

MONITORING GROUP (T-DO)

ANTI-DOPING CONVENTION

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

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EVALUATION REPORT OF THE MONITORING GROUP (T-DO)

EVALUATION VISIT TO SWEDEN 5 – 7 DECEMBER 2022

The Monitoring Group oversees the implementation and application of the Anti-Doping Convention. The Additional Protocol to the Anti-Doping Convention supplements the responsibilities of the Monitoring Group by requiring the Monitoring Group to ‘*supervise the application and implementation of the Convention*’ by the Parties to the Convention.

This supervision is achieved through an integrated compliance approach. A significant component of this is the evaluation process, whereby a team of experts appointed by the Monitoring Group (**Evaluation Team**) examines the implementation of the Convention by a Party and provides a report (**Evaluation Report**) to the Monitoring Group. The Evaluation Team will typically undertake this examination by way of a visit to the Party being evaluated, this visit being referred to as an **Evaluation Visit**.

In December 2022, the Swedish Government invited an Evaluation Team to conduct an Evaluation Visit. Prior to the Evaluation Visit the Swedish authorities submitted a **National Report** which provided detailed description of the measures adopted by the Swedish Government in relation to the Convention. This Evaluation Report records the outcome of that Evaluation Visit.

The National Report and the programme of the visit, including the participants, are included as Annexes to this Evaluation Report.

This Evaluation Report is divided into two Sections:

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| Section One | A summary of the conclusions reached by the Evaluation Team, identification of best practices that may be of use and benefit to other Parties, and recommendations made to the Swedish Government. |
| Section Two | A detailed set of observations and conclusions of the Evaluation Team. |

SECTION ONE

This Section constitutes –

- A. Executive Summary – Evaluation Report**
- B. Best Practices**
- C. Recommendations**

A. Executive Summary – Evaluation Report

The Evaluation Team considered the measures taken by the Swedish Government to comply with the Convention by reference to the National Report and the consultations held with a number of relevant organisations engaged in the overall anti-doping framework in Sweden. These organisations included the Ministries tasked by the Sweden Government with responsibility for sport, civil justice and criminal justice, law enforcement bodies, sport administration bodies including the Swedish Sports Confederation, the National Olympic and Paralympic Committees, and the National Anti-Doping Organisation. The Evaluation Team noted that the Swedish Government has adopted various pieces of legislation that have the cumulative effect of implementing the operational provisions of the Convention. In addition, the Swedish Government has together with the Swedish Sports Confederation established the National Anti-Doping Organisation, Antidoping Sverige, which fulfils the roles and responsibilities assigned to National Anti-Doping Organisations by way of the World Anti-Doping Code.

The Swedish Government’s anti-doping framework is based on a wide-ranging collaborative approach involving not only sport administration bodies, but also agencies responsible for food, pharmaceutical and medicinal product regulation, law enforcement bodies and customs regulation agencies. This framework is based on a recognition that the use and dealing in of both doping agents and materials related to doping is a broad health and social issue in Sweden, as well as a ‘sport’ issue. For example, policing in relation to offences that relate to doping reflects a recognition that the use of doping substances is frequently associated with both organised and individual crime, and that addressing doping substance use has a broader benefit in terms of reducing such serious and violent offences.

Antidoping Sverige has the primary responsibility for ensuring that an effective anti-doping program is operated in Sweden, in compliance with the World Anti-Doping Code. It is supported and assisted in this regard by the key sporting organisation in Sweden, the Swedish Sports Confederation. The Swedish Sports Confederation is the primary funder of sports bodies in Sweden and requires that sport bodies and participants cooperate with and support Antidoping Sverige’s operational activities. Funding can be withdrawn from any organisation that fails to support Antidoping Sverige or in some other way fails to comply with the standards encapsulated within the World Anti-Doping Code.

The distribution, sale and supply of banned substances, as well as devices that can be used in connection with doping, is regulated by a number of legislative and regulatory instruments. These include laws restricting the sale and supply of a number of substances, including certain substances that are routinely included each year as part of the Prohibited List (such as anabolic steroids). A number of ‘cross-over’ offences exist under Swedish criminal law, which has the

effect of making the most serious anti-doping rule violations (such as dealing in and administering banned substances) criminal offences.

Antidoping Sverige is responsible for the testing of sports persons within Sweden, including both domestic sports persons and overseas sports persons who visit Sweden to both train and compete. This testing program fulfils the requirements of the Convention and is compliant with the relevant standards within the World Anti-Doping Code. The analysis of biological samples is conducted by a laboratory accredited by the World Anti-Doping Agency, located within the Karolinska Hospital complex in Stockholm.

Antidoping Sverige is responsible for producing and communicating education and training related to anti-doping to sports persons and support personnel. This is conducted in collaboration with sports organisations, in particular the Swedish Sports Confederation, as well as the National Olympic and Paralympic Committees. The content and reach of the education and training meets the requirements of the Convention.

Antidoping Sverige is the principal organisation with responsibility for investigating anti-doping rule violations and bringing forward disciplinary cases pursuant to the Swedish Anti-Doping Rules. Disciplinary cases are subject to resolution by an operationally independent hearing body established pursuant to the Swedish Anti-Doping Rules.

A number of these matters are reflected in the Best Practices identified, and Recommendations made, by the Evaluation Team, as detailed below.

B. Best Practices

The Monitoring Group identified the following best practices arising from the measures adopted by the Swedish Government.

- a) The singular feature of the Swedish anti-doping framework is that it is based on a comprehensive strategy rather than a sport-focussed strategy. The misuse of doping agents and related materials is regarded as a broad range issue that in turn requires broad range solutions, of which sport regulation forms a part, but is not the exclusive means by which doping issues are addressed.
- b) Swedish law enforcement takes a highly proactive approach to the investigation and detection of criminal offences associated with the use of doping agents and related materials. Regular training is provided to a significant number of police officers who in turn engage directly with users of gyms and similar facilities. The strategy underpinning this approach is based on a recognition that the use and dealing in of doping agents and related materials is frequently an indication of other criminality, including being directly associated with both organised crime and violence in the home.
- c) The Swedish Government has implemented a specific regulatory instrument to enable lawful processing of data by organisations engaged in anti-doping operations within sports, which also provides safeguards for persons whose data is being processed.

- d) The Laboratory research program, underpinned by consistent and reliable funding provided by the Swedish Government has produced notable and important outcomes in the field of anti-doping research. A close cooperation with the clinical pharmacology departments of the Karolinska Hospital has been an important feature of this research programme.
- e) Several anti-doping education and prevention initiatives undertaken by Antidoping Sverige are innovative and noteworthy, including:
- The comprehensive e-learning program utilised by Antidoping Sverige in collaboration with the Swedish Sports Confederation, the National Olympic Committee and the National Paralympic Committee is a striking example of integrated working that results in key aspects of anti-doping training and education being provided to the appropriate number of sports persons at all levels of participation. The practice of ‘training the trainers’ and ‘educating the educators’ is especially effective.
 - The education and information initiatives undertaken by the non-governmental organisation Stockholm Prevents Alcohol and Drugs equate the misuse of doping agents with other social issues arising from the issues that arise from gambling, alcohol and substance addiction. This avoids both the perception that doping is an issue that concerns only persons who participate in sport, and that doping misuse is somehow a ‘lesser’ problem than the more mainstream problems associated with alcohol and narcotic abuse.
 - The specific education programme for clubs (Vaccinate the Club) and the fact that some National Federations (such as athletics) make undertaking anti-doping education a mandatory requirement for clubs that wish to host events has significant value. Having clubs share the responsibilities that Athletes, Athlete Support Personnel and National Federations are subject to reinforces the policy that anti-doping is a collective endeavour.
- f) Antidoping Sverige enjoys an excellent level of international collaboration with other Anti-Doping Organisations – most notably the NADOs in the other Nordic countries. A good example of this is a reciprocal testing agreement whereby each country has an allocated number of tests that they can conduct in the other country without the need to invoice individually.

C. Recommendations

The Monitoring Group makes the following recommendations arising from the measures adopted by the Swedish Government in connection with the Convention.

- i. Antidoping Sverige is still a relatively new participant within the Swedish anti-doping framework. The Swedish Sports Confederation has divested itself of operational anti-doping responsibilities since the establishment of Antidoping Sverige, but it is recommended that Antidoping Sverige, the Swedish Sports Confederation and stakeholders within the Swedish Sports Confederation continue to cooperate closely to support the overall strategy that no one organisation has ‘ownership’ of anti-doping in Sweden, but that an effective anti-doping framework requires commitment and engagement from all interested parties.

- ii. In relation to disciplinary matters, resolving anti-doping disciplinary disputes by way of consideration of written materials is an adequate means of resolving a dispute if it is available as an alternative to an in-person hearing, whereby parties are able to present their case, provide testimony and evidence, and cross-examine such testimony and evidence. To support the availability of the latter Antidoping Sverige is encouraged to explore means by which sports persons involved in disciplinary disputes can be provided with support as they navigate the disciplinary process. Investigating examples from other countries, where legal aid funds or pro bono legal service are available, may be helpful in this regard.
- iii. The Doping Panel is staffed by experts in their field, albeit that, as with all hearing panels, this does not eliminate the need for ongoing training. Education and training might explore the potential for collaboration with neighbouring Anti-Doping Organisations as to the training of Doping Panel members in conjunction with members of hearing panels responsible for adjudicating anti-doping disputes in those neighbouring nations.
- iv. Antidoping Sverige might review its already broad reach education and training materials to include modules and programs specifically aimed at parents/guardians/carers, to ensure that developing Athletes, Athletes with particular needs, and Athletes with a disability have access to the best possible education and training.
- v. Antidoping Sverige and the Swedish Sports Confederation are encouraged to consult with each other as to the means by which National Federation compliance with the Code can be monitored and assessed in a proportionate and effective manner. The intention should not be to create additional bureaucratic demands on National Federations (which tend to be of questionable value) but rather to identify a means by which the risk of National Federation non-compliance can be effectively managed.
- vi. The current collaboration between Antidoping Sverige and the National Olympic Committee and National Paralympic Committee (including through use of eLearning before an Olympics/Paralympics) might be developed to ensure that Antidoping Sverige can better locate athletes for education, training and testing before major events such as the Olympic or Paralympic Games.

SECTION TWO

Prior to the Evaluation Visit the Swedish Ministry of Justice, in conjunction with the Swedish National Anti-Doping Organisation, Antidoping Sverige, provided a National Report (Annex 2) detailing the various measures taken by the Swedish Government to implement the Convention.

This Section of the Evaluation Report has been prepared by the Evaluation Team and constitutes a detailed description of its findings by reference to the relevant sections of the National Report and the matters identified during the course of the Evaluation Visit (Annex 1).

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1. Legislation, Regulations and Administrative Provisions

- 1.1. The National Report (*Annex 2*) provides a detailed description of the measures adopted by the Swedish Government in relation to the Convention. The Swedish Government signed the Convention in 1989 and ratified it in 1990 and signed without reservation as to ratification the Additional Protocol to the Convention in 2002.
- 1.2. The Swedish Government has not enacted specific legislation *per se* to implement either the Convention or the UNESCO International Convention Against Doping in Sport. Rather, it has established legal instruments to give effect to the various provisions within the Convention in a more general manner. The National Report refers to the central position of the ‘Act Prohibiting Certain Doping Substances’ enacted in 1992 (**the Doping Act**), that provides the platform for the Swedish Government’s overall strategy to reduce ‘the occurrence and use of certain doping agents in society as a whole’.

- 1.3. As explained in this Report, the Swedish Government has enacted a number of pieces of legislation that have the effect of restricting the sale, distribution and supply of doping agents and related materials.
- 1.4. The National Report records that freedom of association is ‘one of the fundamental rights and freedoms provided for in the [Swedish] Constitution, and that associations ‘have considerable freedom to determine the goals and directions of their activities without interference by [public] authorities’. This core principle as applied in the context of associations that are concerned with sport means that the organisation and administration of sport itself has considerable autonomy.
- 1.5. In this regard two of the more significant anti-doping institutions in Sweden – the Swedish Sports Confederation and the National Anti-Doping Organisation (Antidoping Sverige) – are constituted according to general provisions of Swedish public administration law.

2. National Anti-Doping Organisation (NADO) – Structure and Governance

- 2.1. Antidoping Sverige AB (**ADSE**) is the National Anti-Doping Organisation for Sweden. Prior to January 2021, the function of National Anti-Doping Organisation was carried out by the Swedish Sports Confederation. (The Swedish Sports Confederation is discussed further below in this Report.) ADSE is responsible for fulfilling the roles assigned in the World Anti-Doping Code (**Code**) to National Anti-Doping Organisations.
- 2.2. ADSE is regulated by the relevant governmental instruments concerning such entities (this is explained further in the National Report). ADSE is ultimately governed by the ‘Anti-Doping Foundation’ (**ADF**). ADF has no operational oversight over ADSE activities, its duties being primarily concerned with the financial position of ADSE. ADF was, the National Report states, established with the specific aim of ensuring that ADSE remains independent from both sport organisations and public authorities. ADSE also has a Supervisory Board, comprised of six persons, with competencies set by the ADF, including legal, governance, financial and athlete welfare. The ADSE Supervisory Board is appointed by the ADF. This governance structure is a feature of Swedish public institutional practice and has not been specifically designed in relation to ADSE.
- 2.3. ADF provides an annual report to the Swedish Ministry of Health and Social Affairs (the Ministry of Health and Social Affairs being the Ministry currently assigned with responsibility for sport) describing, in short,
 - how the funding provided to ADSE has been applied,
 - confirmation that ADSE’s activities are consistent with ADSE’s commitments under the Code, and
 - a statistical presentation as to both the amount of testing undertaken by ADSE and the number of disciplinary actions undertaken by ADSE pursuant to the Swedish Anti-Doping Regulations.

- 2.4. ADSE is certified according to ISO 9001, with this certification being monitored by the ADSE Board. ADSE is primarily responsible for producing the Swedish Anti-Doping Regulations, which are intended to apply as a universal instrument across Swedish sport. As part of the Swedish Sports Confederation governance structure, National Federations, sport clubs and individual participants in sport are required to comply with the Swedish Anti-Doping Regulations.
- 2.5. Persons participating in sports that are not included within the Swedish Sports Confederation framework may, nevertheless, be subject to testing by ADSE if those sports are regulated by the Code by way of the sport's International Federation.
- 2.6. The Swedish Anti-Doping Regulations incorporate a number of the Code International Standards, which are translated into Swedish so that they can be readily used by both Athletes and Athlete Support Persons. The details of the process whereby the Swedish Anti-Doping Regulations are reviewed and revised is explained in the National Report. The Prohibited List is automatically included with the Swedish Anti-Doping Regulations each year.
- 2.7. The budget allocated to ADSE for 2022 was reported to be approximately SEK 43 million (Euro 3.8 million), with the budget allocated to ADSE for 2023 to be fixed at SEK 48 million. The Swedish Government is the primary funder for ADSE, the funding to ADSE is provided by way of direct grant and does not pass through the Swedish Sports Confederation (SSC). The legislative basis for this funding provision is contained within legislation adopted in 1995 supplemented by subsequent ordinances.
- 2.8. The Evaluation Team did not note any significant concerns as regards the compatibility of ADSE's governance structures with the Convention or the Monitoring Group Recommendation as to the Operational Independence of National Anti-Doping Organisations.

Recommendation

- 2.9. The ADSE is still a relatively new participant within the Swedish anti-doping framework. The SSC has divested itself of operational anti-doping responsibilities since the establishment of ADSE, but it is recommended that ADSE, the SSC and stakeholders within the SSC continue to cooperate closely to support the overall strategy that no one organisation has 'ownership' of anti-doping in Sweden, but that an effective anti-doping framework requires commitment and engagement from all interested parties.

3. Public Authorities

- 3.1. Swedish Government policy is that all public agencies engaged in operations relevant (either directly or indirectly) to anti-doping should collaborate and share information, experiences and learnings. The National Report explains that the policy approach taken in relation to doping substances is that the 'doping' issue is a general matter that affects a number of sectors, including but not limited to sport, and so requires addressing in a general manner. This is a central feature of the anti-doping framework in Sweden.

- 3.2. The primary Government Ministries engaged in activities that are relevant to anti-doping are the Ministry of Justice and the Ministry for Health and Social Affairs. In addition, the National Report refers to a number of public bodies that are expressed to be stakeholders in the fight against doping in sport. Particularly relevant in this regard is the policy adopted by the Swedish Government in relation to the illicit use of doping agents in gyms (referring in this regard generally to public facilities, private health clubs, fitness centres and sports clubs, amongst others).
- 3.3. Legislation was enacted in 2022 to provide organisations engaged in anti-doping operations within sports with the legal ability to process personal data in an appropriate manner and protect people against having their personal integrity violated during such processing.
- 3.4. The Evaluation Team welcomed the opportunity to meet with representatives from a number of these bodies and discuss their roles within the general anti-doping framework in Sweden. These are described below:

3.5. Swedish Sports Confederation

- 3.5.1. The Swedish Sports Confederation (SSC) is the pre-eminent sports association in Sweden. Its members include 72 National Federations for sports, including all Olympic and Paralympic sports, as well as other sport organisations and sport clubs. The social context for the SSC is that 30% of Sweden's population are members of a sports club (which equates to 3million out of a population of approximately 10million). Participation in sport is primarily through sports clubs, which in turn are affiliated to and/or members of sport organisations, including National Federations for sports.
- 3.5.2. Swedish Government policy is that the governing bodies for sports should be independent non-profit organisations, thereby ensuring that revenues generated by governing bodies are automatically reinvested into the relevant sports. This applies equally to the SSC.
- 3.5.3. The SSC is not a public authority - but does receive significant public investment. The SSC is funded directly by the national Government, as well as by sponsors and membership fees. This public investment is intended to include funding for a national anti-doping program within Sweden. As noted above, the Government is the primary funder for ADSE. This funding includes a sum of annually SEK 2 million provided to the Laboratory directly from the Government which is a part of the overall budget allocated to anti-doping in sport. The legislative basis for this funding provision is contained within legislation adopted in 1995 supplemented by subsequent ordinances.
- 3.5.4. National Federations are required to 'bid' for funding from the SSC in part based on current and projected participation levels. National Federations have a *de facto* requirement to have anti-doping policies that are consistent with the Code, and recognise the role and operational status of ADSE, in order to be eligible for funding. Funding provided by the SSC to individual sports is contingent on a number of factors, participation levels being a key component.

3.5.5. National Federations are required to have an anti-doping ‘pathway’ for their participants, which is designed to establish at what point a participant can expect to intersect with the anti-doping system; to facilitate testing by ADSE; and support the overall operational work of ADSE. In turn ADSE can advise the SSC if there are any concerns as regards the support given to anti-doping policy and practice identified in respect of a particular National Federation. The SSC encourages clubs and associations to participate in education and training provided by ADSE. The SSC also works with schools and eight national sport universities; sport federations and National Federations, and directly with International Level Athletes. All SSC and related education, training and similar initiatives are based on materials and advice provided by ADSE and/or conducted in conjunction with ADSE. This ensures that there is a cascade of assurance throughout the system in terms of consistency with education standards.

3.6. Swedish Food Agency

3.6.1. The Swedish Food Agency (**SFA**) is a public authority with a broad remit in relation to food standards, quality and safety across Sweden. Its jurisdiction includes both retailers and producers of nutritional supplements that include ingredients of animal origin. The SFA has a public duty to monitor the safety of nutritional supplements and ensure that both retailers and producers comply with all relevant safety and quality regulations.

3.6.2. The SFA regulations have no formal or direct relationship to the Prohibited List, although there is an overlap in practice between the food safety regulations and the broader policy aim of ensuring that ‘doping-risk’ supplements are removed from market, in that as a general proposition it is accepted that supplements that are manufactured to poor standards are more likely to present a doping risk.

3.6.3. Unsafe foods – including supplements – are highlighted through a national alert system which forms part of a cross-EU food safety framework. This allows for a quick withdrawal of unsafe products from wholesale and retail distribution. (There is a crossover with medicines regulations that apply to the equivalent process for withdrawing medicinal products that do not comply with regulatory requirements.) There is, nevertheless, an issue in Sweden (common to many countries) in that it is not straightforward to restrict the importation of supplements into Sweden from nations where regulations are weak (or non-existent).

3.6.4. ADSE cooperates with the SFA as to the identification of problematic products with a view to thereby being able to highlight the dangers of specific products.

3.7. Swedish Police Authority

3.7.1. As described in the National Report and as noted below in this Evaluation Report a number of criminal offences exist under the Doping Act that involve some aspect of doping behaviour. These offences are investigated by the Swedish Police Authority. The Swedish Police Authority has trained approximately 700 officers in the specifics of these offences and the associated investigatory and detection techniques.

- 3.7.2. The Swedish Police Authority has developed a close cooperation with gyms, fitness centres and similar leisure facilities whereby information is provided to the police regarding the potential use of banned substances (such as steroids) by gym users. The policy reason for this cooperation, on the side of the police, is that the distribution of banned substances is frequently associated with organised criminality and users may therefore provide intelligence in relation to broader investigations into organised crime. (Organised Crime is used in the sense that it refers to planned and co-ordinated criminal behaviour and conduct by people working together on a continuing basis.) In addition, police statistics show that there is a clear correlation between steroid abuse and the commission of crime, particularly violent crime including domestic violence.
- 3.7.3. The police operate an integrated communication and enforcement strategy in this regard. Information may be shared with ADSE, depending on the specific circumstances of a particular investigation. Typically, information sharing is most relevant at the latter stages of an investigation, as a conviction will provide the basis of an anti-doping investigation that can be conducted by ADSE.
- 3.7.4. The significant factor in police education and communication messaging is that there is a clear linkage between the use of steroids and other substance abuse, and the commission of violent crime. The use of steroids is recognised by the police as a ‘red flag’ in relation to other forms of crime. For example, the police are aware that steroid abuse can frequently result in instances of violence within the home, and the attendant social problems that can spiral from such situations. A preventative approach is seen as an essential investment, the dividend being a safer and less violent community.

3.8. Customs

- 3.8.1. Customs officials are responsible for detecting and seizing unlawfully imported substances, and for undertaking investigations and operational activities with the intention of disrupting the trade in such substances. The primary challenges that customs officials face in this regard are associated with the informal means of distribution used in relation to banned substances, in particular the abuse of postal and courier services.
- 3.8.2. Customs officials also target the unlawful importation of pharmaceutical products, which include counterfeit pharmaceutical products. Customs officials were of the opinion that there remains a diminished perception of risk and social harm on the part of those who order steroids online for their own personal use.

3.9. National Olympic Committee/National Paralympic Committee

- 3.9.1. The Swedish National Olympic Committee (NOC) and Swedish National Paralympic Committee (NPC) are both publicly funded institutions in Sweden. While strongly supporting the clean sport, the practical involvement of the NOC and NPC in anti-doping matters is limited to education and training, the primary engagement in this respect being around major events, most obviously the Olympic and Paralympic Games. All Athletes in the Olympic and Paralympic

teams are required to at least undertake anti-doping e-learning, as well as coaches and support personnel.

3.9.2. Pre-Games testing is handled by ADSE with no direct input or involvement from either the NOC or NPC (in terms of which Athletes are tested, where and when), although both the NOC and NPC provide ‘long lists’ of potential competitors to assist ADSE in planning its activities to inform, educate, test and otherwise assist athletes and their support personnel.

3.9.3. Overall, the NOC and NPC primary role as advised to the Evaluation Team is to support Athletes, coaches and support staff in cooperation with ADSE. The anti-doping responsibilities ascribed to the NOC and the NPC by way of the Code are assumed in practice by ADSE.

3.10. **Public Health Officials**

3.10.1. One of the significant public authority institutions engaged in the anti-doping framework is the Drug Prevention Agency. Although doping is a smaller public health problem than alcohol, smoking and narcotics, prevalence studies indicate that an integrated strategy towards doping agents is the most worthwhile approach.

3.10.2. In this regard the work undertaken by Stockholm Prevents Alcohol and Drugs (**STAD**) is an example of an effective localised strategy that incorporates activities relevant to doping substances. STAD is a governmental organisation which develops, implements and evaluates schemes to prevent/reduce problems associated with a wide range of substance abuse, including steroids. These schemes have had an empirical impact on the amount of substance-related violent crimes reported to police in specific areas.

3.10.3. Funding is sourced from Ministry of Health and Social Affairs, and now approximately 650 gyms across Sweden work with STAD. STAD provides training to gym personnel and to police and in this regard is closely integrated with the activities of the Swedish Police Authority described above. Gyms in turn are attracted by being able to present themselves as ‘clean gyms’ on the back of this training.

Best Practices

3.11. The Swedish Government has implemented a specific regulatory instrument to enable lawful processing of data by organisations engaged in anti-doping operations, which also provides safeguards for persons whose data is being processed.

3.12. Swedish law enforcement takes a highly proactive approach to the investigation and detection of criminal offences associated with the use of doping agents and related materials. Regular training is provided to a significant number of police officers who in turn engage directly with users of gyms and similar facilities. The strategy underpinning this approach is based on a recognition that the use and dealing in of doping agents and related materials is frequently an indication of other criminality, including being directly associated with both organised crime and violence in the home.

- 3.13. The singular feature of the Swedish anti-doping framework is that it is based on a comprehensive strategy rather than a sport-focussed strategy. The misuse of doping agents and related materials is regarded as a broad range issue that in turn requires broad range of solutions, of which sport regulation forms a part, but is not the exclusive means by which doping issues are addressed.

Recommendations

- 3.14. ADSE and the SSC are recommended to consult with each other as to the means by which National Federation compliance with the Code can be monitored and assessed in a proportionate and effective manner. The intention should not be to create additional bureaucratic demands on National Federations (which tend to be of questionable value) but rather to identify a means by which the risk of National Federation non-compliance can be effectively managed.
- 3.15. The current collaboration between Antidoping Sverige and the National Olympic Committee and National Paralympic Committee (including through use of eLearning before an Olympics/Paralympics) might be developed to ensure that Antidoping Sverige can locate better athletes for education, training and testing before major events such as the Olympic or Paralympic Games.

4. Sport Organisations

- 4.1. The ADSE enjoys a close level of cooperation and collaboration with the key sporting organisation stakeholders in Sweden, the most significant of which are the SSC, the NOC and the NPC.
- 4.2. As noted above, the fundamentals of this cooperation involve ‘sport’ supporting the operational activities of ADSE, especially in the field of education and training, but also supporting the ADSE testing program by furnishing and facilitating the provision of information that enables Athletes to be located for testing.
- 4.3. A process exists within the SSC/National Federation framework whereby sanctions are applied to sports persons who commit anti-doping rule violations in respect of any funding that such persons receive (indirectly or directly) from the SSC or other public funding sources.

5. Restricting the Availability of Doping Substances

- 5.1. The Swedish Government has enacted a range of legislative and regulatory instruments that address the illicit sale, supply and distribution of certain substances. These instruments include regulations that in practice restrict the distribution of Prohibited Substances, with different instruments being applicable according to the nature of the particular Prohibited Substance. These are described in detail in the National Report.
- 5.2. The Doping Act establishes criminal offences associated with the dealing in, possession or use of a number of doping agents (other than for legitimate scientific or medical purposes). ‘Organised’ activities in connection with these offences are treated

as serious offences carrying a maximum custodial sentence of six years. As noted above, the responsibility for investigating such offences falls primarily to the Swedish Police Authority and the Swedish Customs.

- 5.3. Other legislation relevant to restricting access to both doping agents and equipment that could be used in facilitate doping behaviour exists in the field of medicinal products and narcotics.

6. Testing and the Analysis of Biological Samples

- 6.1. ADSE is the primary Testing authority in Sweden. The National Report explains the specifics of ADSE's operations in this regard including matters such as the extent and scope of the Testing program undertaken by ADSE, the Testing budget and Test Distribution Plan, in some detail. There are no restrictions on the ability of other Anti-Doping Organisations to obtain biological samples from Athletes in Sweden, either directly or through intermediary bodies (including ADSE).
- 6.2. The ADSE testing program is based on the International Registered Testing Pools maintained by various International Federations, the ADSE National Registered Testing Pool, and the ADSE Testing Pool. ADSE plans on implementing Dried Blood Sport (DBS) testing in 2023. The Test Distribution Plan is dynamic and is based on information received, generated and prepared by the ADSE intelligence division.
- 6.3. ADSE utilises paperless Doping Control systems based on the SIMON platform, which in turn can be integrated with the WADA ADAMS database.
- 6.4. ADSE manages the recruitment, training, certification and performance of Doping Control Officers (DCOs) according to recognised International Standards relating to quality assurance.
- 6.5. There is a laboratory accredited by the World Anti-Doping Agency in respect of the analysis of biological samples located in Stockholm (referred to in this Report for simplicity's sake as 'the Laboratory'). The Laboratory is part of the Karolinska University Hospital.
- 6.6. Scientific personnel associated with the Laboratory have been engaged in anti-doping related research in a number of areas. This research is undertaken in collaboration with the wider Karolinska Institute facility.
- 6.7. The long-term storage of both urine and blood samples is handled by the Laboratory, both onsite and through the use of external facilities. The Laboratory analyses approximately 5,000 Samples per annum but considers that it has the capacity to analyse 12,000. It appears to have an appropriate number of experienced staff and is adequately equipped with analytical instruments.
- 6.8. The funding for the Laboratory is provided by the invoicing of the sample analysis for its clients - including ADSE – as well as by the Government. This funding is significant both in monetary terms and the security it provides to the facility. In this regard the funding provided to the Laboratory reflects a long-term strategy on the part of the

Swedish Government to have a high-quality research and analytical facility within Sweden that is capable of sophisticated scientific analysis, to support the broader policy of reducing the prevalence of doping agent use within Sweden. The Evaluation Team was advised that the Laboratory was instrumental in developing the Athlete Biological Passport.

7. Education and Research

- 7.1. ADSE operates a comprehensive anti-doping education and training program utilising a number of individual components and modules. It is closely integrated with the other main sport stakeholders in Sweden in this regard. The National Report details a number of the programs run by ADSE in this regard.
- 7.2. Records are maintained by ADSE of all Athletes who have received education. E-learning and e-education is a large part of the education program, partly as a result of the pandemic but also in recognition of the geographic extent of Sweden.
- 7.3. As noted in this Report, the close cooperation between ‘sport’ and ADSE is a standout feature of the anti-doping education and training program in Sweden.
- 7.4. The National Report provides a significant amount of detail as to the research exercise and projects conducted under the auspices of ADSE and the Laboratory. The Laboratory is an acknowledged leading facility in this regard.
- 7.5. The Evaluation Team noted that the research activities are carried out in accordance with the practical needs of the anti-doping system and their outcomes are being used to improve rules, regulations, procedures and analytical methods.

Best Practices

- 7.6. Several anti-doping education and prevention initiatives undertaken by Antidoping Sverige are innovative and noteworthy, including:
 - The comprehensive e-learning program utilised by Antidoping Sverige in collaboration with the Swedish Sports Confederation, the National Olympic Committee and the National Paralympic Committee is a striking example of integrated working that results in key aspects of anti-doping training and education being provided to the appropriate number of sports persons at all levels of participation. The practice of ‘training the trainers’ and ‘educating the educators’ is especially effective.
 - The education and information initiatives undertaken by the governmental organisation Stockholm Prevents Alcohol and Drugs (STAD) equate the misuse of doping agents with other social issues arising from the issues that arise from gambling, alcohol and substance addiction. This avoids both the perception that doping is an issue that concerns only sport, and persons who participate in sport, and that doping misuse is somehow a ‘lesser’ problem than the more mainstream problems associated with alcohol and narcotic abuse.
 - The specific education programme for clubs (Vaccinate the Club) utilised by ADSE and the fact that some National Federations (such as athletics) are

mandatory requirements for clubs that wish to host events. Having clubs share the responsibilities that Athletes, Athlete Support Personnel and National Federations are subject to reinforces the policy that anti-doping is a collective endeavour.

7.7. The Laboratory research program, underpinned by reliable funding provided by the Swedish Government, has produced notable and important outcomes in the field of anti-doping research. A close cooperation with the clinical pharmacology departments of the Karolinska Hospital has been an important feature of this research programme.

8. Disciplinary Measures

- 8.1. ADSE has the primary responsibility under the Swedish Anti-Doping Regulations for investigating anti-doping rule violations and initiating disciplinary proceedings against sports persons who are alleged to have committed anti-doping rule violations. These disputes will generally concern the commission or otherwise of an anti-doping rule violation and/or the Consequences that fall to be imposed in relation to an anti-doping rule violation.
- 8.2. ADSE handles matters for which it has Results Management responsibility according to the processes and protocols mandated by the International Standard for Results Management and the recommendations included within the Guidelines to Results Management. The most common form of anti-doping rule violation is an 'Article 2.1/Presence' violation, based on a positive analytical test. The relevant process requires that a notification of a positive test is sent to the relevant Athlete, National and International Federation, Club (if appropriate) and WADA. Based on the explanation received from the Athlete (and any subsequent investigation and validation undertaken by ADSE) ADSE will propose Consequences to the Athlete. The Athlete has the option of either accepting these Consequences or having the Consequences determined by the Doping Panel.
- 8.3. The Doping Panel is elected by the General Assembly of the SSC, hearings being chaired by a legal practitioner. Members of the Doping Panel include persons with a medical or scientific expertise. Historically it has been involved in 20-30 cases per year, although this has reduced as ADSE and Athletes have increasingly resolved anti-doping rule violation matters by way of agreement. The Doping Panel is constituted according to the ISRM requirements, with the Athlete having the option to have any hearing conducted in public.
- 8.4. Appeals are resolved by the Supreme Sports Tribunal, which handles all sport appeals in relation to various integrity matters. The Supreme Sports Tribunal is also elected by the General Assembly of the SSC, with the Chair and Vice-Chair of the Supreme Sports Tribunal required to be persons with legal experience in the field of anti-doping.
- 8.5. ADSE and SSC are exploring means by which it may be able to extend a form of legal support to persons involved in the disciplinary process.

Recommendations

- 8.6. In relation to disciplinary matters, resolving anti-doping disciplinary disputes by way of consideration of written materials is an adequate means of resolving a dispute if it is available as an alternative to an in-person hearing, whereby parties are able to present their case, provide testimony and evidence, and cross-examine such testimony and evidence. To support the availability of the latter Antidoping Sverige is encouraged to explore means by which sports persons involved in disciplinary disputes can be provided with support as they navigate the disciplinary process. Investigating examples from other countries, where legal aid funds or pro bono legal service are available, may be helpful in this regard.
- 8.7. The Doping Panel is staffed by experts in their field, albeit that, as with all hearing panels, this does not eliminate the need for ongoing training. Education and training might explore the potential for collaboration with neighbouring National Anti-Doping Organisations as to the training of Doping Panel members in conjunction with members of hearing panels responsible for adjudicating anti-doping disputes in neighbouring nations.

9. International Co-operation and Provision of Information

- 9.1. The Convention emphasises the importance of coordination and cooperation among States Parties to the Convention at the international level. A main channel for such cooperation is the Monitoring Group of the Anti-Doping Convention (T-DO) and the Ad hoc European Committee for the World Anti-Doping Agency (CAHAMA), which is responsible for the coordination of the positions of all States Parties to the European Cultural Convention, with regard to questions and policy relating to WADA, WADA policies and WADA's operational activities.
- 9.2. The Swedish Government and ADSE attend and/or are consistently represented at the meetings of the T-DO as well as the meetings of CAHAMA. The Swedish authorities played an essential role in the setting up of the CAHAMA and constantly supported its role and mandate. At an operational level, the Evaluation Team was made aware that ADSE collaborates with many Anti-Doping Organisations and networks, for example iNADO and IADA, and most recently with the Maltese NADO.

Best Practice

- 9.3. The historical and excellent international collaboration that Antidoping Sverige has with other Nordic countries. A good example of this is the reciprocal testing agreement whereby each country has an allocated number of tests that they can conduct in the other country without the need to invoice individually.

Annex 1 – Evaluation visit programme and participants

Evaluation of the implementation of the Council of Europe Anti-Doping Convention by Sweden

Evaluation Visit Stockholm, SWEDEN

5-7 December 2022

PROGRAMME AND PARTICIPANTS

Sunday, 4 December 2022

- Arrival of the Evaluation Team
- Preparatory meeting

Ms Lucienne Attard Head of Evaluation Team	Chair of the Advisory Group on Education of the Anti-Doping Convention (T-DO) Chairperson of Malta Anti-Doping Commission MALTA
Mr Graham Arthur Rapporteur	Independent Expert Anti-Doping Lawyer UNITED KINGDOM
Ms Kornelija Tiesnesyte	Advisor Lithuanian Anti-Doping Agency LITHUANIA
Mr Marc Van Der Beken	General manager - Director NADO Flanders BELGIUM
Mr Paul Ouseley	Head of Assurance UK Anti-Doping UNITED KINGDOM
Secretariat	
Ms Liene Kozlovska	Senior Programme Manager Sport Division Council of Europe

Monday 5 December

Preparatory meeting

Meeting venue: Ministry of Justice (Fredsgatan 8, Gotland)

- **Introduction** of the authors of the National report
- **Ministry of Justice**
 - Governmental support to sports – Anti-Doping
 - The relation between the Ministry, NADO and Swedish sports organisations
- **The Swedish Food Agency**
 - National food administration and food supplement
- **The Swedish Police Authority and the Swedish Customs**
 - Efforts to combat doping outside sport

The Swedish Food Agency: Joakim Meuller Bäckman

The Swedish Police Authority: Johan Ekström (Police Inspector)

Ministry of Justice, The Police Unit: Malin Skäringer (Senior Adviser), The Sport Unit: Tomas Johansson (Senior Adviser)

The Swedish Customs: Åsa Wilcox

Anti-Doping Sweden: Christine Helle (CEO), Jessica Wissman (Head of Legal dep.), Tommy Forsgren (Senior Advisor)

- **Visit to the Swedish Doping Laboratory**
 - Presentation of the work of the Laboratory

The Swedish Doping Laboratory: Anton Pohanka (Laboratory Director)

- **Visit to the headquarter of Anti-Doping Sweden**

Tuesday 6 December

Meeting venue: Ministry of Justice (Fredsgatan 8, Södermanland)

- **Anti-Doping Sweden**
 - Introduction to the organisation, Doping controls, Quality work, Doping control plan, Statistics and Anti-doping regulations in sport
- **The Swedish Sport Confederation, The Swedish Olympic Committee and the Swedish Paralympic Committee**
 - The role of sport in relation to the WADC and the NADO
- **Ministry of Health and Social Affairs and the Public Health Agency**
 - current work on doping and public health

Anti-Doping Sweden: Christine Helle (CEO), Jessica Wissman (Head of Law dep.), Tommy (Senior Advisor), Jenny Schulze (head of Testing), Mirja Högström (Chair of the Board)

Swedish Sports Confederation: Peter Mattson (Head of Elite Sports)

Swedish Olympic Committee: Katarina Medveczky (Manager Anti-Doping)

Swedish Paralympic Committee: Hans Säfström (Head of Elite Sport and Education)

Swedish Athletics Federation: Stefan Olsson (General Secretary), Anna Jonsson (Manager Anti-Doping)

Swedish Football federation: Joakim Törn (Team Doctor)
Ministry of Health and Social Affairs: Andrea Larsson (Deputy Director)
Public Health Agency: Joakim Strandberg (Deputy Director)
STAD (doping in public health): Johanna Gripenberg (Director), Tobias Elgán,

Wednesday 7 December

Meeting venue: Anti-Doping Sweden (Virkesvägen 2, 120 30 Stockholm)

- **Internal discussion** of the Evaluation Team
- **Concluding discussions** with the authors of the National report

Annex 2 – National report



Government Offices of Sweden

1 November 2022

The Monitoring Group of the
International Anti-Doping
Convention in Council of Europe

We hereby submit the national report to the Monitoring Group to facilitate your evaluation visit to Sweden. We wish the evaluation group welcome to Stockholm 5 – 7 December 2022. If you have any questions, please don't hesitate to get back to us.

Yours sincerely,

Tomas Johansson
Senior Adviser
The Ministry of Justice
Sweden

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1 Preface

Sweden signed the Anti-Doping Convention (ETS No. 135) on November 16th, 1989 (hereafter the "Convention"). The Convention was ratified by Sweden on June 29th, 1990 and came into force on August 1st the same year. By approving the Convention, Sweden as a state has entered an obligation to comply with its provisions.

Sweden welcomes the opportunity to write and give this self-evaluation as a preparation before the Council of Europe monitoring visit in December 2022 that the Government of Sweden has invited the evaluation team to.

The last corresponding visit was in February 2004, and a lot has changed since then when it comes to anti-doping work in Sweden. The implementation of the World Anti-Doping program (hereafter the "WADP"), with all its mandatory rules in the World Anti-Doping Code (hereafter the "WADC"), and the International Standards, which came into force on July 1st, 2004 in Sweden was a game changer for anti-doping work in Sweden and in the world.

Since the Convention is concerned with doping in sports the work of the Swedish National Anti-Doping Organisation (hereafter the "NADO"), also has a large effect on how Sweden as a country meet the requirements of the Convention. This report incorporates how Sweden and it's NADO Antidoping Sverige AB (Anti-Doping Sweden Ltd) meets these requirements.

A lot has also happened at the national level since the last evaluation visit. Partly through revisions of the Swedish Sports Confederations (hereafter the "SSC"), statues aiming to strengthen the clarity of responsibilities and the operational independence within Swedish anti-doping work. But above all, the establishing of the operationally and institutionally independent NADO, Anti-Doping Sweden Ltd (hereafter "ADSE") is a major development.

The Swedish Government has been a strong contributor to enable the establishment of a fully independent NADO in Sweden and has also adopted a new law on data protection and personal integrity in anti-doping work. This law regulates the handling of personal data in relation to the EUs Data Protection Regulation.

By agreement between ADSE and SSC, which before January 1st 2021 was appointed as the NADO in Sweden, National Federations (sport federations which are members of the SSC, hereafter "NF"), their sport clubs and individual members are bound to anti-doping regulations and to promote a sport free from doping.

Individuals participating in sports not covered by the NADO rules are in some cases bound to the rules of their International Federation and are subject to the legislation and regulations that apply to the society.

This report has been prepared in a cooperation between the Ministry of Justice and Anti-Doping Sweden.

An assumed prerequisite for the preparation of the report has been that the Council of Europe evaluation team has access to the report from 2004 and its conclusions. Therefore, the core of the report describes what has happened in Swedish anti-doping work since then.

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.

The text of the Convention is quoted in italics.

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.

Organised sport in Sweden is chiefly carried on within the framework of the Swedish Sports Confederation. The SSC is responsible for the strategic leadership of Swedish sport and represents the 71 National Federations affiliated to the SSC, including all the Olympic Sports Federations, in relation to public authorities and politicians. Within the SSC there are also 19 District Federations (hereafter "DF"), representing different regions of Sweden to support the SSC activities locally.

The sports movement is Sweden's largest grassroots based movement and youth organisation. In Sweden, there are basically one or more sports club in every community and city. Daily, all year around, a variety of sports activities take place under auspices of all these sports clubs; training, competitions, education etc. What all these activities have in common is that they mostly takes place under non-profit auspices, by people who together want to achieve development, joy and community without regard for self-interest and to create everyday meeting places for people from different ethnic and cultural backgrounds. Sweden's grassroots 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.

The sports movement with its approximately 19,000 local sports clubs and the regional work in the SSC district organisation often acts as one of the most vital and creative actors when it comes to public health and wellness and meeting young people's wishes to participate in sports activities and ultimately sports competitions.

The SSC also advocates that a very important principle in Swedish sports has been the endeavor to organize under the same roof, within the same organisation, both health oriented recreational sports and performance oriented elite sports.

Nationally, Swedish sports can help put Sweden on the map via its international commitment and not least its international events in Sweden. In addition, many Swedish athletes are internationally successful and attract a lot of attention both within the country and internationally and serve as role models for future generations. A supporting argument for this order is that the elite sports is developed from the broad grassroots sport and the elite simultaneously serves as inspiration for both young and old on the recreational level.

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. 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.

The sport in Sweden, its non-profit leaders and the democratic system also create its own rules in Sweden, although the rules of International Federations must be observed and respected when applicable.

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 and a very large proportion of Sweden's population are members of a sports club. The total number of members is estimated at 3.3 million people and roughly 650,000 of those who participate in sport are involved in competitive sports at various levels, and some 10,000 can be said to belong to the elite, i.e. compete at a national championship level.

In Sweden there are, besides Anti-Doping Sweden, three independent central sport organisations which are signatories to the World Anti-Doping Code, namely the Swedish Sports Confederation, the Swedish Olympic Committee (hereafter the "SOK") and the Swedish Paralympic Committee (hereafter the "SPK"). All three organisations shall promote Swedish elite sport performance and competition results.

As stated above, the SSC was the Swedish NADO until January 1st 2021. In the mind of an external observer, this relationship could be considered as a ground for a conflict of interest.

2.2 Direction of Swedish efforts to combat doping in sport

For the Swedish 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).

Inside sport and inside the SSC, the work initially was focused on drawing up a set of rules and regulations, establishing a Swedish laboratory for the analysis of doping samples, informing on doping issues and working for international harmonisation. A working group was appointed within the SSC in 1974, which resulted in the SSC establishing a special "Doping Board", the Doping Commission, in 1977.

Already in 1979, the first doping rules were adopted, rules which included all sports and athletes within the SSC. Soon after that, it was made possible to analyze doping samples at a laboratory at Huddinge Hospital, Stockholm. Additionally, at the SSC General Assembly in 1981, a statement was adopted that since then has been a guide for anti-doping work in Sweden and in Swedish sport;

"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, although the implementation of the WADP and the establishment of ADSE naturally entailed major changes to the NADO daily operations, namely to safeguard the self-evident right of all who engage in sport to participate and compete in sport that is free from doping.

Behind this uncompromising approach to doping were essentially three arguments, which are still valid. The first concern doping as cheating. A feeling for honesty and fair play are in

the nature of sport. It becomes pointless to compete if not everyone follows mutually agreed upon rules. The second is about doping contravening medical ethics and can be associated with major health risks. Finally, the credibility of sport is also damaged by doping, which in the long run constitutes a threat to sport as a youth organisation and the trust of society.

Between 2003 and 2021, the Swedish NADO (the SSC/ADSE) has conducted some 57,000 doping tests of urine only. Of these, 448 (0.78 per cent), have resulted in sanctions for doping. Over the last five years, only 0.6 per cent of tests have resulted in sanctions, including a smaller number of non-analytical Anti-Doping Rule Violations (hereafter "ADRV").

The responsibility to lead the development of anti-doping efforts within organised sport in Sweden were transferred from the SSC to ADSE on January 1st, 2021.

The new structure of the anti-doping work is described below in this report, including appendices.

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 Convention when it was opened for signature on November 16th, 1989 and it came into force on August 1st, 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 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 state that the objective is to take active steps to prevent doping in sport.

In Sweden, the SSC, with state support, was responsible for implementing and developing the national anti-doping program within organised sport until December 31st, 2020 and since January 1st, 2021 Anti-Doping Sweden have the same role.

The Swedish Government has set aside significantly and progressively increased funding for anti-doping activities over the years, see table 1 below. One expectation in this regards has been that the number of doping tests performed by the SSC will increase from 2,000 in 1999 and reach 4,500 by 2005. However, with the implementation of the WADP in 2004, other expectations and requirements also raised on the SSC and the resources allocated since then have been used to develop planning, reporting and other anti-doping administration to meet these increased requirements. See statistics on doping controls under article 3.7.

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

Additionally, a doping laboratory was established in 1983 (hereafter the “Doping Laboratory”). The work of the Doping Laboratory is described in more detail in Article 3.5. Of the funds allocated to sport, an annual 2.0 million SEK is to be used to secure the favourable development of the Doping Laboratory in the long term, thereby ensuring that the Doping Laboratory can continue to operate, deliver high quality, and maintain WADA accreditation and certification to ISO standards. Furthermore, the increase in resources gives the Doping Laboratory greater scope to engage in research, development and in-service training of staff.

The Anti-Doping Hotline (hereafter the “Hotline”), was set up in Sweden in 1993. The Hotline closed its operations and services in March 2022 due to lack of funding. From the start and up to 2016 it was supported by the Governmental authorities. The need for a national “advice centre” was raised by the SSC, which at the time was overwhelmed with questions about doping from the public. ADSE has since the closing of the Hotline started a dialog with the Ministry of Health and Social Affairs with the goal to save the remains of the Hotline service by transfer and reorganising the corresponding activities to ADSE. The need for counselling for doping addicts is hardly any less today.

As a basis for evaluating the results of the state funding which ADSE receives annually, ADSE shall by March 1st every year submit a report regarding the anti-doping activities the previous year, via the Anti-Doping Foundation (hereafter the “ADS”), to the Government. The report shall describe how ADSE and the Anti-Doping Foundation meets the requirements of the WADC and the International Standards. The report shall be supplemented with the annual economic report on how the Governments funding have been used as well as an audit report.

For the Governments annual evaluation, reports shall also be disclosed to the Swedish Research Council for Sport Science at the Swedish School of Sport and Health Sciences. ADSE must in that report present statistics on the number of doping controls during the year and the number of anti-doping rule violations, all broken down by gender.

Since the last report in 2004, the Governments allocated support for anti-doping has developed as shown in table 1 below.

Table 1. The Governments allocated support for anti-doping during 2008 - 2022

Year	Total funding	The Doping Laboratory (million SEK)	The Anti-Doping Hotline (million SEK)	The NADO (million SEK)
2008	23 million SEK	1.5	1.5	20
2010	26 million SEK	1.5	1.5	23
2015	26.3 million SEK	1.8	1.5	23
2016	30 million SEK	1.8	-	28.2
2020	35 million SEK	2	-	33
2021	44 million SEK	2	-	42
2022	45 million SEK	2	-	43

For 20 years, the Swedish Government also makes financial contributions to WADA every year for their work for a doping-free sport. For 2022 the Government decided to provide WADA with just over 2 million SEK for financing their activities, in line with the estimated figures provided from the Council of Europe.

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 the, 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 11.1b;

c) "sportsmen and sportswomen" means those persons who participate regularly in organized 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 Swedish Anti-Doping Regulations (hereafter the "IDR"), is in accordance with the World Anti-Doping Code.

ADSE has an active role in the revision of the WADA List of Prohibited Substances and Methods (hereafter the "Doping List"), every year after consultation with the other Swedish signatories and stakeholders. This approach in Sweden is in conformity with the definition set out in the Convention and the decisions adopted by the Monitoring Group of the Convention.

Under the SSC Statues, and the IDR, 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 (hereafter "WADA"). The Statues provides that a sportsman or sportswoman who is guilty of doping, or any other person who assists a sportsman or sportswoman with doping or supplies a sportsman or sportswoman with a doping agent, can be sanctioned.

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 sportswomen 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 and harmonisation.

The state structure for anti-doping efforts

Since July 1st 1992, the Act Prohibiting Certain Doping Substances (1991:1969) (hereafter the "Doping Act"), has been in force in Sweden. The Doping 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, the ANDTS strategy, one of which is concerned, among other things, with reduced use of tobacco and alcohol and a drug- and doping-free society.

The Government has since the introduction and implementation of the WADP recognized the SSC as the Swedish NADO responsible for the implementation of the practical requirements of the Convention. From the 1st of January 2021 the Government commissioned ADSE to the Swedish NADO and to bear that responsibility.

The Government ministries mainly concerned with combating doping in sport are the Ministry of Justice, the unit 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, which has a wider responsibility for doping issues going beyond sport include; The National Board of Health and Welfare, Swedish Customs and the Police Authority when it comes to law enforcement; the Swedish Food Agency, whose responsibility is to lead and coordinate official food control including food supplements (nutritional supplements); the Swedish Medical Products Agency which is responsible for approving medicines for human and veterinary use; The Swedish council for information on Alcohol and other Drugs which is a non-governmental organisation with the main task to inform the public and to educate professionals on alcohol and other drugs; The National Board of Forensic Medicine with the principal task to produce reports in legal cases; The Swedish Prison and Probation Service and the Swedish Prosecution Authority. These authorities, together with ADSE, also create an informal forum under the auspices of the Public Health Agency of Sweden for doping issues and is an important information channel for stakeholders in the doping field.

Proposals for more stringent legislation and regulations

As was described in the Swedish report from 2004 to the Council of Europe, the Government already in 1994 adopted terms of reference for a parliamentary committee of inquiry to undertake a review of the problem of doping. The committee's report, "Doping from a public health point of view" 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 survey of existing knowledge about doping agents and their

physical and psychological effects. Even if the landscape of the combat against doping has dramatically changed since then, the committee's report represents a substantial knowledge base on the doping issue as support for Swedish anti-doping work.

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 Article 3.4 below for further details).

The gym problem and the problem of doping outside organised sport

As a background to the introduction to the Act Prohibiting Certain Doping Substances (1991:1969) the Government indicated that the use of certain doping agents was not only a problem inside organised sport, but also in other contexts, e.g. in private gyms.

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. Its report also followed up the problem of doping at gyms. One of its conclusions when it comes to conduct doping controls in private gyms was that demanding a urine sample was to be regarded as a significant intrusion on a person's integrity and privacy. Public authorities are only permitted to make such a demand where there is a statutory basis for doing so. 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.

In April 2003, the Government appointed another working group with responsibility for doping in sport and related issues. The group assisted the Government offices with the task of providing secretariat facilities for intergovernmental co-operation under the International Anti-Doping Arrangement (IADA) and helped the Government offices to prepare for the upcoming visit of the evaluation team under the Convention. The working group would instigate actions, where deemed necessary, to improve Sweden's anti-doping program, including to tackle the problem of doping at gyms.

The Government decided in 2009 to appoint an investigator with the task, among other things, to submitting proposals for the design of the future national anti-doping activities and to investigate the possibilities of forming an independent national anti-doping organisation. It resulted in the report "Antidoping Sweden – A new path for work against doping", SOU 2011:10. The report formed the basis for decisions to be made about a fully independent NADO ten years later and will be referenced below.

One question which was highlighted was how to handle the doping problem outside organised sports, and especially the problems surrounding the use of doping agents at private gyms, as the conditions for conducting doping controls at private gyms had not changed since 2001. The reports assessment in the summary was that the doping substances that should be controlled for use outside the organised sport within SSC, should coincide with the substances forbidden in the Doping Act against certain doping substances and that the arrangement for doping tests and analyses should be similar to how it is arranged inside the organised sports.

From the working groups conclusions, and the Governmental reports proposals from 2011, the summaries were similar – a way forward when it comes to the gym problem was, in short, to set up an independent association that could assume responsibility, in a contractual or legal way, for doping controls in gyms.

This solution, the contractual or legal way, would also include the National Federations and their members, e.g. the federations for Bodybuilding and Fitness, that are not members of SSC, but which are subject to the jurisdiction of an International Federation that is a signatory to the WADC. These NF have access to ADSE's general information, published on the ADSE website. On the website there is also published different educational programs that can be used by these federations. Occasionally ADSE also provides guidance for these federations in different questions. Though when it comes to doping control services, ADSE cannot unilaterally decide on implementing such programs because ADSE does not have the jurisdiction over those federations corresponding to the agreement between ADSE and the SSC. And even more problematic is the fact that ADSE in an results management process cannot ensure a fair trial in the manner guaranteed between ADSE and the SSC, since the SSC does not have jurisdiction over those federations.

The law enforcement agencies, e.g the Police Authority, do carry out doping controls in private gyms after a reasonable suspicion according to law has arisen.

At the regional level, special anti-doping projects are carried out mainly for prevention and educational purposes. This is usually done in collaboration between the SSC regional offices, sports clubs with gyms, private gyms, representatives of the municipality and the Police Authority. When needed, doping controls on individuals are conducted.

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 the 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 an increase of efforts to combat doping in sport and to promote sports research. The bill was approved by the Parliament, and it established the prevailing policy between the State and the organised sports movement, SSC, namely that the independence of sport must be defended and that efforts against doping in sport must be strengthened.

3.3.2 The Anti-Doping Sweden's structure for anti-doping efforts

Regarding paragraph 2 of this article, it may be noted, as mentioned earlier, that anti-doping activities within organised sport have been the responsibility of the Swedish Sports Confederation, as the NADO, until December 31st 2020.

From Swedish Sports Confederation through Swedish Anti-Doping to Anti-Doping Sweden

The domicile of anti-doping activities within or outside the SSC has been discussed for many years in Swedish sports. The question has been important primarily for the sports movement's credibility – whether it is reasonable that compliance with the doping rules is controlled and enforced by the same organisation, SSC, that supports development of competition and elite sports.

This was the main background for the SSC Board decision in 2008 to appoint an investigation for an in-dept discussion of the organisational issue. The investigation gave support for the decision that an anti-doping organisation independent of the SSC should be established and managed jointly between the State and the SSC. The detailed forms of a new organisation were proposed to be the subject of a Governmental inquiry. In its General Assembly in 2009 the SSC decided to follow the proposal and encouraged the Government, which in December 2009 set up a Governmental inquiry. The investigation report (SOU 2011:10) ended in, among other conclusions, a proposal for an organisation outside of organized sports in the legal form of a Limited Company with shared ownership between the State and the SSC.

The report's conclusion to establish an anti-doping organisation, and its activities, outside the organized sports received support in the consultation process with the applicable stakeholders, but the proposed organisational form met some resistance and could therefore not be realized at that time. Within the SSC, and in dialogue with the Ministry of Culture, thoughts and discussion about an independent anti-doping organisation continued. Pending a final solution, the SSC Statutes were revised after a decision in the General Assembly in 2015, and in accordance with the principles of the 2015 WADC, given the Doping Commission an increased independence within the SSC and established the name Swedish Anti-Doping for its operational activities.

At the SSC General Assembly in 2017, an independent NADO was again discussed and the meeting commissioned the SSC to start a dialogue on the question with WADA. The conclusions after the contacts with WADA led to the CEO of the SSC commissioned an internal investigation in 2018, and based on the report from 2011, to examine which form of association could be legally appropriate for an independent NADO in Sweden, and to examine the conditions for such a NADO to have an extended anti-doping jurisdiction outside the SSC sports.

Simultaneously, the question of independent national anti-doping organisations gained more and more weight internationally. In the majority of comparable countries there were already independent NADO's, and when the WADA World Conference in Katowice, Poland, in November 2019 adopted a new WADC with entry in to force in January 2021, it was clear that the initiated discussion on the forms of an independent NADO in Sweden now had to be completed. After new deliberations between the SSC and the Ministry of Culture and after a decision at an extra SSC General Assembly in December 2020 it stood clear that the responsibility as Swedish NADO would be transferred from the SSC to the new organisation Anti-Doping Sweden.

The Government commissioned Anti-Doping Sweden, as Swedish NADO, to lead, coordinate and develop the national anti-doping work according to the WADP. An agreement was set up between the SSC and ADSE to provide conditions for ADSE to create the greatest possible benefit for sports in Sweden.

To ensure the independence of ADSE's anti-doping activities from sport organisations and the State, a foundation was established in December 2020, namely the Anti-Doping Foundation. ADS is an owners foundation and is the sole owner of the company Anti-Doping Sweden Ltd. The Board members of ADS are appointed by authorities and organisations somehow linked to sport, anti-doping and public health. The steering documents of ADSE and ADS as well as the organisational structure of ADSE are described in the appendix 1-3:

- *The Statutes of the Anti-Doping Foundation is described in appendix 1;*
- *Articles of Association of Anti-Doping Sweden Ltd is described in appendix 2;*
- *The organisational structure of Anti-Doping Sweden Ltd is described in appendix 3.*

ADSE's efforts to implement and apply the applicable provisions of the Convention are described in Article 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 recognizing 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 authorized doping control teams in other countries.

4. Parties reserve the right to adopt anti-doping regulations and to organize doping controls on their own initiative and on their own responsibility, provided that they are compatible with the relevant principles of the 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 April 1st 1999. In addition, a new provision was added to the Act on trade in Medicinal products (2009:366) and in the Act on trade in certain non-prescription Medicinal products (2009:730) and the Regulations on trade in certain non-prescription Medicinal products (2009:659) 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 important enactments relevant to the State's efforts to combat doping.

The Act Prohibiting Certain Doping Substances (Doping Act) (1991:1969)

The Doping 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.

The Medicinal Products Act (2015:315), see below, is applicable in its entirety to substances regulated in the Doping Act. It follows general principles that the Medicinal Products Act must be applied to the extent that no special provisions are given in the Doping Act. In the event of a conflict between the Doping Act and the Medicinal Products Act, the stricter penalty provision shall apply.

The Doping 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 April 1st 1999. At the same time, a rule was introduced creating a serious doping offence, carrying a penalty of six months to six years' imprisonment. Previously, the maximum penalty had been a prison term of two years. In judging whether a serious offence has been committed, special consideration is to be given to whether 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 Swedish Customs and the Police Authority to combat such activities by monitoring compliance with the law and acting when a suspected offence is discovered. Similarly, it is the task of the courts to impose penalties in cases which result in prosecution.

From the report that the Swedish Police Authority and the Swedish Customs published in 2016, it is stated that the authorities have had an established cooperation for a long time. It is also reported that during the 21st century, the occurrence of doping in society is widespread and that the development is seen parallel to an increased body awareness and increased availability on the black market/internet. Also, the trade with food supplements has increased significantly during the same time, including muscle-building products. Some food supplements that are promoted to guarantee a harmless alternative to doping have in investigations proved to contain so-called prohormones, a form of anabolic steroids.

On average, 1,500 doping seizures are made in Sweden every year, and the Swedish Customs is responsible for on average for just over 600 of them. The Swedish Customs made during the years 2020 and 2021, 725 and 701 seizures respectively. The Swedish Police Authority does not provide any aggregated statistics on the national level.

The Medicinal Products Act (2015:315) 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 Act, The Doping Act and **The Act Prohibiting Certain Products Hazardous to Health (1999:42)** and **The Regulations Prohibiting Certain Products Hazardous to Health (1999:58)**. For the latter it is the Public Health Agency that has the supervisory responsibility.

The Food Act (2006:804) and the additions in Regulation (2006:813) is applicable to all foods – also including food supplements (nutritional supplements) – which may contain substances that can be regarded as doping agents. In general, this Act stipulates that foods must not represent a hazard to health, and that their contents must be indicated by labelling. Non-compliance 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 (1992:860)**, 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 serious offence, and from two to ten years' imprisonment for a particularly serious 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 serious, 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 particularly serious offence. The penalty for unauthorised importing or exporting as a result of gross negligence is up to two years in prison.

The Act (2022:926) on data protection in anti-doping work in sport makes it possible to process personal data in anti-doping work in sport in an appropriate way and to protect natural persons from interference with their personal privacy in this processing. The Act applies to all processing of personal data that takes place in Sweden in anti-doping work performed on account of the World Anti-Doping Code or the International Standards that belong to the WADC. Participants in anti-doping work that are established in Sweden are covered by the Act irrespective of where their processing of personal data is performed.

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 Authority, prison and other authorities.

Financing of doping controls

With regards to Article 4.3.a, the funds referred to above with reference to Article 1 (43 million SEK for 2022), are intended primarily to cover the costs of doping controls and analyses, although they are also used for other anti-doping activities under the WADC. Additionally 2 million SEK is allocated to develop programs in the Doping Laboratory in Huddinge and as reported above, the Government allocates another 2 million SEK to WADA.

3.4.2 The sports movement's anti-doping regulations

After the 1st of July 2004, it is the World Anti-Doping Code, including the mandatory International Standards that acts as Swedish Sports anti-doping rules. The WADC is transferred through the WADA Model Rules to the Swedish Sports Anti-Doping Regulations.

Some of the International Standards are in the same way translated into Swedish and act as Swedish rules. This applies to the International Standards that are the most important for athletes and their entourage to be able to read and understand, The Doping List, The Whereabouts regulations from the International Standard for Testing and Investigation (hereafter the "ISTI"), the Standard for Therapeutic Use Exemptions (hereafter the "ISTUE") and the Standard for Result Management (hereafter the "ISRM").

If there should be a conflict between the Swedish regulations and the WADC and its International Standards, it is the latter that prevails.

The procedure to interpret and implement the WADA rules into Swedish regulations has followed the same pattern from the introduction of the first WADP in 2004, through the processes concerning the revised WADA regulations entering in to force in 2009, 2015 and 2021 respectively. Every time it has been a designated working group consisting of legal experts from SSC and the experts in anti-doping work that have developed the draft Swedish regulations for adoption of the SSC Board and the SSC General Assembly. And for the 2021 version of the WADC, it was also adopted by the ADSE Annual General Meeting.

However, the mandatory rules in the WADP do not prevent a NADO from supplementing the regulatory framework with provisions considering national characteristics. ADSE have adopted regulations for the national anti-doping work with definition of National Level Athlete, National Federations and some elite clubs reporting obligations etc.

Every version of the Swedish regulations has at each applicable time been approved by WADA.

Through the agreement between the SSC and ADSE it may be noted that the statutes of the Swedish Sports Confederation makes the regulations on doping and doping offences, applicable to all the member NF. All sportsmen and sportswomen who are members of a club belonging to a NF, which is in turn affiliated to the SSC, are subject to the same rules as regards doping offences. In addition, the SSC statutes requires the member NF to actively work for doping-free sport within their own organisations and member clubs, and to draw up anti-doping plans.

Many NF's 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 Doping Act are far fewer than those included on the sports movement's Doping List, being limited to substances which have or are assumed to have an anabolic effect. The Doping 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 Doping List.

The two regulatory frameworks also apply different definitions of what constitutes an offence. For an athlete to be found guilty of an Anti-Doping Rule Violation under the Swedish Anti-Doping Regulations, it is sufficient to demonstrate that a prohibited substance is present in a urine or blood 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 Doping 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 Doping Act of personal use of a doping agent can – if the substance was used in conjunction with sport and they are subject to ADSE 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 programs (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 Anti-Doping Sweden on how the funding has been spent – and, on the other hand, to decide in close dialogue with ADSE whether these allocations and the efforts of Government authorities are sufficient to achieve the overall 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 programs 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 obtain 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.

Status

The Swedish Doping Laboratory has Karolinska University Hospital as its host organisation and is its own section within the Medical Unit Clinical Pharmacology, Medical Diagnostics Karolinska, Huddinge. The operations are accredited by WADA and controlled by the Swedish accreditation body SWEDAC according to the current inspection cycle with regard to the standard ISO/IEC 17025. The laboratory is also accredited according to the ISO/IEC 15189, which enables the analysis of healthcare samples.

Sample volumes

During the last 10-year period, the laboratory has had a positive development in the number of samples from just over 4,000 in 2012 to a peak of almost 12,000 samples in 2019. For 2021, the sample volumes were just over 7,000 samples. The laboratory's largest customer is Anti-Doping Sweden with roughly 4,000 samples per year. Other major customers have been the Russian NADO, as well as the Finnish NADO, where the laboratory had the opportunity to offer analyses in 2019-2020 when the Helsinki laboratory carried out a planned reorganisation. A notable number of samples are also analyzed for a number of International Federations and other NADOs, for example the Estonian NADO. In addition to sport samples under WADA accreditation, the laboratory also analyses anabolic steroids for healthcare and drug tests in working life for the "sister laboratory" Drug Analysis Laboratory, as well as daily blood analyses for the "sister laboratory" Medicines Laboratory.

Economy

The laboratory's funding is based on the invoicing of analyses to clients and also on a Government funding of 2 million SEK per year from the Ministry of Justice. The dynamics of sample volumes is a challenge for long-term planning of the business in terms of staffing and investment in infrastructure. This has meant that the workforce has changed somewhat in recent years. Currently, the number of employees at the laboratory are 18 people.

Analysis activities

The laboratory has a good infrastructure in terms of instrumentation and premises and continuously expands analysis capacity. Implementation of new methodology and infrastructure is regulated partly by the adherence to the International Standard for Laboratories (hereafter the "ISL"), and other relevant WADA documents and partly by the laboratory's strategic decisions regarding business development. For critical instrumentation such as chromatography coupled to mass spectrometry and EPO platform, there are at least double platforms. The laboratory also has access to the hospital's system for uninterrupted power and assurance of continuous production.

Research and development

The laboratory has a strong strategic investment in research and education to build competence in doping analyses. Currently, five of the laboratories' employees have a PhD degree. In 2020, three employees were registered for PhD-education with a clinical part. The academic partners is the Department of Laboratory Medicine, Karolinska Institute. The projects are financed by both internal and external research funds. A pronounced part of the

investment was to offer development opportunities for employees with the goal of building a strong and stable research environment and maintaining competence within the laboratory. In addition, Master's degree projects have been able to be carried out at the laboratory at regular intervals with academic partners such as Stockholm University, Uppsala University and the Royal Institute of Technology. Research areas include development of methodology for EPO analysis on dried blood spots, methodology for analysis of steroids in blood, steroid profile markers and testosterone doping in women.

Collaborations

The Doping Laboratory has and has had development and research collaborations with several other doping laboratories and regularly presents results at international conferences and through the publication of scientific articles. The laboratory is part of the Clinical Pharmacology Medical Unit and strongly contributes to the unit maintaining national and international expertise in analytical biochemistry and pharmacology.

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 programs and information campaigns emphasizing the dangers to health inherent in doping and its harm to the ethical values of sport. Such programs 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 programs will emphasize 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 programs that respect the integrity of the human person.

3.6.1 Educational programs and information campaigns

The sports movement's information and education efforts

Over the years, SSC has been a natural knowledge centre for doping issues in sports, but also for the public. By spreading knowledge and offering help for self-help, SSC has stimulated and developed preventive work at all levels in sports. It is done by providing, and making available via the website, qualified information and educational material.

The overall aim is 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.

Since 2021 it is ADSE that is responsible for the anti-doping information and education activities and ADSE is also responsible for the training and education of key personnel within the NF and the SSC regional organisation. ADSE also educates and accredits its own lecturers in the recently formed Lecturer Pool which is mandatory according to the International Standard for Education (hereafter the "ISE") as well as its own Doping Control Officers (hereafter "DCO").

Education and information about anti-doping issues is a crucial part of preventive anti-doping work and should take place at all levels in sport. The NF's anti-doping programs must

show how education in anti-doping take place within the NF's own national teams and, in its members-clubs.

ADSE is also at service with anti-doping information within the education of law enforcement personnel, sport physiologists, social workers and other professional groups.

All information and education activities together form the ADSE educational program which is compliant with the 2021 WADC and the International Standard for Education.

The following is a presentation of the most significant parts of the ADSE educational program;

Provision of basic information

For many years, the SSC has had a website, which provides a wide range of information on doping, both for athletes, their entourage, parents and for the public. The website has since 2021 been maintained and continuously developed by the information and education unit at ADSE. The website includes all of the applicable regulations such as the WADC, the International Standards including the Doping List, the Red/Green-list (a drug search program consisting of medicinal products available in Sweden with or without containing prohibited doping substances) that together with the Swedish Anti-Doping Regulations and the SSC Statutes constitutes the legal framework for anti-doping work inside sports in Sweden.

The website also contains comprehensive tools to be used for information and education purposes such as ADSE educational programs (some of which are described in more detail below), a series (18) of self-produced short films on various important anti-doping themes, articles describing the risk of the use of food supplements, statistics over ADSE anti-doping activities, mainly the number of the different doping tests conducted, number of ADRV's etc.

In the document and media archive on the website, there are folders and brochures, information films on various doping themes, research reports, authority reports and ADSE's own annual report. From the website it is easy to access the Doping Tip Line and ADSE Facebook and Instagram accounts.

An information bank containing the most common Q&A is posted on the website to improve the service provided and to release resources for other information support. Those interested in keeping abreast of developments in the doping area can also subscribe via the website to an electronic newsletter. Although the focus of the information service has increasingly shifted to the internet, ADSE still answers a large number of direct enquiries made by e-mail or telephone.

Help towards self-help

In Swedish sport, each of the NF has full responsibility for the development of its sport. This also applies to the obligation according to the SSC Statutes of promoting doping-free sport. The role of ADSE as NADO, therefore, is primarily to help the SSC member organisations to help themselves.

Since the end of the 1990's, the SSC's Statutes has required every NF to have an anti-doping action plan geared to the needs of its own sport. Since this requirement was introduced, the SSC earlier and in the latter years ADSE, has assisted the NF's in preparing these plans and there are guidance documents posted on the ADSE website for this purpose. All the NF within SSC have adopted action plans. The plans form a basis for further development of both ADSE's support for the NF and the DF of the SSC, and of the DF's support for the NF's

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

In addition, a well-developed method of providing help towards self-help is the support given by ADSE to various key individuals in the NF. Every NF has a designated contact person with responsibility for doping issues, together with a responsible medical officer. In many NF, 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.

The NF's fulfilment of the requirements of the SSC Statues, and according to IDR, is a prerequisite for receiving funding from the Government through the SSC.

The support from ADSE to the National Federations consists more specifically of the following activities:

- Annual conferences for all the NF's key persons such as the anti-doping contact person, responsible medical personnel, coaches and trainers, CEO's and other officials connected or interested in anti-doping issues;
- Physical meetings at an individual level once a year with high priority sports and at somewhat longer intervals for other NF's, or as need arises;
- Education, including providing lecturer for courses, conferences and training camps on national level for athletes, held on the initiative of the NF, and organising ADSE-courses for different target groups within particular NF on specific items, e.g. on Whereabouts process, TUE's etc;
- The NF contact person can subscribe to 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 to a specific site on the ADSE website intended to NF's contact person with information resources in the form of draft articles for publication, fact sheets, presentations etc;
- Printed material to be passed on to elite athletes, e.g. regarding their rights and obligations in connection with doping controls, the Doping List and the Red/Green list, and procedures for Whereabouts reporting;
- A corresponding support program exists for the SSC District Federations, including an annual anti-doping conference for contact persons, to give them better conditions to provide regional and local support to the NF's district organisations and clubs. All the elements of the organisation thus work together to ensure that the NF's anti-doping action plans have an impact at the grass-roots level.

Vaccinate the club (Vaccinera klubben)

"Vaccinate the club against doping" is an educational program developed for sports clubs. With the help of the program, the clubs create their own action plans against doping, in both a preventively way and in acute situations.

In 2021, 279 local clubs completed the program and at the end of the year a total of 3,655 clubs had gone through the vaccination program.

The method also supports the NF in their work to spread and implement the NF's own action plans at the local clubs level.

Real Winner (Ren Vinnare)

“The Real Winner” program is a basic e-education in anti-doping mainly for athletes, young and old, and at elite and recreational level. Through seven short modules (approx. 30 minutes in total) with different themes in videos, facts and questions the participants gain knowledge about the most important themes in anti-doping like doping controls, TUE’s, Whereabouts, Regulations and ADRV’s. In 2021, 4,926 persons have completed the program and a total of 24,866 persons have completed the education since the start in 2016.

A majority of all National Federations have introduced Real Winner as mandatory for athletes and leaders. The SOK and the SPK have made the e-education mandatory for all athletes who will represent Sweden in the Olympic and Paralympic Games.

The program also include a knowledge test and a repetition module for those who have already completed the first module of the e-education.

Co-operation with other stakeholders

Since the early 1990’s, doping has been regarded in Sweden not only as a problem for organised sport, but also as a wider societal problem. 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 public. Such collaboration takes place both at the national level and on a regional and local basis.

Through the SSC District Federations, ADSE and the sports movement are 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 programs etc.

At the national level, ADSE 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 food supplements. Another example is the ongoing discussion with the Ministry of Health and Social Affairs to assign ADSE an extended mission to also prevent doping within society. As mentioned above, ADSE also has an ongoing collaboration with other authorities within the informal collaboration group for doping issues within the ANDTS strategy which the Public Health Agency of Sweden is responsible for.

Another arena for collaboration between ADSE and other stakeholders is the national network against doping outside organised sport, namely “Prevention of doping in Sweden” (hereafter the “PRODIS”). PRODIS consists of representatives for training facilities (gyms), sports organisations, and prevention coordinators from municipalities and county councils.

PRODIS uses the method “100% Pure Hard-training” which is a work method that aims to reduce the use and availability of anabolic androgenic steroids and other doping substances. The method is developed by STAD in collaboration with PRODIS. STAD (Stockholm prevents alcohol and drug problems) is an educational resource and research center for prevention of alcohol and drug abuse.

The “100% Pure Hard-training” method is based on education, certification and collaboration between gyms, the Police Authority, sports and municipality. STAD’s efforts with the coordination of the method and the PRODIS network are funded by the Ministry of Health and Social Affairs through the Social Public Health Agency. In 2022 the Governments allocated support to STAD for the “100% Pure Hard-training” method was 1.5 million SEK.

Opinion forming

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. The importance to influence opinion through correct information is increasingly clear both within sport and in the wider society. A key channel for opinion forming is the ADSE’s own organisation. The newsletters, website and all doping controls and lectures have a crucial part to play. Other channels include the press releases and campaigns and direct contact with different kinds of mass media when current topics is coming up.

ADSE have since it become a fully independent organisation, greater opportunities to pursue its own issues and media policy publicly compared to when anti-doping operations were part of the more sports political SSC.

Education and training of Doping Control Officers

ADSE’s accredited Doping Control Officers are trained and educated according to the requirements in the ISTI. The education and accreditation take place in two stages. After the first step they become accredited Chaperones. After a year, at least, in practice as Chaperones, and after a suitability-assessment, and if there is a current need for recruitment, the Chaperone can be invited to the next stage. After passing a two-day course and the following examination they become accredited DCO’s.

Subsequently, to maintain their accreditation, they must take part in regular continuing education and the annual DCO-conference.

Currently ADSE has approximately 60 DCO’s and 90 Chaperones. Of these 150 officials are about 40 of them also accredited as Blood Control Officers (hereafter “BCO”), with qualifications to draw blood equivalent to a phlebotomist.

In addition to being responsible for doping controls – which are themselves an excellent opportunity to pass on information – DCO’s thus represent an important knowledge resource for sport. 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 ADSE website.

ADSE lecturer pool program

To further strengthen the education program and to meet the constant need for education and information ADSE has recruited, educated and accredited a group of lecturers spread across the country.

The lectures given by the ADSE lecturer pool are funded by ADSE and the main target groups are school-youth in national, regional or local sports high school. Lectures can also be conducted in other contexts for National Federations and their clubs meaning that target groups may also be elite athletes, coaches, parents and younger athletes.

To ensure that the content of the lectures is correct and factual and to harmonize what ADSE wants to mediate as important anti-doping knowledge, ADSE has created a series of presentation materials on different anti-doping themes adapted to the different target groups.

ADSE's lecturer pool program started during 2022 and is yet too early to be evaluated. That said, ADSE has the ambition to increase the effort and has requested funds for an expansion of the program, which will be needed especially if ADSE were to be given responsibility for all anti-doping activities outside of organised sports as well.

3.6.2 Research and development in sport

Funding for sports research in Sweden is distributed by a special research council, the Swedish Research Council for Sport Science (hereafter the "CIF"). In 2022, CIF had a budget of 22 million SEK, which was shared among 74 different research projects. None of the research projects granted for 2022 directly concerned the doping issue, even if some projects deal with related topics such as food supplements.

Results of research that is in some way affecting doping, anti-doping work and anti-doping knowledge is posted on the ADSE website.

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, see ADSE comment under Article 7. ADSE, through its employees with cutting-edge expertise in e.g. doping analysis, are involved in research and development projects at an international level, mainly under the auspices of WADA.

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 harmonize their respective rights, obligations and duties, in particular by harmonizing 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 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 judgement 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 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 authorized doping control team of that country;*
- c) to clarify and harmonize 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.*

The Swedish Sports Confederation decided in 2003 to adopt the World Anti-Doping Code and it came into effect in Swedish sport on July 1st 2004. In practice, the implementation and compliance of WADC and the mandatory International Standards did not entail a lot of major changes in the beginning but through the years the increased requirements in the WADC and International Standards, together with a number of new International Standards, has led to a significant increase in activities for the Swedish NADO, and as a result, also an increased need for support and resources from the Government.

The implementation of the WADC and the International Standards has also meant several changes to the existing regulations inside Swedish sport and to an expansion and development both in the SSC Statues and in the past two years for ADSE. Additionally, the transfer of the responsibility for NADO and anti-doping activities from SSC to ADSE on January 1st 2021, also lead to significant changes in the SSC Statues.

Through the agreement between SSC and ADSE the 71 National Federations affiliated to the SSC requires them, according to the SSC Statues, to take active steps to combat doping and to establish anti-doping programs of their own. The NF's are also required to on request provide information to ADSE about their activities to facilitate ADSE's anti-doping programs. As a consequence of the mandatory provisions the NF's also designates one official as

responsible for the anti-doping activities inside the NF and to be the contact person towards ADSE.

In the agreement between SSC and ADSE it is stated that SSC shall ensure that each of its 19 District Federations is obliged to actively work against the use of doping substances inside sports and to prevent ADRV's. Within the DF's, preventive actions are undertaken at the local and regional level often in collaboration with municipal and county councils and even regional law enforcement agencies.

Each DF has an official with responsibility for its regional preventive anti-doping program. Anti-doping measures within the SSC are thus implemented both at the national level and within individual sports and regions.

When it comes to doping control procedures, harmonization and quality is an issue of crucial importance in safeguarding the legal rights of the sportsman or sportswoman concerned. The anti-doping rules inside Swedish sport applies to all sportsmen and sportswomen. Earlier that was according to the SSC Statutes and since January 1st 2021 according to the rules adopted by both SSC and ADSE.

Sweden has since the early 1980's detailed rules on the conduct of doping controls, rules which over the years have improved progressively. As a result of Sweden becoming a party to the International Anti-Doping Arrangement in 1998, quality standards for doping controls, among other things, have been made even more rigorous.

Nowadays ADSE has a well-developed doping control program. Since 2002 this program has been certified according to 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. The current certification according to ISO 9001:2015 covers all the mandatory elements of the WADC and the International Standards.

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 in Swedish sports, structured to reflect the contents of the article, is therefore in place here.

Regulations

The Swedish signatories to the WADC, Anti-Doping Sweden, Swedish Sports Confederation, Swedish Olympic Committee and Swedish Paralympic Committee are all bound to the rules in the WADC and the International Standards. As has already been stated, the organisation of sport in Sweden through the Statutes of the SSC and the rules in IDR applies to all sportsmen and sportswomen active in any of the sports clubs existing within the SSC. And in the same way as the WADC's principles of mutual recognition prescribe, a suspension from one sport disqualifies the individual concerned from participating in any SSC sport in Sweden, or in any other country or sport worldwide according to Article 15 in the IDR.

Conflicts of rules can still arise for Swedish athletes but through the harmonization in the WADC that type of conflicts becomes more and more rare and is overlooked and decided upon by WADA and ultimately the Court of Arbitration in Sports, CAS. Sweden has since the beginning contributed actively to the worldwide effort to develop, revise and improve the World Anti-Doping Program, which harmonize regulations, not least with regard to periods of suspension.

List of banned agents and methods

Anti-Doping Sweden, and through that the Swedish Sports Confederation, follows and applies the WADA List of Prohibited Substances and Methods since 2004.

Disciplinary procedures

Disciplinary procedures are set out in IDR and the Swedish standard for Results Management (a translation of the ISRM) and the Statutes of the SSC.

The normal procedure if an athlete or another person is suspected of an possible Anti-Doping Rule Violation is stated in the Swedish standard for Results Management. In short it is as the following:

- After a positive analysis is reported by a doping laboratory, or a report of another possible ADRV is received, ADSE starts an investigation and notifies the athlete concerned of the possible ADRV;
- If a positive analysis is reported, the athlete is given the opportunity to request an analysis of his or her "B sample". The athlete is also given the opportunity to give a written statement on the possible ADRV;
- ADSE also offers the athlete to participate with ADSE in a physical meeting where the athlete can give oral comments of the possible ADRV and ADSE can inform the person about the rules and the results management procedures. During the meeting the athlete are also informed, as in the notification, about the possibilities to give information and substantial assistance to ADSE about other possible ADRV inside sports or according to law or professional disciplinary rules;
- After ADSE's investigation is completed and ADSE deems that the athlete, or other person, has a case to answer ADSE sends an injunction with ADSE's decision on the ADRV and the applicable sanction proposed;
- The athlete can accept or reject ADSE's decision;
- If the injunction and proposed sanction is accepted by the athlete, ADSE issues a decision which is reported to WADA and other applicable sports organisations;
- If ADSE's decision is rejected by the athlete, ADSE will report the case to the Doping Board.

According to chapter 13:7 in the SSC Statutes, the Doping Board handles in first instance disciplinary cases according to the anti-doping regulations in IDR. The Doping Board is operationally independent from SSC and is operationally and institutionally independent from ADSE and fulfils the requirements to conduct a fair and impartial procedure according to WADC. The International Standard for Results Management also gives the right to the athlete or other person to challenge the appointment of any Doping Board member if there are grounds for potential conflicts of interest. The Doping Board arranges for any additional investigation of the matter that is required. The Doping Board also arranges oral hearings on request, from either party, and the athlete or other person has also the right to request a public hearing according to the ISRM.

- After the hearing process, the Doping Board issues its decision which can be appealed by the parties, WADA and the applicable International Federation.
- According to Article 13 in IDR, a Swedish national level athlete or a recreational level athlete or another person can make an appeal on the decision reached by the Doping Board

to the Swedish Supreme Sports Tribunal, which is the Swedish sports movement's highest adjudicating body. The Swedish Supreme Sports Tribunal is operationally and institutionally independent from ADSE and respect the principles for the appeal process set out in Article 13 in IDR. For the most part, as in the Doping Board, proceedings in doping cases are conducted in writing, but the athlete or other person can request an oral hearing before the Supreme Sports Tribunal and moreover the hearing process before the Supreme Sports Tribunal is following the principles set out in IDR.

- The Supreme Sports Tribunal's decisions may be appealed to CAS, where this is stipulated in IDR, the WADC or other applicable anti-doping rules.

The results management process as well as the decisions of both the Doping Board and the Supreme Sports Tribunal are in compliance with the comprehensive requirements and principles set out in IDR. The decisions are reported to the anti-doping organisations, including WADA, with a right to appeal.

- For national level athletes the decision, with detailed description, is announced on the home page of the SSC following the principles for public disclosure in IDR. For lower-level athletes, and in respect of principles on proportionality and human rights, there is no public disclosure. The athlete's applicable sports club and National Federation are informed of the decision and the time of suspension but no detailed information on the ADRV is given regarding the above-mentioned principles. These Swedish application of the requirements in the IDR regarding reporting and public disclosure of Anti-Doping Rule Violations are accepted by the Swedish Authority for Privacy Protection.

Doping control procedures

The doping control unit at ADSE is responsible for planning and carrying out doping controls and samples for biological profiles, the "Athlete Biological Passport" (hereafter the "ABP"). The unit is also responsible for interpretation of doping test results, Whereabouts administration, as well as administration and follow-up of athletes and teams in ADSE's testing pools. All activities are conducted in accordance with the International Standard for Testing and Investigation.

ADSE creates a doping control distribution plan each year for the distribution of doping controls and the type of samples within the national testing program that includes the SSC's National Federations, clubs and athletes.

The doping control program shall have a preventive, deterrent and detection effect. When planning doping controls, a careful risk assessment is first carried out, which includes many different factors that can affect the risk of using prohibited substances or methods. The doping control samples are then distributed with a customized analysis menu according to the assessed risk in each sport, both within the elite sports and within the sub-elite levels, which are counted as competitive sports. Doping controls are also carried out on competing low-level athletes and recreational athletes that are covered by the IDR inside the SSC.

The doping control plan can be adjusted during the year, due to analysis results of already completed doping controls as well as after collation of intelligence and investigation material that has been received or for other reasons that arise during the year.

The doping controls in the national program are carried out and performed by accredited Doping Control Officers who are trained, educated and authorized by ADSE, se Article 3.6.

Beyond the national program ADSE also provides doping control services at international events in Sweden. As an example several international competitions and championships were held in Sweden in 2021 where ADSE was hired as Sample Collection Authority and conducted doping controls for WA, FIS, IBU, EHF, IIHF, IPC and several other International Federations.

The number of doping test collected during the years 2019–2021 are listed in table 2 below. The reduction in the total number of doping tests in 2020 and 2021 compared to 2019 is caused by the Covid-19 pandemic. Due to the pandemic fewer national and international competitions were organized in Sweden in 2021.

Table 2. Total number of doping tests collected during 2015 - 2021

Year	Urine tests	Blood tests	ABP samples	Total
2015	3577	113	437	4127
2016	3604	103	455	4162
2017	3566	127	699	4392
2018	3570	307	504	4381
2019	3968	234	760	4962
2020	1971	91	453	2515
2021	3073	96	638	3807

A doping test can consist of urine or blood. In some of the cases, blood is analysed for prohibited substances. But in the most cases, blood is collected to analyse blood values for the ABP. Such samples are included in an athlete’s personal biological profile and are used to see changes in blood values over time.

Of the 3,228 doping tests in ADSE’s national program in 2021, 2,669 were urine samples, 499 were blood samples within the ABP-program and 60 were blood samples for analysis of growth hormone and/or EPO.

To help evaluate the athletes biological profiles, the Nordic Athlete Passport Management Unit (hereafter the “NAPMU”), was established in 2013 in collaboration with the NADO in the Nordic countries and the WADA accredited Doping Laboratory in Norway. The NAPMU review all biological profiles anonymously and make recommendations on how suspicious biological profiles should be followed up.

Doping controls can be conducted in-competition as well as out-of-competition. Most tests are conducted out-of-competition but since some prohibited substances only are forbidden in-competition, there is strong reasons for in-competition testing.

Anti-Doping Sweden’s testing pools

ADSE is compliant with the requirements about athletes Whereabouts information in the International Standard for Testing and Investigation.

The object of the Whereabout rules is to enable and simplify unannounced out-of-competition doping controls and support an effective doping control program. All NADO’s must establish criteria to identify which athletes at the highest national and international

level should be included in their testing pool. These athletes are subject to the Whereabouts reporting rules and are required to regularly report their Whereabouts.

In ADSE's doping control program there are four testing pools, namely the International Registered Testing Pool (hereafter the "iRTP"), the Registered Testing Pool (hereafter the "RTP"), the Control Pool (hereafter the "TP") and a Control Pool for Teams (hereafter the "TP Team").

The International Registered Testing Pool includes athletes who are part of an International Federation's RTP and who competes at a high international level. The iRTP included 40 Swedish athletes in 2021 who were selected by the International Federation to report to them.

The Registered Testing Pool includes athletes at a high national level, who compete internationally in a sport and discipline that is prioritized by ADSE for out-of-competition testing. The RTP included 130 athletes in 2021 who reported to ADSE.

For athletes in iRTP and RTP, the more extensive requirements for Whereabouts reporting in the ISTI apply and which, if they are not met, can ultimately mean an ADRV according to the WADC.

During 2021, ADSE has established another testing pool, the Control Pool with 104 athletes, where the requirements for reporting are lower. The TP includes athletes who are at the level below the highest national level in their sport as well as athletes at the highest level in sports that are considered to have slightly lower risk in the risk assessment.

Finally, there is a Control Pool for Teams, The TP Team includes clubs in sports that are prioritized by ADSE for out-of-competition testing and that plays in the highest national league in their sport. In 2021, 67 teams from six different team sports were included in the TP Team.

Intelligence and investigations

As a support for the ADSE doping control unit's work with planning of target testing and prioritization of doping control missions, ADSE has also established an unit for intelligence and investigations. The activities of the intelligence and investigation unit are in line with, and compliant with, the requirements of the ISTI.

Among several activities carried out by this unit is a web-based Doping Tip Line which has been up and running since 2018. Every year the unit handles, and investigates, between 30 to 50 tips, in addition to information that comes to the unit's attention in other ways. The unit also contributes with detailed and competent investigative efforts in the management of results of possible ADRV's.

Additionally the intelligence and investigation unit includes an unique instrument in the fight against doping. Since 2017, the Swedish NADO has owned and used a doping detection dog, Molly. Molly is the first doping detection dog in an anti-doping organisation in the world.

The doping detection dog, with its dog handlers, accompanies the DCO's in doping controls in sports and has both a deterrent and a detection role. Molly's detection role has resulted in a number of cases during the years.

Molly also attracts a lot of attention among athletes and their entourage when she is on assignments. This creates meetings and conversations with athletes and officials where ADSE's DCO's get the opportunity to inform them about anti-doping.

Testing in other countries

Sweden has ratified the Additional Protocol to the Anti-Doping Convention, which deals with mutual recognition of doping controls in sport. The inclusion of mutual testing within the scope of the Convention was a strategically important advance in the international fight against doping

When it comes to testing in other countries, Sweden has actively co-operated with the other Nordic countries. As early as in 1983, the sports organisations of the Nordic countries signed a convention, The Nordic Anti-Doping Convention, which at that time was an unique agreement and became a style-forming concept to meet the need for increased international cooperation. Among several outcomes, the agreement made it possible to carry out doping controls on each other's athletes.

Swedish athletes train and participate in competitions all over the world. In the strategic plan for doping controls, it is essential that Swedish athletes also can be tested for doping wherever they perform their sport. ADSE co-operates with other NADO's that fulfils the quality requirements of ISTI in testing of Swedish athletes abroad and sometimes ADSE engage well developed and recognized service providers for the same purpose.

The requirements in the Convention are met by harmonized anti-doping regulations following the standards and procedures in the WADC and applicable International Standards.

Participation by sportsmen and sportswomen themselves

It is in the interests of clean sport and of ADSE that sportsmen and sportswomen should play an active part in anti-doping efforts. ADSE is therefore actively seeking to secure their participation in different kind of activities. One example of this is the Real Winner campaign where well known Swedish top-level athletes advocates a sport free from doping.

Over the years some individual Swedish athletes have made strong efforts for a sport free from doping on the international level, efforts which ADSE strongly support.

ADSE has since its establishment in 2021 followed the international trend to include former elite athletes in its governance. Former elite athletes have seats in the Board of both Anti-Doping Sweden and the Anti-Doping Foundation, which is also stated as criteria in the steering documents of the two organisations.

Currently ADSE has none "Athlete Commission". That said, the discussion of creating such a commission is on the agenda for future development of ADSE's anti-doping program.

Training methods

It is not in the scope of ADSE's mission or anti-doping activities to promote methods for athletes optimal training and performance. Nevertheless one element in the fight against doping is to spread the basic message that sportsmen and sportswomen do not need to dope themselves to succeed in sport. Accordingly, it is the National Federations with support from and together with the SSC, the SOK and the SPK, that have the responsibility to develop training methods and guidelines based on science for their respective 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 to acquire the experience, skills and techniques 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 historically has provided information and education for countries needing such assistance.

To combat doping in sport international cooperation is essential, and collaboration in the world-wide anti-doping community has developed significantly during the last 20 years, not least since WADA's establishment. Sweden has traditionally been one of the lead countries in the fight against doping and has taken various steps to raise issues relating to doping control programs at the international level.

To further reinforce the importance of international agreements the Government of Sweden became in October 2005 one of the first countries in the world to ratify UNESCO International Convention Against Doping in Sport.

In close cooperation between the Government and ADSE, Sweden is a party to the International Anti-Doping Arrangement since 1998, which is a multilateral agreement between the leading anti-doping countries in the world. The Swedish NADO is given the responsibility by the Government to be the implementing authority for Sweden's undertakings under this arrangement which seeks to promote international co-operation to prevent doping in sport.

Sweden has contributed to the development of the World Anti-Doping Agency and has played an active role in developing the World Anti-Doping Code and the International Standards. That has been an ongoing work since the implementation of the first WADC in 2004 and the following processes to revise the WADC and the International Standards to come into force in 2009, 2015 and 2021.

Sweden has been, and still is, represented by the Government, in WADA's Executive Board, the Foundation Board and in various of WADA's Standing Committees over the years. In recent years some ADSE employees also have been appointed by WADA to participate in various WADA Expert Advisory Groups. Additionally Sweden has been represented in WADA's Advisory Athletic Committee.

The staff, and even some years Board members, of the Swedish NADO participates every year in the WADA Annual Symposium, not seldom with a large contingent of its employees.

The SSC as the Swedish NADO was in earlier years a member of the Association of National Anti-Doping Organisations which was converted to INADO, Institute of National Anti-Doping Organisations. ADSE is the current member of INADO and participates in the annual INADO workshop with its staff.

Under the Nordic Anti-Doping Convention ADSE holds an active role in the Nordic Leaders Group and the Nordic Working Groups which were established to cooperate and share experiences on the core activities in the Nordic NADO's anti-doping programs.

In addition to the international co-operation stated above, ADSE takes the initiative and participates in various international working groups with the aim of developing the daily operations of the anti-doping program, e.g., development and implementation of "paperless doping controls".

Through the organisation of sports and anti-doping work in Sweden, the National Federations also becomes part of Sweden's fulfilment of the Convention.

The Doping Laboratory at Huddinge University Hospital is a partner in the collaboration that takes place between all of the WADA accredited doping laboratories, involving exchanges of knowledge and participation in research projects. In this area of doping analyses the Nordic co-operation is well developed, see also Article 5 above.

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.

STATUTES OF THE ANTI-DOPING FOUNDATION

1. The purpose of the foundation

The Swedish Sports Confederation, 802002–8166, has established the Anti-Doping Foundation (below called the Foundation) in order to support the independence of the anti-doping activities, both within and outside of sport, in Sweden. The purpose of the Foundation shall be fulfilled through owning and possessing all of the shares in Anti-Doping Sweden Ltd, 556863–0080, which conducts the Swedish anti-doping activities and performs assignments associated with it. This includes exercising supervision over the anti-doping activities of Anti-Doping Sweden Ltd to ensure it follows the World Anti-Doping Code in force at any given time. This also includes the possibility to request from the State and to Anti-Doping Sweden Ltd the provision of allocated funds.

2. The assets of the foundation

The funds that have been provided to the Foundation at the Foundation's formation may not be used. The return on the assets may only be used for reasonable costs of the Foundation's administration, financial accounting and audit and remuneration to the auditor and the board members.

The shares of the Foundation referred to in Section 1 may not be transferred to a third party.

3. Board of Directors

The Board of Directors shall comprise of not less than five but not more than nine members. The Government, the Swedish Sports Confederation, the Swedish Olympic Committee, the Public Health Agency, the Swedish Association for Physical Activity and Sports Medicine, the Swedish Research Council for Sport Science, the Swedish Parasport Association and the Swedish Paralympic Committee shall be entitled to appoint one member each.

One of the members appointed by the Swedish Sports Confederation, the Swedish Olympic Committee and the Swedish Parasport Association and the Swedish Paralympic Committee shall at all times be former athletes active at national team level or equivalent. Which organization at what time should appoint a member with this qualification requirement is determined according to a process decided by the Board of Directors.

If any of the specified organizations at any time refuses to appoint members, the Board of Directors shall appoint members with a suitable qualification profile so that the board consists of at least five members. The Board of Directors may appoint additional members, with the qualification profile that the Board of Directors considers necessary, up to the maximum number of members specified in this Section. The Board of Directors may also appoint deputy board members.

All members shall be appointed on the basis of qualification, integrity and suitability requirements. A balance shall be sought between members of the board appointed by or in connection with the State and sport respectively.

The board shall consist of women and men, where each gender shall be represented by at least 40%. The appointment of members in order to meet this requirement shall take place in accordance with a process decided by the Board of Directors.

When appointing members, the aim shall not be to replace the entire Board of Directors at the same time. This according to a process that the board itself decides.

The members shall be appointed for a period of three years. The same person can be reelected a maximum of three consecutive terms. A person may not be a member if this would be contrary to what is stipulated for being a member of a national anti-doping organization (NADO) in the World Anti-Doping Code in force at any given time. Anyone who has appointed a member as set out above has the right to dismiss the appointed member. A member may resign prematurely, if requested by the member.

The Board of Directors shall elect a chairman among the members. If the numbers of vote are equal, the election shall be decided by drawing lots.

4. The statutory seat of the foundation

The Board of Directors has its statutory seat in Stockholm.

5. Board meetings

The chairman shall ensure that meetings are held when necessary. The chairman shall convene a meeting if a member so requests.

6. Quorum

The Board of Directors has a quorum if all members have been summoned to the meeting and more than half of the members are present. Decisions shall be made by a simple majority unless otherwise stated in the Articles. The chairman has a casting vote if the number of votes are equal.

7. Minutes

Minutes shall be taken of board meetings. The minutes shall be signed by the secretary and approved by the chairman. The minutes shall be kept in a safe manner.

8. Signatory power

The Board of Directors or at least two persons appointed by the Board of Directors acting jointly are entitled to sign on behalf of the Foundation.

9. Accounts

The Foundation shall keep accounts in accordance with Chapter 3 of the Foundations Act (1994:1229). The Foundation's financial year shall be the calendar year.

10. Audit

The auditor shall be appointed and dismissed by the Board of Directors. The auditor must be chartered.

11. Remuneration

The members whose assignments in the Foundation are not reimbursed through other assignments or employment are entitled to fees of a maximum of 0.05% Price Base Amount per board meeting. All members are entitled to compensation for reasonable direct costs for attending board meetings.

12. Amendments to the Articles

A full and unanimous board may without permission of an authority amend, rescind or override the provisions of these statutes, with the exception of the provisions of paragraphs 1-3, 6 and 11. To amend these provisions, permission from an authority is required in accordance with the Foundations Act.

13. Supervision

The Foundation shall be subject to supervision in accordance with the Foundation Act.

14. Termination/Dissolution

The Foundation shall be terminated or dissolved in accordance with the Foundations Act.

ARTICLES OF ASSOCIATIONS FOR ANTI-DOPING SWEDEN LTD

§ 1. Name of company

The name of the company is Antidoping Sverige AB and its parallel company name is Anti-Doping Sweden Ltd.

§ 2. Registered office

The registered office of the company is situated in Stockholm.

§ 3. Objects of the company

The company is a non-profit company and shall as The National Anti-Doping Organization in Sweden, autonomously and independently conduct anti-doping activities, including, but not limited to, doping control activities, investigation and results management, research and development within anti-doping, communication and educational activities and other prevention activities as well thereto related business. The business activities shall comply with the World Anti-Doping Code in force at any given time.

§ 4. Share capital

The share capital shall be not less than SEK 50,000 and not more than SEK 200,000.

§ 5. Number of shares

The number of shares shall be not less than 500 and not more than 2,000.

§ 6. Board of directors

The board of directors shall comprise not less than four (4) and not more than ten (10) members and with zero (0) and not more than ten (10) alternate members.

The chairman and vicechairman shall be elected at the annual general meeting. The board members and the alternate members shall be elected at the annual general meeting for a period of three (3) years. The same member can be reelected a maximum of three (3) consecutive terms. A person may not be a member if this would be contrary to what is stipulated for being a member of a national anti-doping organization (NADO) in the World Anti-Doping Code in force at any given time.

When appointing members, a balanced gender composition shall be pursued, where each gender shall be represented by at least 40 percent. When appointing members, efforts shall also be made to ensure that the entire board of directors is not replaced at the same time according to a process that the board itself decides.

The board of directors may appoint an individual as a co-opted member of the board. The co-opted member has the right to speak and make proposals, but not the right to vote.

The board members shall together have the necessary expertise in the areas of law, medicine and business. That at least one member is a former athlete active at national team level or

equivalent shall also be pursued. It shall also be pursued that at least one member has knowledge in anti-doping.

§ 7. Auditors

The company shall have one (1) auditor to review the company's annual report and accounts as well as the board of directors' and the managing director's management.

§ 8. Notice

Notice to attend general meetings shall be given by posted letter or by email no earlier than six weeks and no later than two weeks prior to the meeting.

§ 9. Annual general meeting

The following matters shall be addressed at the annual general meeting:

1. Election of a chairman of the meeting.
2. Preparation and approval of the voting register.
3. Election of one or two persons to attest the minutes.
4. Determination of whether the meeting was duly convened.
5. Approval of the agenda.
6. Presentation of the annual report and, where applicable, the auditor's report.
7. Resolutions regarding
 - a. adoption of the income statement and balance sheet,
 - b. allocation of the company's profit or loss according to the adopted balance sheet,
 - c. discharge from liability for board members and the managing director, where applicable.
8. Determination of fees for the board of directors and, where applicable, the auditors.
9. Election of the board of directors, chairman, vicechairman and, where applicable, auditor.
10. Any other business incumbent on the meeting according to the Companies Act 2005:551) or the articles of association.

§ 10. Financial year

The company's financial year shall comprise the period commencing 1 January - 31 December.

Appendix 3: The organisational structure of Anti-Doping Sweden Ltd

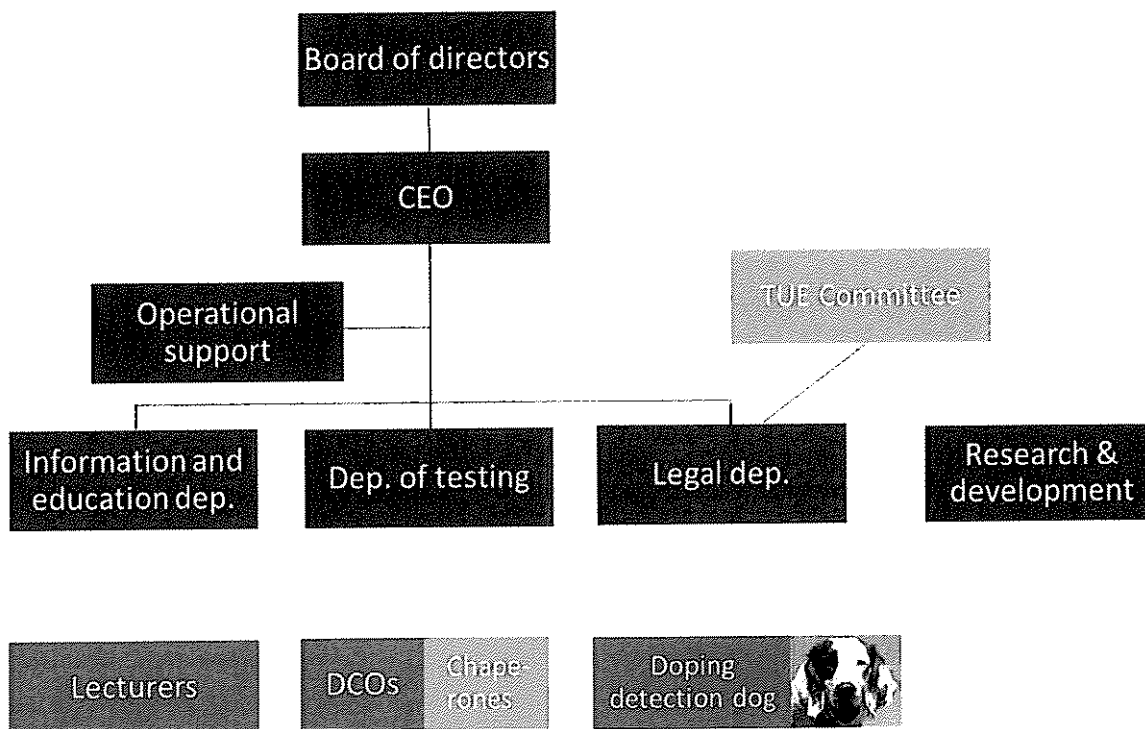


Figure 1. The organisational structure of the Anti-Doping Sweden Ltd as of November 1st 2022