertake a review of the problem of doping. The committee's report, "Doping from a public health point of view" (SOU 1996:126), was presented in August 1996. The committee carried out a comprehensive review of the extent and character of the doping problem and the short- and long-term consequences of misuse, and assessed what action needed to be taken in different areas. The result was a thoroughgoing survey of existing knowledge about doping agents and their physical and psychological effects. Even now, the committee's report represents a substantial knowledge base on the doping issue, viewed from various angles.

The report subsequently formed the basis for a government bill (1998/99:3: "Action on Doping"). The bill proposed a number of measures to tackle the use of, above all, anabolic androgenic steroids, as well as amendments to the Act Prohibiting Certain Doping Substances (1991:1969) and other legislation (see section 3.4 below for further details).

The gym problem

The Doping Committee also examined the problems surrounding the use of doping agents at private gyms. Since neither gyms nor the Swedish Bodybuilding and Fitness Federation are affiliated to the Swedish Sports Confederation, people who work out at gyms or take part in bodybuilding and similar competitions are not covered by the sports movement's rules on doping. Nor do the same opportunities exist to perform tests as are available in the case of sportsmen and women belonging to the SSC.

In February 2001 the Government set up a working group to prepare an action plan to combat doping in sport. The group, which included Members of Parliament, representatives of government departments, local authorities and sports organisations, experts on doping issues, and representatives of the sports research community, presented its proposals in December 2001 (Ds 2002:4). Its report followed up the problem of doping at gyms. In that regard, the group analysed a ruling from Norway (Market Council, Case no. 26/00, 20 December 2000), which was concerned with the question of whether contract terms permitting the owner of a gym to impose sanctions if a user of the gym refused to submit to a doping test could be considered reasonable. The group's conclusion was that demanding a urine sample was to be regarded as a significant intrusion on a person's dignity and privacy. Public authorities are only permitted to make such a demand where there is a statutory basis for doing so. Given this requirement in the public sector, the working group concluded, it would be unreasonable to allow contractual terms that would entitle a gym owner to insist on members undergoing doping tests against their will. However, the group drew attention to a number of possible

ways of getting to grips with the problem, including setting up a trade association that could assume responsibility for quality control of gyms.

The Government Offices Anti-Doping Working Group

In April 2003, the Government appointed a working group with responsibility for doping in sport and related issues.

Among other things, the group will assist the Government Offices with the task of providing secretariat facilities for intergovernmental co-operation under the International Anti-Doping Arrangement (IADA); help the Government Offices to create favourable conditions for effective supervision of Sweden's implementation of the Anti-Doping Convention by the Monitoring Group set up under the Convention; and, in so far as is deemed necessary, instigate action to improve Sweden's anti-doping programme. The group has begun a review of what can be done, on a voluntary or other basis, to tackle the problem of doping at gyms, mentioned above.

Report on state funding for anti-doping efforts

The report of the Government-appointed Commission on Sports ("Sport and Exercise for Life", SOU 1998:76) also dealt with the doping issue, primarily from a funding point of view. In Government Bill 1998/99:107 ("A Sports Policy for the 21st Century"), the Government proposed that the sports movement itself should define the goals of its activities, and that the state should merely set out what aims it wished to achieve through the funding it provided. In the area of doping, the Government justified its proposals with reference to the need for a redoubling of efforts to combat doping in sport and to promote sports research. The bill was approved by Parliament.

3.3.2 The Swedish Sports Confederation's organisational structure for anti-doping efforts

With regard to paragraph 2 of this article it may be noted, as mentioned earlier, that anti-doping activities within organised sport are the responsibility of the Swedish Sports Confederation, which is the umbrella organisation for sport in Sweden. Within the Confederation, anti-doping programmes are implemented in accordance with the organisation's constitution.

The organisational structure of the SSC is described in appendix 1, and its efforts to implement and apply some of the provisions of the Convention are described in section 3.7.

3.4 Article 4 – Measures to restrict the availability and use of banned doping agents and methods

- 1. The Parties shall adopt where appropriate legislation, regulations or administrative measures to restrict the availability (including provisions to control movement, possession, importation, distribution and sale) as well as the use in sport of banned doping agents and doping methods and in particular anabolic steroids.**
- 2. To this end, the Parties or, where appropriate, the relevant non-governmental organisations shall make it a criterion for the grant of public subsidies to sports organisations that they effectively apply anti-doping regulations.**

3. Furthermore, the Parties shall:

- a) **assist their sports organisations to finance doping controls and analyses, either by direct subsidies or grants, or by recognising the costs of such controls and analyses when determining the overall subsidies or grants to be awarded to those organisations;**
 - b) **take appropriate steps to withhold the grant of subsidies from public funds, for training purposes, to individual sportsmen and sportswomen who have been suspended following a doping offence in sport, during the period of their suspension;**
 - c) **encourage and, where appropriate, facilitate the carrying out by their sports organisations of the doping controls required by the competent international sports organisations whether during or outside competitions; and**
 - d) **encourage and facilitate the negotiation by sports organisations of agreements permitting their members to be tested by duly authorised doping control teams in other countries.**
- 4. Parties reserve the right to adopt anti-doping regulations and to organise doping controls on their own initiative and on their own responsibility, provided that they are compatible with the relevant principles of this Convention.**

3.4.1 State activities to combat doping

Sweden has sought to restrict the availability and use of doping agents through a number of legislative measures. The laws concerned apply to the whole of society and are intended to stop all forms of doping, and thus extend beyond the sphere of sport.

The amendments to the Doping Act and other legislation that were proposed by the Doping Committee, mentioned earlier, were introduced and took effect on 1 April 1999. In addition, a new provision was added to the Medicinal Products (Trading) Act (1996:1152), making it an offence to possess medicines manifestly for the purpose of selling them unlawfully. The Social Services Act (1980:620) was amended to spell out more clearly the responsibility of social welfare committees to actively seek to prevent and combat the misuse by children and young people of alcoholic beverages, other dependence-inducing substances and doping agents. These wordings are now found in the new Social Services Act (2001:453).

The following is a brief outline of the most importance enactments relevant to the state's efforts to combat doping.

The Act Prohibiting Certain Doping Substances (1991:1969)

This Act applies to synthetic anabolic steroids, testosterone and its derivatives, growth hormones, and chemical substances that increase the production and release of testosterone and its derivatives or of growth hormones. "Derivative" means a chemical compound produced from another compound with a similar structure and similar effect.

The Act makes it illegal to import into Sweden, transfer, produce, acquire for the purpose of transfer, offer for sale, possess or use the substances mentioned, other than for medicinal or scientific purposes.

The anti-doping legislation was tightened up when actual use of doping substances was criminalised as from 1 April 1999. At the same time, a rule was introduced creating a “grave doping offence”, carrying a penalty of six months’ to four years’ imprisonment. Previously, the maximum penalty had been a prison term of two years. In judging whether a grave offence has been committed, special consideration is to be given to whether or not it occurred as part of a large-scale or professional operation, involved a particularly large quantity or was otherwise of a particularly dangerous or ruthless nature. Infringements arising out of negligence, other than in cases of importation, are not punishable offences.

With the criminalisation of all non-medical use and handling of doping agents, it has become the task of the police to combat such activities by monitoring compliance with the law and taking action when a suspected offence is discovered. Similarly, it is the task of the courts to impose penalties in cases which result in prosecution.

The Medicinal Products Act (1992:859) sets out the basic rules governing medicinal products, which are defined as “products that are intended to be administered to human beings or animals in order to prevent, diagnose, alleviate or cure disease or symptoms of disease or to be used for a similar purpose”. Such products include many of the substances that appear on the list of substances prohibited in sport. In principle, medicinal products may only be imported by a person who is in possession of a licence. A private traveller, however, does not need a licence if he or she is importing a quantity corresponding to no more than 14 days’ consumption. For anabolic androgenic steroids and similar products, however, the limit is a maximum of five days’ consumption. Penalties for offences under this Act range from a fine to one year’s imprisonment, unless a penalty is to be imposed under the Penal Code or the Smuggling of Goods (Penalties) Act.

The Medicinal Products Act is subsidiary in relation to, among other enactments, the Narcotic Drugs and Doping Acts and the Act Prohibiting Certain Products Hazardous to Health.

The Food Act (1971:511) is applicable to all foods –also including food supplements (nutritional supplements) – which may contain substances that can be regarded as doping agents. In general, the Act stipulates that foods must not represent a hazard to health, and that their contents must be indicated by labelling. “Handling” of food includes the production, preparation, treatment, storage, packing, repacking, transport or display of food, as well as the offering for sale, selling, serving or other delivery of food for consumption. Unauthorised handling carries penalties corresponding to those provided for in the Medicinal Products Act.

The Narcotic Drugs (Penalties) Act (1968:64), together with the Narcotic Drug Controls Act, regulates the handling of narcotic drugs. These Acts contain provisions which make it an offence, among other things, to acquire narcotics for the purpose of transfer, to possess or use narcotics, to manufacture narcotics that are intended for misuse, or to engage in activities designed to promote trafficking in narcotics. The penalty scales for offences committed with intent are a fine or up to six months’ imprisonment for a minor offence, up to three years’ imprisonment for a normal offence, and from two to ten years’ imprisonment for a grave offence. Infringements arising out of negligence are also punishable offences.

The Smuggling of Goods (Penalties) Act (2000:1225) provides for penalties for intentional importing and exporting of goods whose import or export is prohibited or subject to conditions. If a smuggling offence is judged to be grave, the maximum penalty is six years' imprisonment. If the goods smuggled are narcotic drugs, the offence is classed as one of smuggling of narcotics, which can carry a maximum sentence of ten years' imprisonment if it is found to be a grave offence. The penalty for unauthorised importing or exporting as a result of gross negligence is up to two years in prison.

Apart from the legislation described above, there are a number of laws regulating in what contexts samples of urine may be required by the police, prison and other authorities.

Financing of doping controls

As regards Article 4.3.a, the funds referred to above with reference to Article 1 (SEK 20 million for 2003) are intended primarily to cover the costs of doping controls and analyses, although they are also used for information and education, for example.

3.4.2 The sports movement's anti-doping regulations

Concerning Article 4.2, it may be noted that the constitution of the Swedish Sports Confederation, which contains the sports movement's regulations on doping and doping offences, applies to all the specialised sports federations. All sportsmen and women who are members of a club belonging to a specialised sports federation, which is in turn affiliated to the SSC, are subject to the same rules as regards doping offences. In addition, the constitution requires the specialised federations to actively work for doping-free sport within their own organisations and member clubs, and to draw up anti-doping plans.

Many specialised sports federations include clauses in their contracts with elite athletes which require training grants and also travel expenses for competitions etc. to be repaid if the recipient is found guilty of a doping offence. Training grants are unlikely to be paid in any instance to individuals who have been suspended for doping offences.

Regarding the relationship between the Doping Act and the sports movement's own anti-doping regulations, it may be noted to begin with that they cover different ranges of substances. The doping agents enumerated in the Act are far fewer than those included on the sports movement's list, being limited to substances which have or are assumed to have an anabolic effect. The Act's definition does not, for example, include substances naturally to be found in commonly used medicines, since these are subject to the provisions of the Medicinal Products Act. Examples of such substances do, however, appear on the sports movement's list.

The two regulatory frameworks also apply different definitions of what constitutes an offence. For a sportsman or woman to be found guilty of an offence under the Swedish Sports Confederation's anti-doping regulations, it is sufficient to demonstrate that a prohibited substance is present in a urine sample, regardless of whether the athlete intended to use a doping agent, or even whether he or she was negligent. To obtain a conviction under the Act, intent must be proved. In the latter case, in other words, the prosecutor has to prove that a substance has been taken deliberately, and also to specify a period of time within which it must have been taken. In addition, it has to be proved that this occurred in a country in which the use of the substance was a criminal offence. These differences between the Doping Act and the sports movement's own rules mean that a person found guilty of doping in sport under

the latter rules will not necessarily have committed a criminal offence. However, individuals who are convicted under the Act of personal use of a doping agent can probably – if the substance was used in conjunction with sport and they are subject to SSC regulations – also be found guilty of a doping offence under those regulations.

With the arrangements currently in place for anti-doping efforts in Sweden, no special action by the state is required to achieve the results described in paragraph 3, subparagraphs c and d, of this article. The tasks in question are performed in the framework of the sports movement's anti-doping programmes (see section 3.7 below, which deals with Article 7). The role of the state in this context is, on the one hand, to monitor whether the funds allocated are being used in an effective manner – which is done on the basis of annual reports from the Swedish Sports Confederation on how the money has been spent – and, on the other hand, to decide in close dialogue with the sports movement whether these allocations and the efforts of government authorities are sufficient to achieve the overall sports policy goal of doping-free sport.

3.5 Article 5 – Laboratories

1. Each Party undertakes:

- a) either to establish or facilitate the establishment on its territory of one or more doping control laboratories suitable for consideration for accreditation under the criteria adopted by the relevant international sports organisations and approved by the monitoring group under the terms of Article 11.1.b; or**
- b) to assist its sports organisations to gain access to such a laboratory on the territory of another Party.**

2. These laboratories shall be encouraged to:

- a) take appropriate action to employ and retain, train and retrain qualified staff;**
- b) undertake appropriate programmes of research and development into doping agents and methods used, or thought to be used, for the purposes of doping in sport and into analytical biochemistry and pharmacology with a view to obtaining a better understanding of the effects of various substances upon the human body and their consequences for athletic performance;**
- c) publish and circulate promptly new data from their research.**

Sweden has one laboratory for the analysis of doping control samples, the Doping Laboratory at Huddinge University Hospital. This laboratory is one of thirty accredited by the International Olympic Committee (IOC). The World Anti-Doping Agency (WADA) is now also involved in monitoring these laboratories. A laboratory's work is assessed by WADA on the basis of a "proficiency testing programme", which must be successfully completed if the laboratory is to retain its status as an official doping control laboratory.

The Doping Laboratory at Huddinge has been IOC-accredited since 1985, and accredited by SWEDAC (the Swedish Board for Accreditation and Conformity Assessment) since 1999, now according to ISO 17025.

The Swedish Sports Confederation is the Doping Laboratory's biggest customer, and has a contract with it for the analysis of 3,500 samples in 2003. In all, the laboratory analyses some 4,000 doping samples annually for sports organisations. Outside the field of sport, around 2,000 samples are analysed for anabolic androgenic steroids, chiefly for the health care sector and the prison service, and for drug tests at places of work. The laboratory currently employs a staff of ten.

The Doping Laboratory is primarily financed by payments for analyses performed. The revenue thus generated, however, does not always provide sufficient funding for its work. This became clear in 1998, when, owing to a lack of resources, the number of analyses fell to less than 2,300. The reduced revenue base meant that the laboratory did not have sufficient resources, in particular, for research and methods development. Nor was it able to invest in new analytical equipment. In the longer term, it was in danger of losing its accreditation. Since the year 2000, therefore, the laboratory has received an annual grant of SEK 1.5 million from the state. The laboratory's finances have also improved as a result of increased central government allocations for the sports movement's anti-doping activities, which have put the SSC in a better financial position to increase the number of analyses requested.

Several interesting projects are currently in progress at the laboratory, including work on testosterone and various anabolic steroid precursors, funded by WADA among other sources. Co-operation takes place between doping laboratories around the world, with the aim of exchanging experience and research results. On a Nordic basis, the laboratories in Helsinki, Oslo and Stockholm have collaborated and exchanged experience since 1987.

Accreditation, like the doping list, is to be taken over by WADA or a body appointed by WADA.

3.6 Article 6 – Education

- 1. The Parties undertake to devise and implement, where appropriate in co-operation with the sports organisations concerned and the mass media, educational programmes and information campaigns emphasising the dangers to health inherent in doping and its harm to the ethical values of sport. Such programmes and campaigns shall be directed at both young people in schools and sports clubs and their parents and at adult sportsmen and sportswomen, sports officials, coaches and trainers. For those involved in medicine, such educational programmes will emphasise respect for medical ethics.**
- 2. The Parties undertake to encourage and promote research, in co-operation with the regional, national and international sports organisations concerned, into ways and means of devising scientifically-based physiological and psychological training programmes that respect the integrity of the human person.**

The Doping Committee appointed by the Swedish Government noted in its report in 1996 that insufficient attention was being paid to education/in-service training and information aimed at groups and individuals outside the sporting world, and called for efforts in these areas to be stepped up, with an emphasis on health care personnel, teachers, youth recreation leaders, social workers, and customs and police officers.

No appreciable increase in the scale of education, in-service training and information, compared with the situation described in the Doping Committee's report, seems to have

occurred outside the field of sport. The Government is well aware, however, of the need to expand educational activities, and is keeping constantly under review the question of how such activities can be improved in the areas mentioned. One such area where work is in progress is that of doping at gyms, referred to earlier.

3.6.1 Educational programmes and information campaigns

The sports movement's information and education efforts

Within sport, the methods used for anti-doping information and education have varied over time. The overall aim, however, has always been the same: on the one hand, to communicate necessary knowledge about the anti-doping regulations and, on the other, to prevent the use of doping agents and methods.

At present, there are five main strands to the Swedish Sports Confederation's efforts in this area:

1. Provision of basic information

For a number of years now, the SSC has had a much-visited web site, *www.rf.se*, which provides a wide range of information on doping, both for sports participants and leaders and for the general public. Material available on the site includes the doping list, together with the national list of medicinal products that are classed as doping agents. The latter list is also available as a free leaflet at all pharmacies in Sweden. In collaboration with the national pharmacy company Apoteket AB, pharmacies also answer enquiries about the use of medicines in connection with sport, via a telephone-based information centre. Information of this kind is also available through the Anti-Doping Hotline, which is presented in more detail in appendix 2.

An information bank containing the commonest questions and answers was recently posted on the web site in order to improve the service provided and to free up resources for other information support. Those interested in keeping abreast of developments in the area of doping can also subscribe via the web site to an electronic newsletter. Although the focus of the information service has increasingly shifted to the Internet, the SSC still answers a large number of direct enquiries made by e-mail or telephone.

2. Help towards self-help

In Swedish sport, each of the specialised sports federations has full responsibility for the development of its sport. This also applies to the task of promoting doping-free sport. The role of the Swedish Sports Confederation as a national anti-doping organisation, therefore, is primarily to help its member organisations to help themselves.

Since the end of the 1990s, the SSC's constitution has required every specialised sports federation to have an anti-doping action plan geared to the needs of its own sport. Since this requirement was introduced, the Confederation has assisted the federations in preparing these plans. It was recently noted that all 67 specialised federations had adopted action plans. The plans are now being put into effect in the different federations, and also form a basis for further development both of the SSC's support for the specialised federations and the district federations, and of the district federations' support for specialised district federations and

clubs. The latter element is particularly important in reaching out to the local level, where people participate in sports.

In addition, an already established method of providing help towards self-help is the support given by the SSC to various key individuals in the specialised sports federations. Almost every federation has a designated contact person with responsibility for doping issues, together with a responsible medical officer. In many federations, information officers, national team coaches and other leaders are also personally involved in anti-doping efforts. Experience has shown that targeted support to this group of leaders, who in a sense serve as anti-doping ambassadors in their respective sports, represents a very good investment, in terms of both communicating up-to-date information and influencing opinion.

In tangible terms, support of this kind consists of:

- . Annual conferences for all the specialised sports federations.
- . Individual meetings, once a year with priority sports and at somewhat longer intervals for other federations, or as the need arises.
- . Education, including providing speakers for courses and conferences held on the initiative of the specialised federations, and organising SSC courses for different target groups within particular federations.
- . A newsletter, sent out by e-mail roughly six times a year, containing topical information, advice etc. Special issues can be produced in the event of unforeseen developments that require immediate comment.
- . Access via an 'extranet', i.e. a password-protected site on the Internet, to information resources in the form of draft articles for publication by the federations, fact sheets, presentations etc.
- . Printed material to be passed on to elite sportsmen and women, e.g. regarding their rights and obligations in connection with doping controls, the doping list and the list of medicinal products in Sweden that are classed as doping agents, and procedures for whereabouts reporting.

A corresponding support programme exists for the district federations, to put them in a better position to provide regional and local support to specialised district federations and clubs. All the elements of the organisation thus work together to ensure that the specialised sports federations' anti-doping action plans have an impact at the grass-roots level.

3. Co-operation with other stakeholders

Since the early 1990s, doping has been regarded in Sweden not only as a problem for organised sport, but also as a wider societal problem. Widespread use of anabolic steroids, above all, occurs for virtually cosmetic reasons by users of gyms with facilities for strength training with free weights. Use of such substances has also been observed among certain occupational groups, e.g. employees of security firms and even police officers. In criminal circles, too, the use of anabolic steroids has become widespread, as it has among some young people looking to get new kicks out of life.

Co-operation with other organisations and authorities with responsibilities and interests in this area has therefore been seen as a natural way of tackling the problems described. By co-ordinating expertise and resources, it is possible to optimise preventive efforts aimed at the general public. Such collaboration takes place both at the central level and on a regional and local basis.

Through its district federations, the sports movement is involved in a wide range of regional and local co-operation, which over the years has resulted in far more numerous and larger-scale information and education projects and other measures than would otherwise have been possible. Such joint efforts can assume a variety of forms across the country, but often they are led by a liaison group made up of representatives of schools, social services, customs, police, health services, private gyms and sports organisations.

Detailed studies of the overall scale and impact of this collaboration have not been made, but many initiatives have been taken and the parties involved are generally appreciative of them. In addition to numerous information and education projects, aimed at schools and gyms on the one hand and various professional groups concerned with the problem on the other, co-operation in this area has also led to more structural measures. Anti-doping efforts have become increasingly integrated into the regular activities of the partners involved, as well as into local action programmes etc.

At the central level, too, the Swedish Sports Confederation co-operates in a similar manner with various authorities and organisations. A current focus of such co-operation is on addressing the risk of doping via nutritional supplements.

4. Opinion forming

As doping methods have become increasingly sophisticated, it has become more difficult to define what constitutes doping, and likewise to combat it. The fight against doping has increasingly become the preserve of medical and legal experts. At the same time, the man or woman in the street can find the whole area of doping more and more incomprehensible. Media reporting on doping cases, which is often oversimplified, can give rise to misunderstandings and even to myths. The situation we now face creates new demands in terms of information and communication, both within sport and in the wider society. The importance of purposeful efforts to influence opinion is increasingly clear. A key channel for opinion forming is the Swedish Sports Confederation's own organisation. The newsletters, web site and extranet mentioned above also have a crucial part to play. Equally, doping control officers help to communicate information to the people actively involved in sport. Other channels include the SSC's monthly magazine *Svensk Idrott*, press releases and campaigns.

One example of the latter is the current "Fair Winners" (Rena Vinnare) campaign, which was prompted by the misconception – fairly widespread among the general public – that almost all elite sportsmen and women dope themselves, and that you have to do so to succeed. If young people involved in sport share in this misapprehension, those who are aiming for the top may easily be tempted to live according to it, i.e. to start using doping agents themselves. If parents believe that doping is very widespread, they will probably be less willing to let their children take part in sports. And would-be sponsors will probably have little inclination to provide financial support for an activity in which doping occurs, given the "bad will" which it could generate for them. For these reasons, the fight against doping is, in the long run, crucial to the very survival of sport.

The idea behind the SSC's "Fair Winners" campaign is that the battle against doping should be waged by the entire sports movement, at every level. The young athletes of today, the elite sportsmen and women of tomorrow, must be recruited in support of the idea of doping-free sport. The campaign therefore calls on everyone – federations, clubs, leaders and active participants – to show clearly, by signing an appeal and displaying the campaign symbol, that they reject doping and support clean and fair sport. In this way, the sports movement is demonstrating, both to itself and to the rest of society, where it stands on the doping issue.

5. Training of doping control officers

The Swedish Sports Confederation's own doping control officers are trained in two stages and are subsequently accredited, first as chaperones and then as fully fledged doping control officers. Subsequently, in order to maintain their accreditation, they have to take part in regular refresher training. At the local and regional levels, some doping control officers also serve in a training and information role, in consultation with the district sports federations and SISU (the Educational Association of the Swedish Sports Organisations).

In addition to being responsible for controls – which are themselves an excellent opportunity to pass on information – doping control officers thus represent an important knowledge resource for sport as a whole. To enable them to perform what in some respects is a dual function, as information officers and control officers, they are continuously updated by means of various newsletters and have access to a range of information resources on the SSC extranet.

The Anti-Doping Hotline

During the second half of the 1990s the National Institute of Public Health, a central government agency, was made responsible for co-ordinating public anti-doping activities. As a contribution to the information effort, the Anti-Doping Hotline was set up. This service is described in more detail in appendix 2.

Private initiatives

In addition to the anti-doping activities undertaken through the Swedish Sports Confederation and with state financial support, a number of private initiatives exist. One example is the Sweden United Anti-Doping Foundation (Stiftelsen Ren Idrott), which was established on the initiative of some of Sweden's best-known elite sportsmen and women. The foundation's aim is that it should always be represented by top Swedish athletes in every sport. The Swedish Sports Confederation and the foundation have embarked on a collaborative venture which among other things will increase the number of out-of-competition tests. With its close ties with famous names in sport, the Sweden United Anti-Doping Foundation has the potential to attract new resources for anti-doping efforts, above all from the business sector. In that perspective, the SSC takes a very favourable view of the foundation's capacity to contribute to the fight against doping. The activities of the SSC and the foundation, however, are based on fundamentally very different premises. As described above, the SSC is responsible for state-funded anti-doping activities.

3.6.2 Research and development in sport

Funding for sports research in Sweden is distributed by a special research council, the Swedish National Centre for Research in Sports (CIF). In 2002, the Centre had a budget of SEK 20 million, which was shared among, on the one hand, 99 different research projects and, on the other, educational projects for 21 postgraduate students. To promote wider awareness of the results of research projects etc., the Centre arranges an annual research conference, among other events, and publishes the journal *Svensk Idrottsforskning* (“Swedish Sports Research”).

In parallel with the research undertaken, a great deal of work is done within the sports movement to promote the sound development of elite sport. In addition to initiatives taken by each of the specialised federations, the Swedish Sports Confederation and the Swedish Olympic Committee offer co-ordinated overall support for the development of sport. Briefly, this includes both individual support, in the form of skills development, tests, training, advice, and sport psychological and medical support; and structural support, in the shape of higher-level training for coaches, regional and national development centres, and opportunities to combine elite sport and education. Alongside this work, each specialised sports federation undertakes support and development projects of its own.

3.7 Article 7 – Co-operation with sports organisations on measures to be taken by them

- 1. The Parties undertake to encourage their sports organisations and through them the international sports organisations to formulate and apply all appropriate measures, falling within their competence, against doping in sport.**
- 2. To this end, they shall encourage their sports organisations to clarify and harmonise their respective rights, obligations and duties, in particular by harmonising their:**
 - a) anti-doping regulations on the basis of the regulations agreed by the relevant international sports organisations;**
 - b) lists of banned pharmacological classes of doping agents and banned doping methods on the basis of the lists agreed by the relevant international sports organisations;**
 - c) doping control procedures;**
 - d) disciplinary procedures, applying agreed international principles of natural justice and ensuring respect for the fundamental rights of suspected sportsmen and sportswomen; these principles will include:**
 - i. the reporting and disciplinary bodies to be distinct from one another;**
 - ii. the right of such persons to a fair hearing and to be assisted or represented;**
 - iii. clear and enforceable provisions for appealing against any judgment made;**

- e) **procedures for the imposition of effective penalties for officials, doctors, veterinary doctors, coaches, physiotherapists and other officials or accessories associated with infringements of the anti-doping regulations by sportsmen and sportswomen;**
 - f) **procedures for the mutual recognition of suspensions and other penalties imposed by other sports organisations in the same or other countries.**
- 3. Moreover, the Parties shall encourage their sports organisations:**
- a) **to introduce, on an effective scale, doping controls not only at, but also without advance warning at any appropriate time outside, competitions, such controls to be conducted in a way which is equitable for all sportsmen and sportswomen and which include testing and retesting of persons selected, where appropriate, on a random basis;**
 - b) **to negotiate agreements with sports organisations of other countries permitting a sportsman or sportswoman training in another country to be tested by a duly authorised doping control team of that country;**
 - c) **to clarify and harmonise regulations on eligibility to take part in sports events which will include anti-doping criteria;**
 - d) **to promote active participation by sportsmen and sportswomen themselves in the anti-doping work of international sports organisations;**
 - e) **to make full and efficient use of the facilities available for doping analysis at the laboratories provided for by Article 5, both during and outside sports competitions;**
 - f) **to study scientific training methods and to devise guidelines to protect sportsmen and sportswomen of all ages appropriate for each sport.**

As has already been mentioned, the Swedish Sports Confederation is responsible for and leads the development of anti-doping efforts within organised sport in Sweden. Its constitution requires the 67 specialised sports federations affiliated to the SSC to take active steps to combat doping and to establish anti-doping programmes of their own. Virtually every specialised federation has a designated anti-doping officer. Within the district federations, active preventive efforts in the area of doping are undertaken at the local and regional levels, often in collaboration with municipal and county councils. Each district federation has an official with responsibility for its regional preventive anti-doping programme. Anti-doping measures within the SSC are thus implemented both at the central level and within individual sports and regions.

When it comes to doping control procedures, quality is an issue of crucial importance in safeguarding the legal rights of the sportsman or sportswoman concerned. Sweden has long had detailed rules on the conduct of doping controls, rules which over the years have progressively been improved.

As a result of Sweden becoming a party to the International Anti-Doping Arrangement (IADA) in 1998, quality standards for doping controls, among other things, have been made even more rigorous.

The Swedish Sports Confederation now has a well-developed doping control programme. Since 2002 this programme has been certified according to the International Standard for Doping Control (ISDC) and the quality standard ISO 9002:1994. This certification covers the entire doping control process, from planning to results management and the implementation of any sanctions imposed. In autumn 2003 the Confederation's certification was upgraded to the ISO 9000:2000 quality standard.

Within the SSC there is a specially appointed body, known as the Doping Commission, which includes legal and medical experts. The Commission's functions include reporting of offences under the anti-doping regulations (see also appendix 1).

On 25 May 2003 the SSC decided to adopt the international World Anti-Doping Code, the basic document on which all international anti-doping programmes are to rest in the years to come. In practice, compliance with the new code will not entail any major changes in the operational aspects of control activities in Sweden. It will, however, necessitate a number of changes to existing regulations, including several amendments to the SSC constitution. The Confederation has begun the process of implementing the World Anti-Doping Code, with a view to it being in effect by 1 July 2004.

This article of the Convention describes the practical measures against doping in sport which the parties are to encourage their sports organisations to implement. A brief description of the anti-doping activities of the Swedish Sports Confederation, structured to reflect the contents of the article, may therefore be in place here.

Regulations

As has already been made clear, the constitution of the Swedish Sports Confederation applies to all sportsmen and sportswomen active in any of the sports clubs existing within the Confederation, and it is in that document that the rules regulating doping are to be found. The same rules thus apply to all sportsmen and women within the SSC in Sweden. Suspension from one sport disqualifies the individual concerned from participating in any SSC sport in Sweden. This can be compared with the situation in certain other countries, where only the rules of the relevant international federation apply, and those rules only apply within the sport in question. This means that the sportsmen and women of such a country may be subject to different sets of regulations concerning suspensions, other penalties etc.

Conflicts of rules can also arise for Swedish athletes, however, even though the regulation of doping is co-ordinated at a national level. In cases where an international federation imposes a sanction that is not in agreement with the Swedish regulations, a Swedish sportsman or woman may be punished in a way that deviates from the Swedish rules.

With a view to avoiding rule conflicts of this type, Sweden has contributed actively to the worldwide effort to develop the World Anti-Doping Code (WADC), which seeks to harmonise regulations, not least with regard to periods of suspension. The account below reflects the situation currently prevailing.

List of banned agents and methods

The Swedish Sports Confederation uses the list of prohibited substances adopted by the International Olympic Committee. As from 2004, the Confederation intends to apply WADA's list of prohibited substances and methods.

Disciplinary procedures

Disciplinary procedures, too, are set out in the constitution of the SSC.

The normal procedure in a suspected case of doping is as follows. Following a positive analysis, the laboratory informs the SSC's Anti-Doping Group. The SSC notifies the sportsman or woman concerned, who is given the opportunity to request an analysis of his or her "B" sample. The athlete is also given the opportunity to comment on the test. At the same time, the result is sent to the Doping Commission, which determines whether the case is to be reported for disciplinary action. If the Commission finds that there is a case to answer, it reports the matter to the specialised sports federation to which the sportsman or woman belongs. The specialised federation arranges for any additional investigation of the matter that is required and subsequently determines whether the individual concerned has committed a doping offence and, if so, what sanction is to be imposed. The normal penalty for doping involving ephedrine, for example, is suspension for a month and, for use of anabolic steroids, a 24-month suspension.

The longest penalty provided for in the constitution is suspension for 24 months, even after a repeat offence. This can be compared with some international federations, where a repeat offence results in a lifetime ban. A suspension bars the individual concerned from taking part in competitions or exhibition events in any sport in Sweden, as well as from discharging the duties of any office within sport. In some sports, suspensions also apply to training.

The decision reached can be appealed to the Supreme Sports Tribunal, which is the sports movement's highest adjudicating body. For the most part, proceedings in doping cases are conducted in writing, but a reported athlete can request an oral hearing before the Supreme Sports Tribunal and has the right to be represented by counsel. The decision of the Tribunal is final.

It is also an offence under the anti-doping regulations for a sportsman or woman to fail to appear for a doping control, to refuse to give a sample, to depart from a doping control before it is completed, to try to conceal the use of a doping agent by means of any agent or method, or to obstruct a doping control in any other way. The procedure in such cases is as described above.

Penalties imposed for doping offences are announced in *Svensk Idrott*, the publication used by the SSC for official announcements.

Article 7.2.d.i stipulates that the reporting and disciplinary bodies are to be distinct from one another.

Both the Doping Commission and the Supreme Sports Tribunal are appointed by the Biennial Congress of the SSC. The Congress is, as explained in appendix 1, the highest decision-making body. There are no personal links between the Doping Commission and the Supreme Sports Tribunal. The disciplinary body of a specialised federation may consist of its executive board or a specially appointed body.

Doping control procedures

The Doping Commission draws up an annual test distribution plan describing how many tests are to be conducted in different sports, on what target groups and at what times. The actual tests are commissioned by the SSC's Anti-Doping Group and performed by doping control officers engaged by the SSC. These individuals are trained by the Doping Commission and accredited as doping control officers. At present there are 155 doping control officers and chaperones.

Since 1991, the numbers of tests conducted and the breakdown between in-competition and out-of-competition tests have been as follows:

Number of doping tests conducted in Sweden, 1981–2002			
Year	National out-of-competition tests	National in-competition tests	International tests (all)
1991	1,056	784	275
1992	1,274	815	222
1993	1,318	874	305
1994	1,339	686	165
1995	1,197	965	514
1996	1,189	1,037	201
1997	1,493	851	120
1998	1,372	736	167
1999	1,406	659	229
2000	1,106	748	158
2001	1,643	902	109
2002	1,935	1,101	179

Testing in other countries

As regards tests in other countries, Sweden has actively co-operated with the other Nordic nations. As early as 1983, the sports organisations of the Nordic countries signed a convention, which among other things made it possible to carry out doping controls in one Nordic country on sportsmen and women from the rest of the Nordic region.

Sweden has signed, without reservation as to ratification, the Additional Protocol to the Anti-Doping Convention, which deals with mutual recognition of doping controls in sport. When the Protocol enters into force, it will mean that sportsmen and women may be tested to a greater extent when they are abroad. To be able to test athletes from other countries, the host country must have a quality-assured and certified control organisation. The inclusion of mutual testing within the scope of the Convention is a strategically important advance in the international fight against doping. A number of countries have now embarked on or completed the necessary certification of their doping control processes, which in Sweden's view creates wider opportunities to test sportsmen and women outside their own countries. As a result of the growing emphasis placed on the doping problem in recent years, and the creation of WADA, with its out-of-competition controls, the number of such controls is

increasing. This in turn is making it more difficult for sportsmen and women to use doping agents and methods during their build-up phases.

Participation by sportsmen and sportswomen themselves

It is in the interests of the Swedish Sports Confederation that sportsmen and women should play an active part in anti-doping efforts. The Confederation is therefore actively seeking to secure their participation. One example of this is the “Fair Winners” campaign, described above. At the time of writing (October 2003), the campaign appeal has been signed by more than 50,000 people. Another example is the Sweden United Anti-Doping Foundation, also mentioned earlier, which was established by sportsmen and women themselves.

Performance of doping analyses

Over the years, the SSC has received increased funding for doping controls and, in parallel with this growth in funding, increased the number of controls performed. According to the Confederation’s national doping control programme, the number of tests is to be progressively increased. In 2003, the number of doping tests conducted is expected to total 3,500.

Training methods

As noted earlier, all 67 specialised sports federations affiliated to the SSC are required to actively address the problem of doping and to establish their own anti-doping programmes for the sports for which they are responsible. All 21 district sports federations belonging to the SSC are also actively engaged in preventive anti-doping work at the local and regional levels. One element in the fight against doping is getting across the basic message that sportsmen and women do not need to dope themselves in order to succeed in sport. Accordingly, the specialised federations have a responsibility to develop scientific training methods and guidelines for their sports which reduce the temptation to use doping agents. See section 3.6.2 for further details.

3.8 Article 8 – International co-operation

- 1. The Parties shall co-operate closely on the matters covered by this Convention and shall encourage similar co-operation amongst their sports organisations.**
- 2. The Parties undertake:**
 - a) to encourage their sports organisations to operate in a manner that promotes application of the provisions of this Convention within all the appropriate international sports organisations to which they are affiliated, including the refusal to ratify claims for world or regional records unless accompanied by an authenticated negative doping control report;**
 - b) to promote co-operation between the staffs of their doping control laboratories established or operating in pursuance of Article 5; and**
 - c) to initiate bilateral and multilateral co-operation between their appropriate agencies, authorities and organisations in order to achieve, at the international level as well, the purposes set out in Article 4.1.**

3. The Parties with laboratories established or operating in pursuance of Article 5 undertake to assist other Parties to enable them to acquire the experience, skills and techniques necessary to establish their own laboratories.

Sweden normally participates in meetings of the Monitoring Group of this Convention, and has at various times been involved in the work of the Group's subcommittees. In addition, at various conferences arranged under the auspices of the Council of Europe, Sweden has provided information and education for countries needing such assistance.

Furthermore, Sweden, together with the other Nordic countries, has supported the Baltic states in the establishment of their anti-doping programmes.

Sweden has traditionally been one of the lead countries in the fight against doping, and in recent years it has taken various steps to raise issues relating to doping controls at the international level. As noted earlier, Sweden is a party to the International Anti-Doping Arrangement (IADA). A Government decision taken in February 1998 made the Swedish Sports Confederation the implementing authority for Sweden's undertakings under this Arrangement, which seeks to promote international co-operation to prevent doping in sport. The Government has also made available additional funding for the SSC, which will be used to enhance its head office resources in response to the increased demands entailed by the introduction of IADA standards.

Since April 2003 Sweden has held the chair of IADA, and the Government has allocated extra resources to provide secretariat facilities for the Arrangement over a period of two years. The secretariat is placed under the government department responsible for sport, the Ministry of Justice.

In addition, Sweden is contributing in a focused manner to the development of the World Anti-Doping Agency (WADA). This work is also important in enabling Swedish sportsmen and women to compete on equal terms at the international level. In particular, Sweden has played an active role in developing the World Anti-Doping Code and the standards associated with it.

The SSC participates in Nordic co-operation under the auspices of the Nordic Joint Committee, which includes work on anti-doping issues.

The Doping Laboratory at Huddinge University Hospital is a partner in the collaboration that takes place between all IOC/WADA-accredited laboratories, involving exchanges of knowledge and information and participation in research. In this area, too, Nordic co-operation is well developed.

3.9 Article 9 – Provision of information

Each Party shall forward to the Secretary General of the Council of Europe, in one of the official languages of the Council of Europe, all relevant information concerning legislative and other measures taken by it for the purpose of complying with the terms of this Convention.

Sweden supplies the information required on an ongoing basis, as measures are considered and introduced. The present report is an example of this.

4. Efforts to combat doping outside sport

As was mentioned earlier, an Anti-Doping Hotline was set up at the end of 1993 to meet society's need for objective information on doping. Its work is described in appendix 2. Over the years that the Hotline has existed, it has become increasingly clear that misuse of doping agents is not a problem confined to sport, but a wider societal issue. It is very important to get to grips with existing misuse and to study the underlying factors, in order to prevent misuse from occurring.

According to the joint reports of the police and customs authorities for 2002, anabolic steroids and certain other hormone products occur on the illegal market throughout Sweden, but are most readily available in major towns and cities. Over the last three years the illegal supply of anabolic steroids, especially, has shown a steady rise. Misuse of anabolic steroids is a social problem which should not be confused with doping in sport. Increasingly often, these substances are misused together with narcotic drugs, including central nervous system stimulants, CNS depressants and opiates. Although considerably lower priority is given to police efforts to combat these hormone products than to the fight against narcotic drugs, largely owing to separate bodies of legislation with different ranges of penalties, more and more seizures of hormone products are now occurring. Usually, anabolic steroids etc. are seized in the course of searches prompted by investigations of other offences, and the number of occasions on which seizures occur has basically doubled in three years. In 2002, some 400 seizures were made.

For the Board of Customs, the fight against narcotic drugs is the top priority, and its efforts in this area are intended to focus on organised, large-scale smuggling into the country. In 2002, roughly one seizure in three related to narcotic drugs or doping agents. If we disregard seizures relating to illegal imports of alcohol and tobacco for "private use", i.e. those resulting in fixed penalty notices, no less than 42 per cent of seizures involved narcotics or doping agents. In 2002, the customs authorities seized a record number of tablets, some 455,000 in all. Seizures of anabolic steroids and other doping agents in liquid form remained at the same level as in 2001, i.e. 26 litres. The number of seizures by customs officials increased by more than 50 per cent during the year, from 240 to 381.

Both customs and police are involved in co-operation within Interpol, Europol, the Nordic Police and Customs Initiative (PTN) and Baltic Sea co-operation. It is primarily in the Nordic framework mentioned that efforts are being made to combat smuggling of and illegal trade in anabolic steroids and other doping agents. Several joint Nordic surveys have been carried out and further projects are planned.

At the national level, collaboration between police and customs relating to doping agents follows slightly different procedures compared with the fight against narcotic drugs. The National Criminal Investigation Department and the head office of the Board of Customs each have a designated officer responsible for gathering and co-ordinating data on cases involving anabolic steroids and other doping substances, both within and outside Sweden. This work has been in progress since 1993. Detection and investigation of suspected criminal offences relating to doping are undertaken separately by the police and customs authorities. Doping offences discovered by customs, including grave offences, are always investigated by the Customs Investigation Division, whereas suspected grave narcotic offences initially detected by the customs authorities are generally referred to the police for investigation.

The National Laboratory of Forensic Science, an impartial expert organisation, undertakes laboratory analyses which, for the most part, are prompted by a suspicion that a crime has been committed. The Laboratory's Drug Analysis Unit deals, among other things, with narcotic drugs, medicinal products, and material suspected of containing substances covered by the Act Prohibiting Certain Doping Substances. A few times a year, extensive investigations are carried out on material seized from illegal laboratories.

5. Contacts and literature

Bodies and organisations concerned with combating doping:

The Government Offices, Ministry of Justice

Tomas Johansson, Deputy Director and Principal for Sport
Katarina Sundberg, Special Adviser

The Government Offices, Ministry of Health and Social Affairs

Leif Hansson, Special Adviser

Doping Commission

Chair: Kristina Olinder
Swedish Sports Confederation

Doping Laboratory C2-78

Laboratory Director: Mats Garle

The Anti-Doping Hotline

Huddinge University Hospital

Swedish Sports Confederation Anti-Doping Group

Håkan Nyberg
Swedish Sports Confederation

Literature

Details of reference literature and new research results are regularly posted on the Swedish Sports Confederation's web site, *www.rf.se*. Information can also be found on the Anti-Doping Hotline web site, *www.dopingjouren.nu*.

Appendix 1

Organisation of the Swedish sports movement and its efforts to combat doping

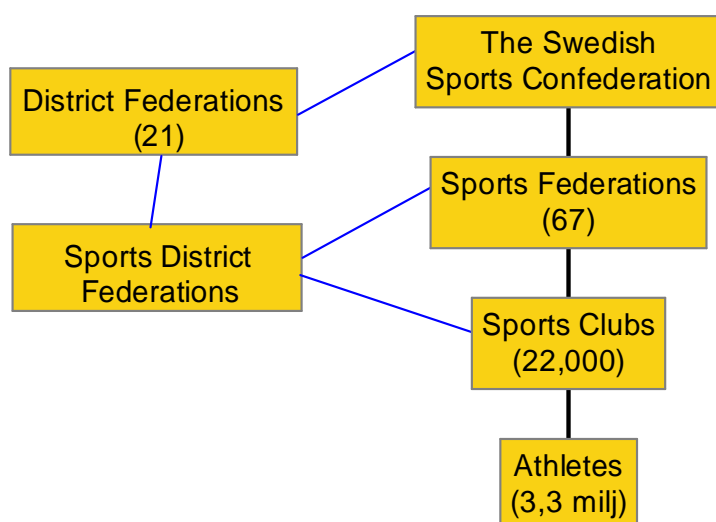
1. Organisation of the sports movement

Participants in a sport, leaders, and other natural persons join together to form sports clubs, whose activities are governed by the club constitutions, rules or by-laws adopted by their members.

Clubs involved in the same sporting activity in turn form a specialised sports federation. The activities of such a federation are fundamentally governed by the constitution, rules or by-laws adopted by elected club delegates at the federation's annual meeting.

The Swedish Sports Confederation (SSC; in Swedish, Riksidrottsförbundet) is the national body for organised sport in Sweden. It currently comprises 67 member federations (i.e. specialised sports federations), with a total of around 22,000 member clubs (sports clubs). The SSC's activities are regulated by its constitution, which also applies to federations, clubs and individual club members.

For the purposes of their regional activities, both the SSC and the specialised sports federations have a geographical structure, based on district federations and specialised sports district federations, respectively.



The Biennial Congress is the Swedish Sports Confederation's highest decision-making body, the "Parliament" of the Swedish sports movement. It is this body which adopts the Confederation's constitution and any amendments to it. The Congress is held in May/June every two years, and is made up of a total of around 200 delegates from specialised sports federations (the number depending on their size) and district federations (one from each).

The Congress adopts a strategy document for the sports movement as a whole and takes decisions on important Confederation-wide policy issues etc. It elects the members of the SSC Executive Board, the Anti-Doping Commission and a number of other joint bodies.

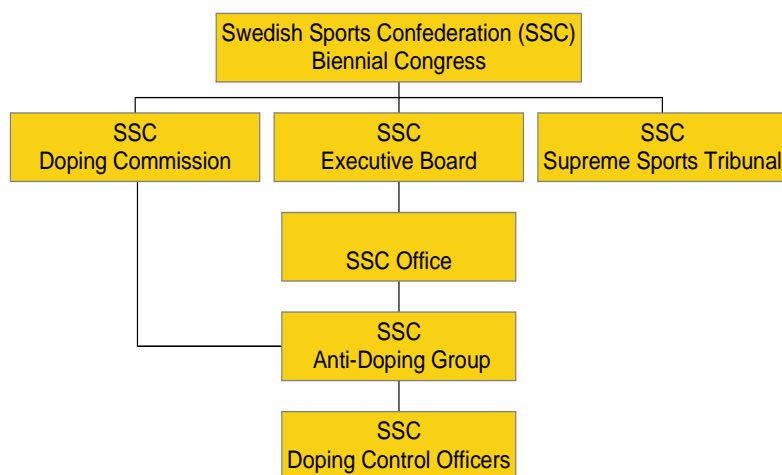
The Congress also decides on applications from sports wishing to become members of the SSC as new specialised sports federations, and thereby to secure recognition, support and funding.

The Executive Board is responsible for the strategic leadership of Swedish sport between sessions of the Congress. Its responsibilities include representing the 67 specialised sports federations in relation to authorities and politicians, providing guidance on important policy and strategic issues, and distributing state allocations to sport.

2. Organisation of the SSC's efforts to combat doping

Anti-doping efforts in Swedish sport are directed and co-ordinated by the Swedish Sports Confederation. The work undertaken is divided into two areas of responsibility, each under the direction of a body appointed by the Congress:

- . General preventive activities, which are led by the SSC Executive Board.
- . Doping control and results management, which are headed by the Anti-Doping Commission.



The Executive Board

Primary responsibility for anti-doping efforts relating to the credibility of sport, ethics and fair play, as well as public health, research and education, rests with the Executive Board of the SSC. The Board also adopts regulations on the conduct of doping controls and on exemptions from the ban on the use of medicinal products classed as doping agents.

The Anti-Doping Commission

The Anti-Doping Commission consists of five members elected by the Biennial Congress, who are to include legal and medical experts.

The principal functions of the Anti-Doping Commission are:

- . to report offences under the anti-doping regulations to the specialised sports federations concerned,
- . to draft regulations on the conduct of doping controls,
- . to draft exemption rules and consider applications for exemption,

- . to determine, on an annual basis, the Swedish interpretation of the doping list,
- . to determine the emphases of the doping control programme and assume responsibility for monitoring its implementation,
- . to initiate research and development projects.

In addition, the Anti-Doping Commission serves as an expert body in relation to the Executive Board, monitoring developments in the field of doping and, where necessary, taking initiatives even on questions that fall primarily within the competence of the Board. Such questions are referred to the Executive Board for a final decision.

The Anti-Doping Commission also has attached to it a Medical Council, which assists with such matters as assessments of T/E investigations, exemption applications and similar questions of a medical nature.

The Anti-Doping Commission can be regarded as the “executive” body for the areas of responsibility mentioned above. The Commission also considers it part of its task to monitor developments and draw attention to risks of new doping substances or methods being introduced. The Medical Council established under the Commission – which serves as an expert body in relation to it – follows developments in the field of doping and keeps abreast of new medical research findings which may be of relevance in terms of what analyses can be performed and what new substances or methods could be used for doping.

The Anti-Doping Commission’s responsibilities under the SSC constitution thus relate chiefly to doping control and reporting of sportsmen and women for disciplinary action. The Commission also has a duty under the constitution to ensure that the sports movement’s anti-doping policy and regulations are followed. Where it is discovered, for example, that federations or clubs are not fulfilling their obligations in this respect, the Commission may have to inform the Executive Board of the fact, with a view to action being taken. As already noted, it is the Anti-Doping Commission which investigates and subsequently reports suspected doping offences to the appropriate disciplinary body for disciplinary action.

The Supreme Sports Tribunal

The Supreme Sports Tribunal is appointed by the Biennial Congress of the SSC. Its members include lawyers, some of whom are senior court lawyers. The Tribunal is the highest body for the consideration of disciplinary matters, including those relating to offences under the SSC’s anti-doping regulations, and also for the hearing of appeals against decisions on non-disciplinary matters under the Confederation’s constitution, such as membership questions. A decision on a doping-related disciplinary matter can be appealed to the Supreme Sports Tribunal by the sportsman or woman concerned or by the Anti-Doping Commission. The Tribunal’s decision on such a matter is final.

The SSC’s Anti-Doping Group

At its head office, the Swedish Sports Confederation has a department that is responsible for the operational aspects of the organisation’s anti-doping programme, and which implements that programme in accordance with the decisions of the Anti-Doping Commission and the Executive Board.

The main functions of the Anti-Doping Group are:

- . to implement the doping control programme and manage the commissioning of controls,

- . to provide a doping control service to specialised sports federations and clubs,
- . to provide a doping control service to international sports federations and organisers of international competitions in Sweden,
- . to put new regulations into effect within the control programme,
- . to revise the doping list on a continuous basis – following the adoption of lists by the IOC/WADA,
- . to develop the quality and reliability of the anti-doping programme,
- . to process disciplinary matters,
- . to process exemption applications,
- . to ensure that the SSC's anti-doping plan is implemented,
- . to plan and implement training of doping control officers,
- . to support specialised and district sports federations by providing education, information and advice,
- . to provide general information on anti-doping issues,
- . to produce and disseminate information and educational materials,
- . to collaborate with various organisations and authorities, at the international and national levels.

Co-ordination

To implement its anti-doping policy and achieve the goal of doping-free sport, the Swedish Sports Confederation has a responsibility to provide leadership and support of various kinds for the different organisations and participants in the sports movement. Under the Confederation's constitution, these organisations and individuals also have responsibilities of their own in this area.

- Specialised sports federations

The specialised sports federations are required to draw up anti-doping programmes in accordance with the constitution and strategy document of the SSC. These programmes, geared to the needs of the particular sports involved, provide support on anti-doping issues for the district federations and clubs affiliated to the specialised federations. The specialised sports federations are the first adjudicating body with respect to doping offences reported by the Anti-Doping Commission. To lay a foundation for an effective doping control programme, the federations ensure that the SSC's Anti-Doping Group receives information from clubs and from priority sportsmen and women on such matters as where and when they plan to train and compete.

- District federations

The district federations provide information and advice in support of specialised district federations and sports clubs. They engage in opinion-forming activities and collaborate with a variety of organisations and authorities at the local and regional levels. District federations also initiate some of the preventive doping controls which the SSC performs outside the priority target groups.

Doping control officers

The Swedish Sports Confederation's own doping control officers are trained in two stages and are subsequently accredited, first as chaperones and then as fully fledged doping control officers. Subsequently, in order to maintain their accreditation, they have to take part in regular refresher training.

A total of 155 accredited doping control officers and chaperones carry out controls on behalf of the SSC. At least two officers take part in every control. Some drug control officers also serve as information officers.

Appendix 2

The Anti-Doping Hotline

To meet society's need for objective information on doping, an Anti-Doping Hotline (Dopingjouren) – an information service in the form of a telephone helpline – was set up at the end of 1993. Since it was established, the Hotline has been based at the Department of Clinical Pharmacology at Huddinge University Hospital. As from 2003, the Government has increased the state grant to the service to SEK 3 million. The increase provides a basis for further development of the Hotline, making it possible to compile overviews of current knowledge in this area, step up preventive outreach activities, and develop links with other county councils.

Over the years, the Hotline has answered questions about the effects, side effects and other risks associated with doping agents, and has identified agents on the basis of the product names used and descriptions of their appearance. It has also given advice on how individuals who encounter doping problems can respond.

In addition, the Anti-Doping Hotline has provided information on legislation and regulations, and put enquirers in touch with relevant organisations and authorities.

For every call received, the category of caller is documented and this and other information is entered into a database. Descriptive statistical methods are then used to analyse the data recorded. The aim is to establish who uses the Hotline and to identify their questions and needs. On the basis of this information, Hotline staff is able to interpret and draw attention to trends and tendencies in the misuse of doping agents. This helps to generate knowledge that can be used to improve preventive efforts and provide relevant information.

The commonest category of caller using the Hotline consists of individuals connected with gyms, i.e. people who work out at gyms and similar exercise facilities where strength training equipment is available. Many callers are also users of doping agents, people who have used or are considering starting to use such substances. But calls are in addition received from people who have come into contact with doping in other ways, such as relatives or partners (parents, siblings, girlfriends), teachers, students, health care workers, social services staff and other professional groups.

Some 50 per cent of callers state that they have no personal experience of doping. The majority of callers are men. Around 25 per cent of all calls come from individuals with personal experience of AAS (anabolic androgenic steroids). Of this group, 95 per cent are men. It is only in the category of partner or person calling about someone else's misuse of AAS that a majority of callers are women.

Enquiries made to the Anti-Doping Hotline concern the types of products that are misused, the ages of misusers, common side effects, availability on the market, and the risks of misusing doping agents, in particular AAS. Variations in the way questions are framed reflect the individuals in the different categories and their varying needs. The commonest type of question relates to specific products and substances. The products referred to are above all AAS and closely related substances used to reduce the side effects of misuse. Many people also ask about food supplements, "grey zone" products and natural remedies.

In addition, the Hotline receives calls about side effects, both from people who misuse doping agents themselves and from individuals who are aware of someone else's misuse. The commonest side effects that are reported relating to a caller's own misuse concern medical, social and above all psychiatric specialties. Of the calls made relating to side effects, a growing number refer to aggressive behaviour and depression.

The Anti-Doping Hotline also maintains a web site (www.dopingjouren.nu). Its aims are:

- . to reach those members of the Hotline's target groups who use the Internet,
- . to serve as a counterweight to the mostly unreliable and often pseudo-scientific sites that exist on the . Internet, and which glorify doping to a very large degree,
- . to provide objective, readily accessible and credible information to the Hotline's target groups,
- . to reach people who are reluctant to contact the Hotline by telephone,
- . to provide information to students, for example, who are looking for more in-depth information on doping issues,
- . to reduce the amount of material that needs to be sent by post.

The number of searches on the Anti-Doping Hotline's web site is steadily rising. An English version of the site is currently being developed (autumn 2003). The need for the service functions available on the site has been made clear by the enquiries received from a significant number of bodies and organisations around Sweden, among others.

Staff working for the Hotline give lectures, take part in symposia and exhibitions, and participate in anti-doping action programmes and networks. The Hotline's contacts with public authorities draw its attention at an early stage to tendencies and trends regarding doping agents, other closely related substances harmful to health, and so-called food supplements. The knowledge generated by the operation of the Hotline is documented and disseminated, in order to promote a greater understanding – among Hotline staff and in society at large – of the physical, psychological and social effects of doping. The Hotline is staffed by state registered nurses with long experience of doping questions, and they maintain their expertise by participating in seminars, conferences and networks through which knowledge and experience can be shared. High scientific standards are achieved through close collaboration with the Drug Research and Information Centre (DRIC) and a large number of specialist consultants. The Anti-Doping Hotline co-operates with centres in the other Nordic countries, and also participates in research projects and international networks.

In the autumn of 2003 the Hotline will be expanding its activities to include group-based courses for relatives and partners. In addition, a survey will be made of the educational needs of municipal authorities and county councils. There are also plans to launch a three-stage education programme for gym staff in the spring of 2004.

The Anti-Doping Hotline makes a very important contribution to tackling the misuse and spread of doping agents. It plays a significant role in preventive efforts in this area. The Hotline is working to establish a clinic to receive patients and conduct research, based on a holistic approach to doping issues. In the whole of Sweden there are only two clinics with responsibility for treatment, and the need for more such clinics is judged to be acute.

The Hotline, which is celebrating its 10th anniversary in November 2003 by holding a full-day seminar, has received 32,000 calls over the years. During the time it has existed, it has become increasingly clear that misuse of doping agents is not a problem confined to sport, but a wider societal issue. It is very important to get to grips with existing misuse and to study the underlying factors, in order to prevent misuse from occurring.

B. Report of the evaluation team

Introduction

The visit was very carefully organized and warmly hosted by representatives of the Swedish Government and the Swedish Sport Confederation (SSC). The evaluation team was very well looked after, and provided with comprehensive information and documentation.

The evaluation team was able to gain an insight into all the relevant aspects of Sweden's anti-doping programme and directly talk to all the key people involved in the programme. The discussions were conducted in a spirit of openness and transparency, and were often more a mutual exchange of ideas than an evaluation per se. Consequently, every member of the evaluation team was also able to take away a certain number of new ideas for anti-doping initiatives in their own country.

The Swedish Anti-doping System is based on a democratic structure of sport clubs associated in the SSC. The Government of Sweden plans efforts to be aimed at eliminating doping in society, combating doping in and outside sport, by introducing appropriate legal measures. This includes the involvement of customs and police officers in investigations of smuggling and trafficking of banned drugs. As far as sport is concerned, the Swedish Government transferred the operational duties to the SSC and supports it by providing it with sufficient financial means.

Article 1 – Aim of the Convention

The Parties, with a view to the reduction and eventual elimination of doping in sport, undertake, within the limits of their respective constitutional provisions, to take the steps necessary to apply the provisions of this Convention.

Sweden signed the Council of Europe's Anti-doping Convention (ETS135) on 16 November 1989 and ratified it on 29 June 1990. Since 1993, substantial and regularly growing subventions have been allocated to various organisations and institutions in charge of fighting against doping. The Governmental guidelines for anti-doping measures (2003), the Act concerning the transfer of administrative duties to the Swedish Sport Confederation (1995), the Ordinance concerning government grants to sport activities (1999) are in conformity with the Convention. The implementation tools are specific decisions as well as the allocation of resources, rather than general legal acts defining prohibited actions and principles to be followed.

Sweden's anti-doping policy is based on the vision that winners should enjoy an honestly won victory, that losers should be certain in the knowledge that they have been beaten in a fair competition, and that spectators should have confidence that the results have not been achieved with the aid of doping substances and methods. Even if the acts do not go into detail about anti-doping measures and the tools might sometimes seem soft, the evaluation team was left in no doubt of the deep-seated attachment to this vision of all the people it spoke to, and of everyone's active commitment to its success.

Therefore, the evaluation team estimated that the political commitment expected in Art. 1 is fulfilled.

Article 2 – Definition and scope of the Convention

1 For the purposes of this Convention:

a “doping in sport” means the administration to sportsmen or sportswomen, or the use by them, of pharmacological classes of doping agents or doping methods;

b “pharmacological classes of doping agents or doping methods” means, subject to paragraph 2 below, those classes of doping agents or doping methods banned by the relevant international sports organisations and appearing in lists that have been approved by the monitoring group under the terms of Article 11.1.b;

c “sportsmen and sportswomen” means those persons who participate regularly in organised sports activities.

2 Until such time as a list of banned pharmacological classes of doping agents and doping methods is approved by the monitoring group under the terms of Article 11.1.b, the reference list in the appendix to this Convention shall apply.

The definition of “doping” mentioned in the Constitution of the SSC is compatible with the definition of the Convention.

All the substances which are prohibited by WADA, IOC and IF are prohibited in Sweden. Therefore, the list which is in force is the same as the list adopted by the Monitoring Group of the Convention. However, the adoption of the list by the Monitoring Group is not necessary for the Swedish bodies in charge of anti-doping measures since SSC, as association recognises directly the decision of international NGOs.

The scope of the definition of athletes covers not only top competitors but every member of the SSC. However, if a new sport federation is created, which does not correspond to SSC criteria and is not a member of SSC, these anti-doping regulations are not applicable and their athletes would not be tested. Nevertheless, this risk is entirely theoretical since there are no precedents to support this.

The evaluation team thought that the scope of the Convention and the definitions applied in Sweden are taken into account in a satisfactory manner.

Article 3 – Domestic co-ordination

1 The Parties shall co-ordinate the policies and actions of their government departments and other public agencies concerned with combating doping in sport.

2 They shall ensure that there is practical application of this Convention, and in particular that the requirements under Article 7 are met, by entrusting, where appropriate, the implementation of some of the provisions of this Convention to a designated governmental or non-governmental sports authority or to a sports organisation.

(3.1) A few working groups exist that have co-ordination duties which are dependent on the administration:

- A law banning the use of anabolic steroids, testosterone and growth hormones has been in force in Sweden since July 1991. This law forms the basis for co-operation between various government bodies, such as the customs officers, police and the legal system.
- At government level, the Ministry of Justice and the Ministry for Health and Social Affairs are the key players in the fight against doping. The necessary instruments to coordinate the activities are in place.
- A working group on food supplement includes all the necessary stakeholders. SSC is directly represented in this group and can contact stakeholders from the government directly.
- Finally, a working group on doping is being set up and will meet every month. Its main duties are to follow up the work plan, matters of IADA and implementing the Convention. Ministries of Sport, of Public Health, as well as SSC are represented in this working group.

(3.2) Special attention should be paid to the fact that in Sweden most of the activities in sports, which in other countries are usually dealt with by government, are delegated to the Swedish Sports Confederation (SSC). The Doping commission of the SSC is responsible for Anti-doping policy and regulations, doping controls, rules on doping controls and TUEs and for prosecuting doping offences. The SSC's Anti-doping Unit is responsible for implementing the programmes in practice.

The individual sports clubs and their members are at the heart of this sports system. All sportsmen and women who wish to take part in a sporting event must be a member of a sports club. This means that they are also covered by the anti-doping activities and regulations.

The evaluation team considers that the Swedish system adheres resolutely to the system of subsidiarity. The system is very streamlined, and keeps its administrative costs to a minimum (joint formulation of targets, controlling). Furthermore, it is subject to very little government control, which is reflected by the fact that the government is not even represented on the Board of the SSC. However, the evaluation team had the impression that at all levels of the anti-doping system, the vision and objectives pursued are the same. The evaluation team considers therefore that the co-ordination function of governmental activities is fulfilled. Moreover there is a great delegation of responsibility to a non-governmental sport authority but this seems to be very appropriate in the Swedish context.

Article 4 – Measures to restrict the availability and use of banned doping agents and methods

1 The Parties shall adopt where appropriate legislation, regulations or administrative measures to restrict the availability (including provisions to control movement, possession, importation, distribution and sale) as well as the use in sport of banned doping agents and doping methods and in particular anabolic steroids.

2 To this end, the Parties or, where appropriate, the relevant non-governmental organisations shall make it a criterion for the grant of public subsidies to sports organisations that they effectively apply anti-doping regulations.

3 Furthermore, the Parties shall:

a assist their sports organisations to finance doping controls and analyses, either by direct subsidies or grants, or by recognising the costs of such controls and analyses when determining the overall subsidies or grants to be awarded to those organisations;

b take appropriate steps to withhold the grant of subsidies from public funds, for training purposes, to individual sportsmen and sportswomen who have been suspended following a doping offence in sport, during the period of their suspension;

c encourage and, where appropriate, facilitate the carrying out by their sports organisations of the doping controls required by the competent international sports organisations whether during or outside competitions; and

d encourage and facilitate the negotiation by sports organisations of agreements permitting their members to be tested by duly authorised doping control teams in other countries.

4 Parties reserve the right to adopt anti-doping regulations and to organise doping controls on their own initiative and on their own responsibility, provided that they are compatible with the relevant principles of this Convention.

(4.1) Various legal bases have been created in Sweden to restrict the availability of doping substances and methods. These include the Medicinal Products Trading Act of 1996, which bans the possession of drugs for illegal trade and sale, and the Social Services Act, which targets the abuse of alcohol, other addictive substances and doping substances by young people. The main instrument, however, is legislation against the use of anabolic steroids, testosterone and its derivatives, as well as growth hormones. The law was introduced in 1991 and tightened up in 1999. Unlike other countries, the use and importing of, or trade in anabolic steroids in Sweden is not tied to a condition such as engaging in sports or organised competitive sport. In Sweden (and the other Nordic countries of Norway, Denmark and Finland) unauthorised possession of and trade in these substances is a criminal offence.

In Sweden, the police and customs authorities work together closely to combat the smuggling of and trade in anabolic steroids. Just a few years ago, the main focus was drugs, until it was found that the drugs trade is often bound up with trade in anabolic steroids. In addition, it was also found that the bulk of anabolic steroids are consumed and traded outside the sphere of organised sport. In other words, they are mainly traded and used by groups seeking to gain respect from other people through their physical appearance or strength, or who want to build up self-confidence and aggression. These include the likes of bodybuilders, motorcycle gangs, Nazi groups, hooligans or street gangs.

The Swedish customs authorities have found that, despite the ban on imports, the illegal market continues to grow, as evidenced by the increase in drugs seizures at the border and the sometimes very large quantities of substances found. Internet ordering and the open borders within Europe make the laws even harder to enforce. Since the law was tightened up in 1999, a penalty of up to four years' imprisonment can be imposed, depending on the quantity found.

In this context that repression and penalties are not the only measures used: working with the police, various district sports federations arrange on-site information events on anabolic steroids for users of fitness centres, which are also regularly asked for by the owners of the fitness studios.

The evaluation appreciated that the laws in place target the availability and any non-medicinal use of anabolic steroids, testosterone and its derivatives, and growth hormones. This type of legislation reflects the premise of Article 4.1 of the Anti-Doping Convention as, compared with other substances on the doping list, these substances are the ones most commonly used not just in sport, but also, and particularly, outside the sporting arena. It demonstrates that Sweden's Government has recognised that anabolic steroids are often taken in combination with other substances, such as narcotics or alcohol, or for body image reasons.

The evaluation team recognises that the advantage of this model is how easy it is to operate, as the provisions apply to everyone, not just sportsmen and women. There can be certain difficulties related to the flexibility of updating the legislation and the lack of flexibility of such an act. Moreover, for the evaluation team, it is not clear whether Sweden has the legal framework in place to enable it to take swift action in incidents such as the one which occurred in the 1998 Tour de France when, after suspicions were first aroused, the French police were able to carry out the necessary raids and investigations of the cycling teams very swiftly.

→ The evaluation team therefore recommends reviewing the existing legislation on restricting the availability of substances and to consider the following improvements:

- a. If possible, anabolic steroids should no longer be circumscribed; instead, they should be listed in accordance with the WADA's current doping listing in a regularly updated annex to the law.*
- b. Besides growth hormones, the other peptide hormones on the WADA list such as EPO, hCG, LH, corticotrophin and IGF-1 as well as the anti-oestrogen substances should be included.*
- c. Consider whether the existing laws are enough to take swift action to establish the relevant facts when there is a suspicion of doping abuse at a current sporting event.*

(4.2-4.3) As already mentioned above, there are instruments in place to withhold public funds for anti-doping measures in sport if the commitments are not honoured. Furthermore, all sports federations and clubs that are members of the SSC are obliged to pursue an active anti-doping policy and to have the appropriate rules in place. There is also an agreement between the SSC, the Swedish Olympic Committee and the top athletes, to the effect that the athletes will lose their financial backing if they test positive for a doping substance. Moreover, in the framework of its general anti-doping programme, the SSC co-operates with the International Federations and with the WADA for control purposes. The SSC work also together with national anti-doping organisations in order to permit their members to be tested by duly authorised doping control teams in other countries, for instance in the framework of the Nordic Agreement or between parties to the Additional Protocol.

Therefore, the evaluation team considers that the commitments arising from Article 4 are very well observed. Sweden satisfies the requirements.

Article 5 – Laboratories

1 Each Party undertakes:

a either to establish or facilitate the establishment on its territory of one or more doping control laboratories suitable for consideration for accreditation under the criteria adopted by the relevant international sports organisations and approved by the monitoring group under the terms of Article 11.1.b; or

b to assist its sports organisations to gain access to such a laboratory on the territory of another Party.

2 These laboratories shall be encouraged to:

a take appropriate action to employ and retain, train and retrain qualified staff;

b undertake appropriate programmes of research and development into doping agents and methods used, or thought to be used, for the purposes of doping in sport and into analytical biochemistry and pharmacology with a view to obtaining a better understanding of the effects of various substances upon the human body and their consequences for athletic performance;

c publish and circulate promptly new data from their research.

The evaluation team did not visit the Swedish Anti-doping Laboratory. Information concerning the laboratory was gathered from the “Auto-Evaluation Report”, materials presented by the Swedish Government, the Swedish Sports Confederation and by the Department of Clinical Pharmacology, Karolinska Institute.

The Anti-Doping Laboratory is located in the Department of Clinical Pharmacology at the University Hospital of the Karolinska Institute in Huddinge. The University environment contributes to a high level routine and sound scientific work of the laboratory. A separate Drug Analytical Laboratory and an Anti-Doping Hotline co-operate closely with the Anti-Doping Laboratory. The laboratory currently employs a staff of ten people. Since 1985 and 1999, the Anti-Doping Laboratory has been accredited by IOC and by the Swedish Board for Accreditation and Conformity Assessment respectively, within the ISO 17025 standards. It is well equipped with analytical devices including LC-MS/MS system. In anticipation of a further increase in analytical work, the laboratory’s staff has concentrated recently on automatizing the laboratory processes.

Financing of the laboratory consists of an annual governmental grant, which is invested in new analytical equipment. Such a grant secures the technical capacities of the laboratory in combating new doping methods and in research and development. The running costs of the laboratory are covered by performing doping sample analyses according to the contract signed with the Swedish Sports Confederation. Additionally, the laboratory provides analytical service for other countries, for the health care sector and for drug tests at places of work.

The number of doping samples tested in the laboratory increased from approximately 1500 in the year 1986 to over 3500 in 2003. The percentage of positive samples oscillates at the level of about 0.5%, which is within a low range of positive cases reported by other accredited laboratories. It should be noted that in 2003 approximately 70% of the doping controls were

made out-of competition whereas the other 30% were made during competitions. Almost all controls (99%) were unannounced. The plan for 2004 assumes that there will be an analysis of 4000 urine samples and 200 combined blood/urine samples for EPO analyses.

The research programme has mainly concentrated on pharmacogenetics and endocrine pharmacology. Since the distinction between drug use, drug abuse and doping might be of some importance for classification of the case, the laboratory performs a study on clinically relevant amount of doses of different drugs, including testosterone. The other research topics deal with identification of doping agents and their various effects related to genetics, psychophysiology and the environment. The laboratory co-operates in the realization of a research project funded by WADA which aims to describe the role of precursors of testosterone in doping cases, especially when elevated ratio of testosterone to epitestosterone (T/E) is observed. A large part of this project will concentrate on the mechanism of secretion of epitestosterone and its potential physiological significance which, up to today has not been fully understood. There are also other research projects conducted in the laboratory within the scientific plan of the Department of Clinical Pharmacology of the University Hospital of the Karolinska Institute in Huddinge. These are mainly related to the problems of genetic epidemiology and drug abuse. Scientific studies on the subject (e.g. by the group led by S. Nilsson) demonstrate that the problem of anabolic steroids is not confined to the sporting arena, but is also a health issue.

The evaluation team considers that the sources of financing and the high number of samples provide the country with excellent premises for proper exploitation of potential of the anti-doping laboratory. Moreover, the scientific environment of the University Hospital of the Karolinska Institute in Huddinge, its current research projects, its qualified staff, the quality procedures and its newest equipment guarantee further development of the laboratory. All requirements related to Article 5 of the Anti-Doping Convention of the Council of Europe are fully fulfilled by the Anti-Doping Laboratory.

Article 6 – Education

1 The Parties undertake to devise and implement, where appropriate in co-operation with the sports organisations concerned and the mass media, educational programmes and information campaigns emphasising the dangers to health inherent in doping and its harm to the ethical values of sport. Such programmes and campaigns shall be directed at both young people in schools and sports clubs and their parents and at adult sportsmen and sportswomen, sports officials, coaches and trainers. For those involved in medicine, such educational programmes will emphasise respect for medical ethics.

2 The Parties undertake to encourage and promote research, in co-operation with the regional, national and international sports organisations concerned, into ways and means of devising scientifically-based physiological and psychological training programmes that respect the integrity of the human person.

The SSC Anti-doping Unit's education and information is concentrated on working both in and outside the sports community. Outside the sports community the main messages rely on influencing public opinion, providing accurate information on the health hazards of doping substances and providing information on nutritional supplements. Priority within sports is to act as a general information service and to provide internal information and education services.

Information is available on web sites (30000 visitors in January 2004), in a newsletter (1000 subscribers) and leaflets. For the top athletes, additionally 250 special newsletters are published. Statistics on education are collected annually. The SSC's Anti-doping Unit has a special agreement with Swedish NOC on informing the top team. The SSC's district organization is efficiently supporting the provision of information. The SSC's anti-doping information through newsletters is channelled both through top athletes and federations. There are two different newsletters:

- One that is aimed at top athletes (in the registered testingpool) and others who are particularly interested. The subscription for this newsletter is registered via the web site.
- The second newsletter is sent out to the SSC's network of people involved in anti-doping work at district federations or specialised sports federations in order to have them work as informants.

The Swedish Government has, for years, supported a special service called the Anti-doping Hotline. The target group is mostly composed of anabolic steroids users outside organized sport. There are four qualified nurses who are specially trained to give information on health hazards and to guide the users to better care. It is worthwhile to mention that there is full confidentiality within this activity so as to ensure that those who seek help can rely on the service. Research and publications have been made on the project. The Hotline's staff is situated in a research environment which has resulted in a wide interest from the scientists' side to become more active in this matter. Psychological, psychiatric and medical problems are handled with care. The quality of the Anti-doping Hotline is monitored by an independent body.

The project Clean Winners 2001-2003 was targeted to the sports community. The background to the campaign was that there is a widespread misunderstanding in society that one has to use doping substances in order to succeed as a top athlete. The aim was to change this attitude and to activate athletes at all levels from being passive to becoming more active on anti-doping issues. 22 media conferences were held in all districts of the SSC, 24 district federations, 1000 clubs, 125 profiles of former athletes and trainers within 25 sports were made, 80 000 signatures were collected, 180 000 pins and 140 000 folders were given, and 280 organized events reached 500 000 people. The work continues with such symbols as "vaccinate your club against doping", with new education material and each club which participated to the project have created their own Anti-doping policy.

The evaluation team noted with satisfaction that the scope of educational activities in the SSC has widely covered all aspects of the sports community, including the problems outside sports. The co-operation within the SSC allows the involvement of the whole sports community in the work related to Anti-doping and the Swedish sports Community seems to be very committed to this work. The link between research results and educational programmes is one of the strengths of the Swedish approach. Many projects could serve as an example for other countries (Clean Winners, Work with gyms). The provisions of Article 6 of the Anti-Doping Convention of the Council of Europe are fulfilled by Sweden.

However, considering the experience and the volume of educational activities, an overall concept would be helpful in order to define priorities and line of actions.

→ The evaluation team would advise, to use all valuable material which is collected within all projects analytically to develop the strategic planning for education and information.

→ It would be worth developing studies on the effectiveness of the educational programme. A Survey could help to measure the impact of Sweden's Anti-Doping Programme on the population.

The evaluation team noted that most of the various target groups quoted in the Convention are reached by the educational programme. However, there no longer are any programmes focused on schools, and the training of police and customs authorities, considering their active role in the fight against doping, could be improved.

→ School projects could be promoted, but the evaluation team suggests that such projects should be extended to cover much wider topics than only on doping.

→ The training course for customs officers and policemen could be implemented at a larger scale in their initial training and a number of seminars could be set up in order to raise the average knowledge of these professionals involved in the fight against trafficking.

Article 7 – Co-operation with sports organisations on measures to be taken by them

1 The Parties undertake to encourage their sports organisations and through them the international sports organisations to formulate and apply all appropriate measures, falling within their competence, against doping in sport.

2 To this end, they shall encourage their sports organisations to clarify and harmonise their respective rights, obligations and duties, in particular by harmonising their:

a anti-doping regulations on the basis of the regulations agreed by the relevant international sports organisations;

b lists of banned pharmacological classes of doping agents and banned doping methods on the basis of the lists agreed by the relevant international sports organisations;

c doping control procedures;

d disciplinary procedures, applying agreed international principles of natural justice and ensuring respect for the fundamental rights of suspected sportsmen and sportswomen; these principles will include:

i the reporting and disciplinary bodies to be distinct from one another;

ii the right of such persons to a fair hearing and to be assisted or represented;

iii clear and enforceable provisions for appealing against any judgment made;

e procedures for the imposition of effective penalties for officials, doctors, veterinary doctors, coaches, physiotherapists and other officials or accessories associated with infringements of the anti-doping regulations by sportsmen and sportswomen;

f procedures for the mutual recognition of suspensions and other penalties imposed by other sports organisations in the same or other countries.

3 Moreover, the Parties shall encourage their sports organisations:

a to introduce, on an effective scale, doping controls not only at, but also without advance warning at any appropriate time outside, competitions, such controls to be conducted in a way which is equitable for all sportsmen and sportswomen and which include testing and retesting of persons selected, where appropriate, on a random basis;

b to negotiate agreements with sports organisations of other countries permitting a sportsman or sportswoman training in another country to be tested by a duly authorised doping control team of that country;

c to clarify and harmonise regulations on eligibility to take part in sports events which will include anti-doping criteria;

d to promote active participation by sportsmen and sportswomen themselves in the anti-doping work of international sports organisations;

e to make full and efficient use of the facilities available for doping analysis at the laboratories provided for by Article 5, both during and outside sports competitions;

f to study scientific training methods and to devise guidelines to protect sportsmen and sportswomen of all ages appropriate for each sport.

(7.1) Requirements to encourage sports organisations to apply measures against doping in sports are well implemented in Sweden, taking into account that according to the Act (1995:361) the State transferred responsibility on sports activities to the Swedish Sports Confederation (SSC) – a voluntary association joining 67 national sports federations. Among other sports activities, the fight against doping in sports is the area that receives Swedish Government support – 1.6 % of the total support to sport (according to the Ordinance 1999:11777). Thus nearly all the anti-doping activities are carried out through sports organisations, except measures to control turnover of the doping substances and some measures in public health area.

(7.2.a) The statutes of Swedish Sports Confederation envisage all aspects of the fight against doping – responsible structures, doping control rules, sanctions, appeal procedure etc. These rules are the same for the members of 67 sports federations – approximately 3.3 million people. The SSC intends to apply World Anti-Doping Code requirements in 2004. The Swedish Doping Control system is certified according to the ISO 9001:2000 and ISDC and based on the principle of continuing improvement.

(7.2.b) The doping list used in Sweden is the IOC and, as from 2004, the WADA list.

(7.2.c) The same doping control procedures are accepted for all members of the SSC in accordance with the Statutes of SSC. The Swedish doping control system is at a high level, which is approved by the certification of ISO 9001:2000 quality standard, and efficiently implemented.

(7.2.d) Similarly to all other provisions, disciplinary measures and procedures are defined in the SSC Statutes, and they are mandatory for all sports federations. These procedures

envisage the athletes' rights to be informed, to respond and present evidence, to a fair hearing, and to the right to appeal. Sanctions are imposed by the sports federation, a member of the SSC. Appeals against these sanctions are made to the Supreme Sports Tribunal, which has 8 members, 4 of them appointed to one case each time by the Supreme Sports Tribunal itself. According to the SSC Statutes 14:11 there are rules about the challengeability of the members of the tribunal. They state i.e. that a member may not lead or take part in any case of investigation of any penal sanctions in which he or she is a party or he or she belongs to an organisation that is a party. The tribunal handles approximately 100 cases per year; 3 to 5 of them are related to doping. Decisions of the Tribunal have never been challenged in a civil court in Sweden.

This means that the appeal system is rather well recognised and that it is independent and impartial. However, the evaluation team believes that the independence of the Tribunal might be criticized since the members of the Tribunal might be involved in a federation.

→ Even if the Swedish specialists underlined that there are no personal links between disciplinary bodies, reporting bodies and the Supreme Sport Tribunal, the evaluation team recommends considering how to better emphasize the independence of the Supreme Sport Tribunal towards the Swedish Sport Confederation. Such measures could include nominations to the Supreme Sport Tribunal of judges or experts without connection to sport or to define some incompatibilities between official functions for federations and members of the Supreme Sport Tribunal.

Concerning disciplinary measures, the evaluation team recognised that the quality of the decision at first instance, especially in small federation which are not often concerned by cases, could be a problem.

→ It recommends setting up supporting measures to help smaller federations to improve the quality of the judgements

(7.2.e) The SSC has included in its Statutes provisions on disciplinary sanctions for all sports related persons and they include, e.g. caution, suspension from function in all 67 special sports federation within the SSC. These penalties are provided not only for doping offences, but also for any offence in sports. Sanctions are imposed by respective sports federation in accordance with the SSC statutes, federations own statutes and regulations for competitions, and sanction can be imposed by a club with regard to membership and membership rights. Sanctions are defined in Swedish sports confederation statutes which are mandatory rules for all sports federations. The respective sports federation statutes are regulations for competitions and the club statutes consider the membership and membership rights. In Sweden, all members of sports clubs, including athletes' entourage, are obliged to follow the Anti-doping rules of the SSC.

The evaluation team recognized the efficiency of this system for members of sport organisations, since all sport organisations are members of the SSC. However, it expressed concern regarding the relevance of federation statutes and regulation for athletes' entourage, who is not a member of the federations.

→ The evaluation team advises the SSC to clarify, if needed, whether the athletes' entourage is under the jurisdiction of the sport organisation.

(7.2.f) The existence of the overall penal system for sports in the Statutes of the SSC provides a basis for suspending recognition within the Swedish sports system, therefore a person who is sanctioned in one sport is disqualified from all the SSC sports in Sweden.

(7.3.a) The doping control programme in Sweden has existed for a number of years already and the number of tests constantly increases, involving more out-of-competition tests. Besides the general SSC doping control programme, each sports federation has its own anti-doping programme, which may include additional doping controls. The Swedish Olympic Committee finances additional doping controls for the Olympic athletes. The distribution plan of doping controls is based on a sophisticated "risk profiles" which results in targeted and random controls. The amount of controls in 2003 was 3500, and will be 4000 in 2004 and 4500 in 2005. Out of competition testing has been 70% and in competition testing 30%. Positive cases have been around 0.5 -1% per year for many years. The doping control process is monitored by regular surveys. The control system seems to work very well and the amount of controls is very high. According to the statistics, the control programme seems to be very effective.

(7.3.b) Sweden is a Party to the Nordic Anti-doping Agreement, which since 1983 allows doping tests by other Parties. Sweden supported the development of an international standard for doping controls, in order to provide equal conditions for athletes which are tested in different countries. Being one of the first countries Parties to the Additional Protocol, Sweden approves its readiness to recognise doping controls carried out by other adequately qualified organisations.

(7.3.c) Since the Swedish Sports Confederation's Statutes provide rules of prohibition of doping in sports, it is also included in the regulations to take part in sports events. Doping controls are compulsory for the acceptance of records in some sports.

(7.3.d) There was no special reference made with respect to an athlete's involvement in anti-doping activities of international federations. However, the SSC campaign "Clean Winners" which involved athletes in anti-doping communication was successful all around Sweden for all levels of sports activities.

(7.3.e) The SSC is the largest client for the accredited doping control laboratory in Huddinge and every year the SSC increases the number of tests. Increasing the number of tests is mainly due to the increase of out-of-competition tests. There is a well-organised co-operation between the laboratory and the SSC, which leads to an efficient use of the laboratory capacity.

(7.3.f) One of the areas supported by the Swedish Government in the sports field through the SSC is research and development in sports. The projects supported by these grants also include training method improvement, biomechanics etc. The evaluation team has been introduced to the activities of the elite sports centre Boson, where top athletes have a possibility to undergo tests to evaluate their physical and psychological status, and get support for improvement.

The anti-doping activities in Sweden comply with the requirement of Art. 7 since most of the tasks of the anti-doping policy have been delegated to the SSC and the SSC is responsible for the implementation of the Convention. Therefore, the co-operation processes between a State party and its sport organisations are lean and efficient.

Article 8 – International co-operation

1 The Parties shall co-operate closely on the matters covered by this Convention and shall encourage similar co-operation amongst their sports organisations.

2 The Parties undertake:

a to encourage their sports organisations to operate in a manner that promotes application of the provisions of this Convention within all the appropriate international sports organisations to which they are affiliated, including the refusal to ratify claims for world or regional records unless accompanied by an authenticated negative doping control report;

b to promote co-operation between the staffs of their doping control laboratories established or operating in pursuance of Article 5; and

c to initiate bilateral and multilateral co-operation between their appropriate agencies, authorities and organisations in order to achieve, at the international level as well, the purposes set out in Article 4.1.

3 The Parties with laboratories established or operating in pursuance of Article 5 undertake to assist other Parties to enable them to acquire the experience, skills and techniques necessary to establish their own laboratories.

International co-operation: Goals of the Swedish policy on international co-operation are not formulated, but are considered to be the same as nationally and the implementation of the WADA Code is considered to be one of the main targets of the Swedish anti-doping international policy. Sweden would also like to see this aim reached in other countries. Sweden is actively participating in the work of Council of Europe, of the European Union sports policy, the Nordic Co-operation, of WADA and of the Association of National Anti-doping Organisations (ANADO). Sweden currently holds the International Anti-doping Arrangement (IADA) chairmanship for the period 2003-2004. The Additional Protocol of the Anti-Doping Convention was ratified on 12 September 2002. The compliance with international agreements is part of the responsibility of the SSC board.

Sweden is involved in many international forums and agreement dealing with the fight against doping. It benefits from co-operation like the IADA, where focus on high quality is important. The international co-operation of Sweden complies with the expectations of Art. 8 of the Convention. However, Sweden could contribute to raise the general standard level of international regulation and co-operation since it is very skilful in many areas of the anti-doping activities.

→ An active international policy both on governmental and non-governmental levels is recommendable.

→ Considering, however, the potential of the laboratory and its significance in the system of WADA accredited laboratories, the co-operation with other European Countries, especially located in Central and Eastern Europe, could be strengthened.

General conclusions and recommendations of the evaluation team

The Swedish system fulfils the commitments under the Council of Europe's Anti-Doping Convention. Its design and structure are based firmly on the principle of subsidiarity, and the partners in sport are given primary responsibility for its implementation. The system is comprehensive and the measures are applied well. . The evaluation team found no gaps or weak points.

The evaluation team considered, with interest, several features of the Swedish system, in particular the extent to which the fight against doping in sport is delegated to the SSC, how informal the Government's objectives are set to partners and how the controlling is done. Such a system is obviously appropriate for Sweden. However, it would not easily serve as a model to many other states since it requires a strong tradition and culture of co-operation, a high sense of responsibility of associations, mutual trust, negotiation between public authorities and NGOs and a deep respect of the law.

The following recommendations, listed in order of priority, can merely improve what is already an efficient system, and serve as suggestions for ascertaining the impact of the measures taken.

Article	Recommendation	Actor concerned
4	<p>The evaluation team therefore recommends reviewing the existing legislation on restricting the availability of substances and to consider the following improvements:</p> <ul style="list-style-type: none"> - If possible, anabolic steroids should no longer be circumscribed; instead, they should be listed in accordance with the WADA's current doping listing in a regularly updated annex to the law. - Besides growth hormones, the other peptide hormones on the WADA list such as EPO, hCG, LH, corticotrophin and IGF-1 as well as the anti-oestrogen substances should be included. - Consider whether the existing laws are enough to take swift action to establish the relevant facts when there is a suspicion of doping abuse at a current sporting event (as happened when the French police were called in for the 1998 Tour de France). 	Sport Ministry / Public health Ministry / Government
6	It would be worthwhile developing Studies on the effectiveness of the educational programme. A Survey could help to measure the impact of Sweden's Anti-Doping Programme on the population.	SSC / Sport Ministry
7	Even if the Swedish specialists underlined that there are no personal links between disciplinary bodies, reporting bodies and the Supreme Sport Tribunal, the evaluation team recommends considering how to better emphasize the independence of the Supreme Sport Tribunal towards the Swedish Sport Confederation. Such measures could include nominations to the Supreme Sport Tribunal of judges or experts without connection to sport or to define some incompatibilities between official functions for federations (e.g. member of the Board) and members of the Supreme Sport Tribunal.	SSC

8	An active international policy both on governmental and non-governmental level is recommendable.	Sport Ministry SSC
7	It recommends to set up supporting measures to help smaller federations to improve the quality of the judgments	SSC
6	The evaluation team would advise, to use all valuable material which is collected within all projects analytically to develop the strategic planning for education and information.	SSC
6	School projects could be promoted, but the evaluation team suggests that such projects should be extended to include other topics than only on doping.	SSC and other organisations involved in educational programmes
7	The evaluation team advises the SSC to clarify, if needed, whether the athletes' entourage is under the jurisdiction of the sport organisation.	SSC
4, 6	The training course for customs officers and policemen could be implemented at a larger scale in their initial training and some seminars could be set up in order to raise the average knowledge of the professionals involved in the fight against trafficking.	Customs and police authorities in co-operation with SSC / Ministry of Public Health
5, 8	Considering the potential of the laboratory and its significance in the system of WADA accredited laboratories, the co-operation with other European Countries, especially those located in Central and Eastern Europe could be strengthened.	Laboratory

Acknowledgments

The preparations for the visit to Sweden were first-rate. The evaluation team was made to feel extremely welcome and would like to thank all those who contributed to the preparation of the visit and to the visit itself. In particular, it would like to thank the Minister of Sport, Madame Mona Sahlin, for the hearing and Ms Katarina Sundberg for the co-ordination of the visit and the hospitality received as well as Kristina Olinder, Håkan Nyberg and Tomas Johansson for their precious support and their readiness to provide us with the best information.

Composition of the evaluation team

- Ms Liene Kozlovska (Latvia)
- Dr. Matthias Kamber (Switzerland)
- Mrs Pirjo Krouvila (Finland)
- Prof. Ryszard Grucza (Poland)
- Mr. Stanislas Frossard (Council of Europe)

Programme of the evaluation visit

Tuesday 10 February

Preparatory meeting of the expert team

Wednesday 11 February

Morning

Ministry of Justice (Rosenbad, Åkermanska rummet)

- Introduction of the authors of the report,
- Governmental support to sports – anti-doping
- The organisation of Swedish sport
- The Swedish Sport Confederation's work against doping

Afternoon

Swedish Olympic Committee

- Introduction by SOC
- Doping controls, Quality work
- Doping control plan
- Statistics
- Anti-doping regulations in sport
- Meeting with the authors of the report

Thursday 12 February

Morning

Bosön Top sport and Education center

- Education and information issues
- Top sport centre

Afternoon

Ministry of Justice (Rosenbad, Ekrummet)

- Minister of Sport Mrs. Mona Sahlin
- Information on scientific work, educational aspects, statistics, role in fight against doping by the Anti-Doping hotline and the Dopinglab
- Ministry of Health and Social Affairs, The Anti-Doping Code, Public health, current work within the field of Health and Social Affairs
- National food administration
- Efforts to combat doping outside sport – The Police and Customs

Friday 13 February

Morning

Ministry of Justice (Rosenbad, Åkermanska rummet)

Concluding discussions with the authors of the report

C. Comments from Sweden

The Swedish authorities expressed their satisfaction at the report of the evaluation visit and did not wish to make any comments.