2021 Code Implementation Support Program

Guidelines on Information Gathering and Intelligence Sharing

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GUIDELINES ON INFORMATION GATHERING AND INTELLIGENCE SHARING

Contents

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Welcome to the Guidelines on Information Gathering and Intelligence Sharing

Introduction

Welcome to the Guidelines on Information Gathering and Intelligence Sharing (Guidelines), a third-level, non-mandatory document that supports the World Anti-Doping Code and International Standard for Testing and Investigation (ISTI), specifically requirements related to intelligence.

Where the ISTI gives a minimum of what to do, the Guidelines aim to help you understand how to do it, giving you examples and suggestions, and showing you how to go above and beyond the requirements where possible.

The World Anti-Doping Code (Code) Article 5.7 requires Anti-Doping Organizations (ADOs) to ensure that they have the capability to conduct, and shall conduct, investigations and gather intelligence as required by ISTI Articles 11 and 12.

The capability to gather intelligence and conduct investigations includes the following but is not limited to:

- ❖ ISTI Article 11.1: Anti-Doping Organizations shall ensure they are able to obtain, assess and process antidoping intelligence from all available sources, to help deter and detect doping, to inform the development of an effective, intelligent and proportionate Test Distribution Plan, to plan Target Testing, and to conduct investigations as required by Code Article 5.7

- ❖ ISTI Article 12.1: Anti-Doping Organizations shall investigate Atypical Findings, Atypical Passport Findings and Adverse Passport Findings, in accordance with the International Standard for Results Management.

- ❖ ITSI Article 12.2: Anti-Doping Organizations shall ensure that they are able to investigate confidentially and effectively any analytical or non-analytical information or intelligence that indicates there is reasonable cause to suspect that an anti-doping rule violation may have been committed, in accordance with the International Standard for Results Management.

The scope

The primary objective is to ensure that each ADO understands the importance of implementing investigative capabilities in its daily work but also apprehends the successive steps to collect information and produce intelligence in order to maximize its anti-doping program.

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Each section below details the relevant steps of the intelligence cycle and provides best practice recommendations. Key references to consult are identified, with additional information included in the four appendices.

Purpose of the Intelligence Function

The main purpose of the intelligence function is to support anti-doping programs through intelligence-led anti-doping. Intelligence established by ADOs will provide consistent support to different anti-doping programs, specifically:

- ❖ Investigations
- ❖ Testing
- ❖ Results Management
- ❖ Science
- ❖ Education

Depending on the program, the type and form of intelligence support may vary. For example, identifying and analyzing doping issues within specific sports will require a broad analysis. Conversely, a detailed intelligence report will help the ADO determine if a particular athlete or team committed an Anti-Doping rule violation (ADRV).

The ADO's intelligence manager should interact frequently with other departments/programs within the organization through various formal or informal channels. Such interaction requires a multi-disciplinary approach to intelligence issues, with the intelligence manager acting as a bridge to the different departments/programs.

The following diagram shows how an intelligence manager could interact with other departments/programs.

WADA's regulatory documents are available on the Agency's website. The material that WADA provides on its ADeL platform is intended for Educational and informational purposes only. Any content or language used within the ADeL material would not supersede the provisions of the World Anti-Doping Code and/or the International Standards.

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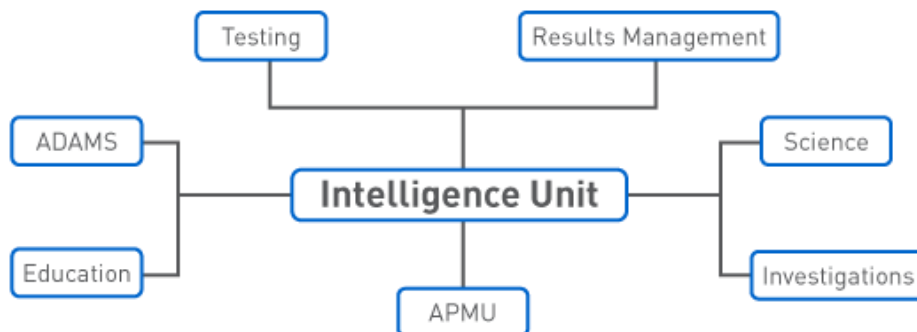
SECTION 1:
INTELLIGENCE AND INFORMATION: THEORY AND BACKGROUND

This section provides a general overview of the different steps of the intelligence process and related tools. However, before diving into the process and detailing intelligence types, it is important to clarify the difference between intelligence and information.

CHAPTER 1:

Definitions

Intelligence and Information: Theory and Background

SECTION 1
- Chapter 1 Definitions
- Chapter 2 Intelligence Cycle and Steps
- Chapter 3 Types of Intelligence

Collection of Information from Different Sources

SECTION 2
- Chapter 4 Collection Planning
- Chapter 5 Different Sources

Collation of Collected Information

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Analysis

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- Chapter 7 Definition
- Chapter 8 Purpose
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- Chapter 15 Data Protection
- Chapter 16 Databases
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A common mistake is to equate '**information**' with '**intelligence**,' when the two have completely different meanings. Information is not intelligence. Confusion has led to misuse of the phrase 'collecting intelligence,' when the correct term is 'collecting information.'

Too often, **intelligence** is **mistakenly viewed as** a piece (or pieces) of **information** related to individuals, places or events that could be used to provide insight about specific issues.

In fact, information can take many forms, be collected from different resources, evaluated, and collated. However, it is important to remember that **information is simply** *raw data* and frequently has limited inherent meaning.

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The United Nations Office on Drugs and Crime (UNODC) defines information as "knowledge in raw form".[1]

From a law enforcement perspective, information can be defined as "pieces of raw, unanalyzed data that identify persons, organizations, evidence, events or illustrates processes that indicate the incidence of a criminal event or witnesses or evidence of a criminal event."[2]

Intelligence is the product of the *analysis* of information. The simplest definition comes from the U.S. Department of Justice: "Information plus analysis equals intelligence."[3]

UK Anti-Doping (UKAD) also provides a clear definition: "Intelligence is information that has been analyzed and evaluated."[4]

[1] Criminal Intelligence Manual for Analysts. UNODC, April 2011, p. 1.
[2] Law Enforcement Intelligence: A Guide for State, Local, and Tribal Law Enforcement Agencies. David L. Carter, Ph.D., School of Criminal Justice, Michigan State University. Second Edition, January 2009, p. 11.
[3] Intelligence-Led Policing: The New Intelligence Architecture. U.S. Department of Justice Office of Justice Programs, September 2005, p. 3.
[4] Detecting the Dopers – Intelligence Matters. UKAD, November 2013, p. 2.

C H A P T E R 2 :

Intelligence cycle and steps
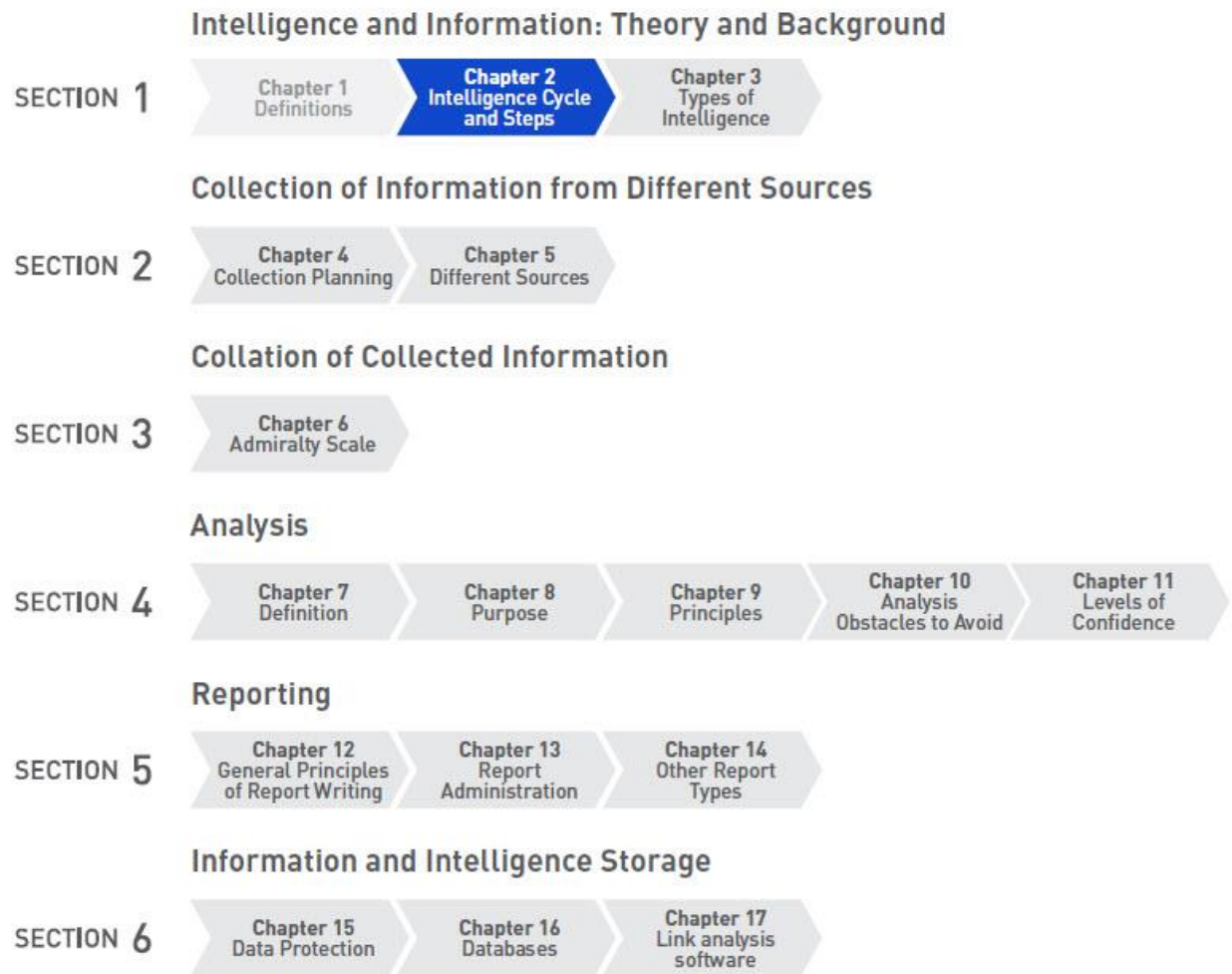
The intelligence cycle—the systemic, logical process by which intelligence is produced—consists of four successive steps:

1. Direction

2. Collection and Collation

3. Analysis

4. Reporting

1. Direction

Direction is the line of work given by an ADO's senior management. There are two main types of direction:

- ❖ Standing priority, i.e. Test Distribution Planning, analysis by sport or discipline; and
- ❖ Specific tasking, i.e. related to recently emerged doping substances, a specific athlete or coach.

It is important to maintain a two-way discussion between ADO senior management and the intelligence manager to clarify objectives and priorities, and to maintain realistic expectations.

2. Collection and Collation

During the collection and collation phase of the intelligence cycle, information is gathered from various sources and stored in a way that will assist the intelligence manager with the analysis.

Collection

Once the line of work is assigned by the ADO's senior management, it is important that information collection be effectively planned to avoid duplication.

Planning how to collect information from various sources requires:

- ❖ Identifying the information required. (What do you need to know? Having too much information may result in losing focus on what is important.)
- ❖ Reviewing information already collected and identifying any information gap(s). (What do you need to collect?)
- ❖ Identifying the different sources and locations where information can be collected.
- ❖ Drafting a collection plan of information deemed most necessary.

The collection plan must focus on the direction provided by senior management and meet these requirements.

Section 2 goes into further detail on collection.

Collation

The collation process is defined firstly, as the evaluation of the information collected, and secondly, as the storage of information.

Effective collation is the key precursor of information analysis, as it involves a) identification of relationships among the data, and b) exposure of various patterns and trends.

Upon receiving information, the intelligence manager should first evaluate the reliability of the source, then assess the accuracy of the information itself. This double process is done separately using the Admiralty Scale (a NATO intelligence system), a method for evaluating collected items of information. The scale

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comprises a two-character notation assessing the reliability of the source and the assessed level of confidence in the information.

Section 3 goes into further detail on collation and the Admiralty Scale.

3. Analysis

Analysis is a crucial step in which different, possibly disjointed, pieces of information are analyzed to produce intelligence.

The analysis process involves the examination and interpretation of collected information to:

a) Identify trends, patterns and relationships; and

b) Determine the interaction between these elements to establish scenarios and relationships.

The main purposes of analysis are to:

❖ Identify casual factors

❖ Reduce levels of uncertainty

❖ Explain a situation

❖ Anticipate/predict an outcome

❖ Explain the significance of trends, patterns and relationships.

Important clarification: In the context of these Guidelines, 'analysis' does not apply to, or occur in, a laboratory context.

Section 4 goes into further detail on analysis.

4. Reporting

Reporting is the last step of the intelligence cycle.

Intelligence produced by the analysis of collected and evaluated information is formalized in an intelligence report that is forwarded to the ADO's senior management on a need to know basis. This report can also be disseminated by the ADO to external partners for the purpose of information sharing and/or action.

There are different issues related to the intelligence report, including writing style, structure, dissemination, and feedback following dissemination.

There are also different kinds of reports, depending on the different types of intelligence produced.

Section 5 goes into further detail on reporting.

CHAPTER 3:

Types of intelligence

Types of Intelligence

Generally, there are three different types of intelligence:

- ❖ Tactical
- ❖ Operational
- ❖ Strategic

1. Tactical Intelligence

Tactical Intelligence primarily focuses on a single issue and is generally produced for staff in the field who uses intelligence in their job, e.g. a Doping Control Officer (DCO) receiving intelligence on doping allegations. This type of intelligence results from a combination of reliable information (proven fact) and analysis and is usually descriptive.

> **Examples of Tactical Intelligence**
>
> ❖ Is this person an athlete/athlete support person under the Code?
>
> ❖ Has this athlete/athlete support person committed an ADRV?

2. Operational Intelligence

Operational Intelligence is produced for decision-makers and management and focuses on broad issues. This type of intelligence results from a balanced combination of information and analysis and is both descriptive and predictive.

> **Examples of Operational Intelligence**
>
> ❖ Seeks to identify and find solutions to repetitive problems.
>
> ❖ Focuses on a specific team where athletes are alleged to have committed ADRVs.

3. Strategic Intelligence

Strategic Intelligence is dedicated to executive management and focuses on large-scale issues. This type of intelligence results from a combination of simple information and in-depth analysis and is more predictive than reactive. Strategic Intelligence evolves over time and explores long-term, large-scale solutions. In this respect, Tactical and Strategic Intelligence are on opposite sides of the intelligence scale.

> **Example of Strategic Intelligence**
>
> ❖ Focuses on new doping threats, e.g. new sophisticated substances with possible doping use.

Three types of intelligence
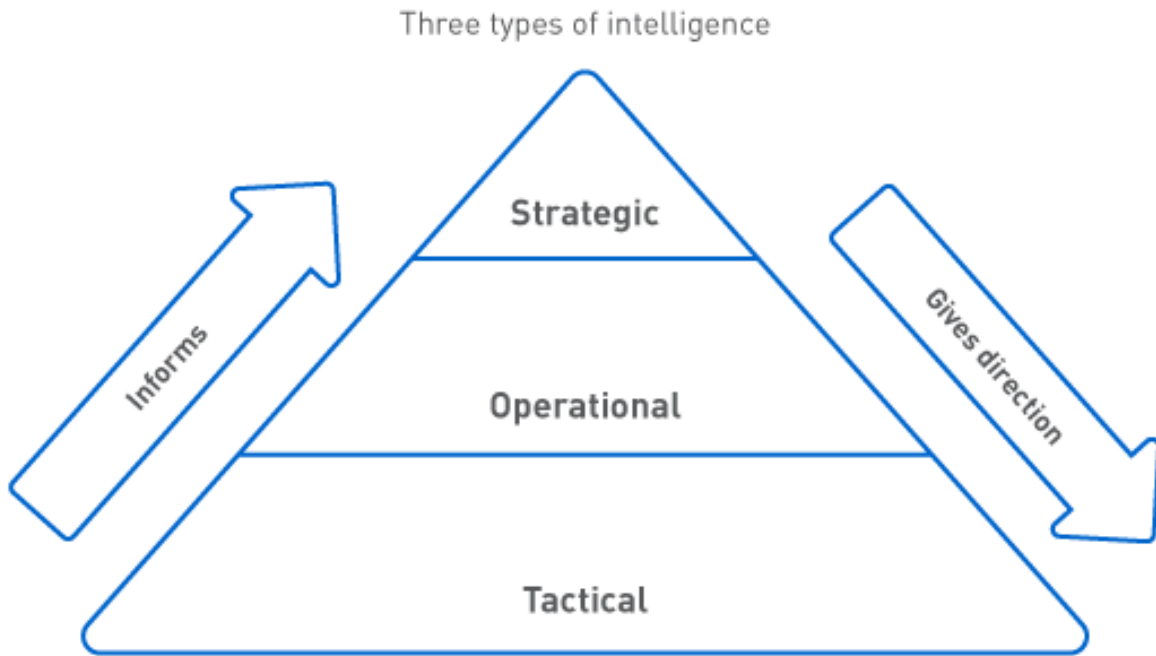
SECTION 2:
COLLECTION OF INFORMATION FROM DIFFERENT SOURCES

C H A P T E R 4 :
Collection planning
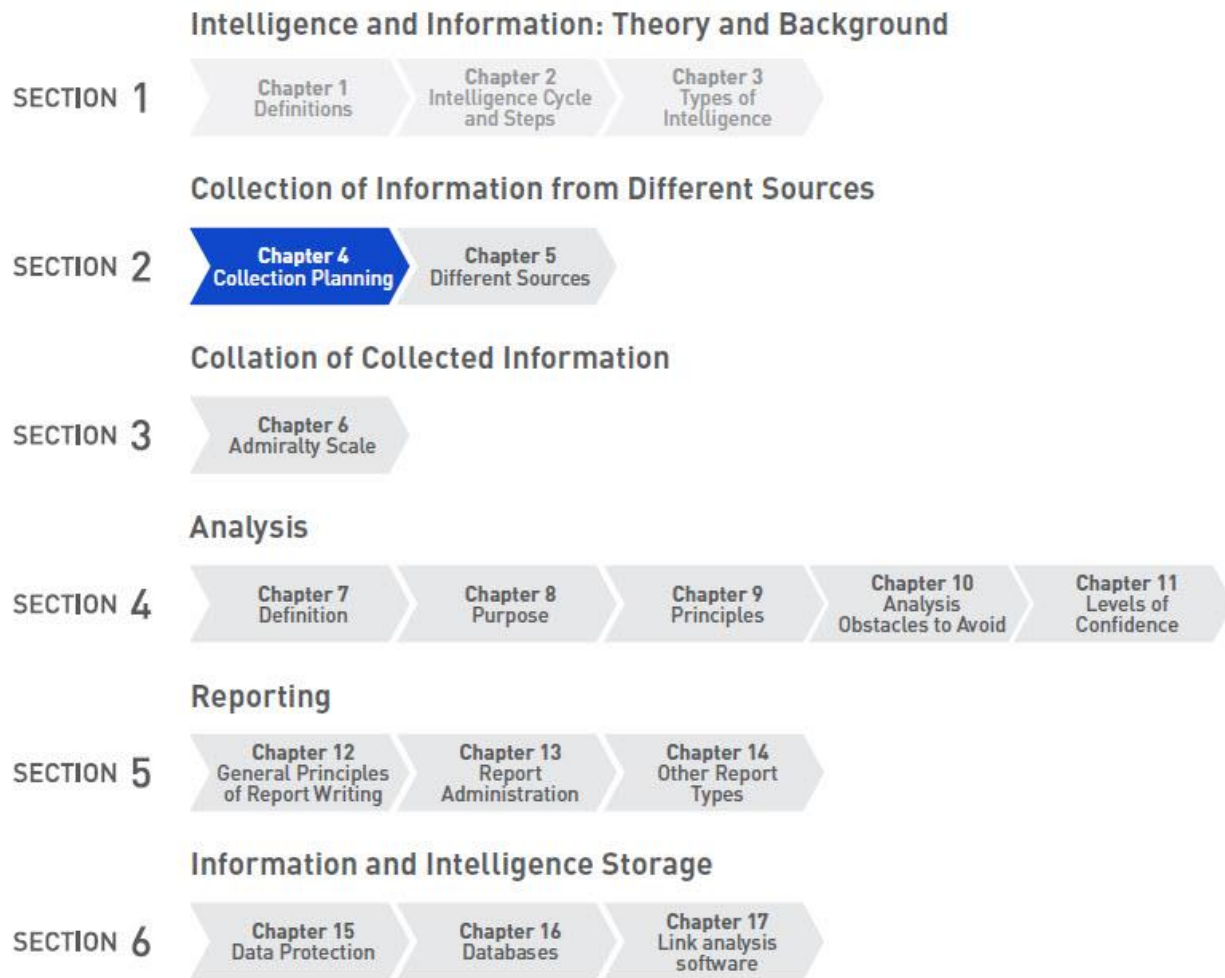
Planning the collection of information from various sources requires:

❖ Identifying the information required. (Clarify what you need to know, as too much information may result in losing focus on what is important.)

❖ Reviewing the current holdings and identifying the information gap(s). (What you need to collect.)

❖ Identifying the different sources and locations of information you need to collect.

❖ Drafting a collection plan of information deemed most necessary.

The collection plan must follow these requirements and reflect the direction provided by the ADO's senior management.

C H A P T E R 5:
Different sources
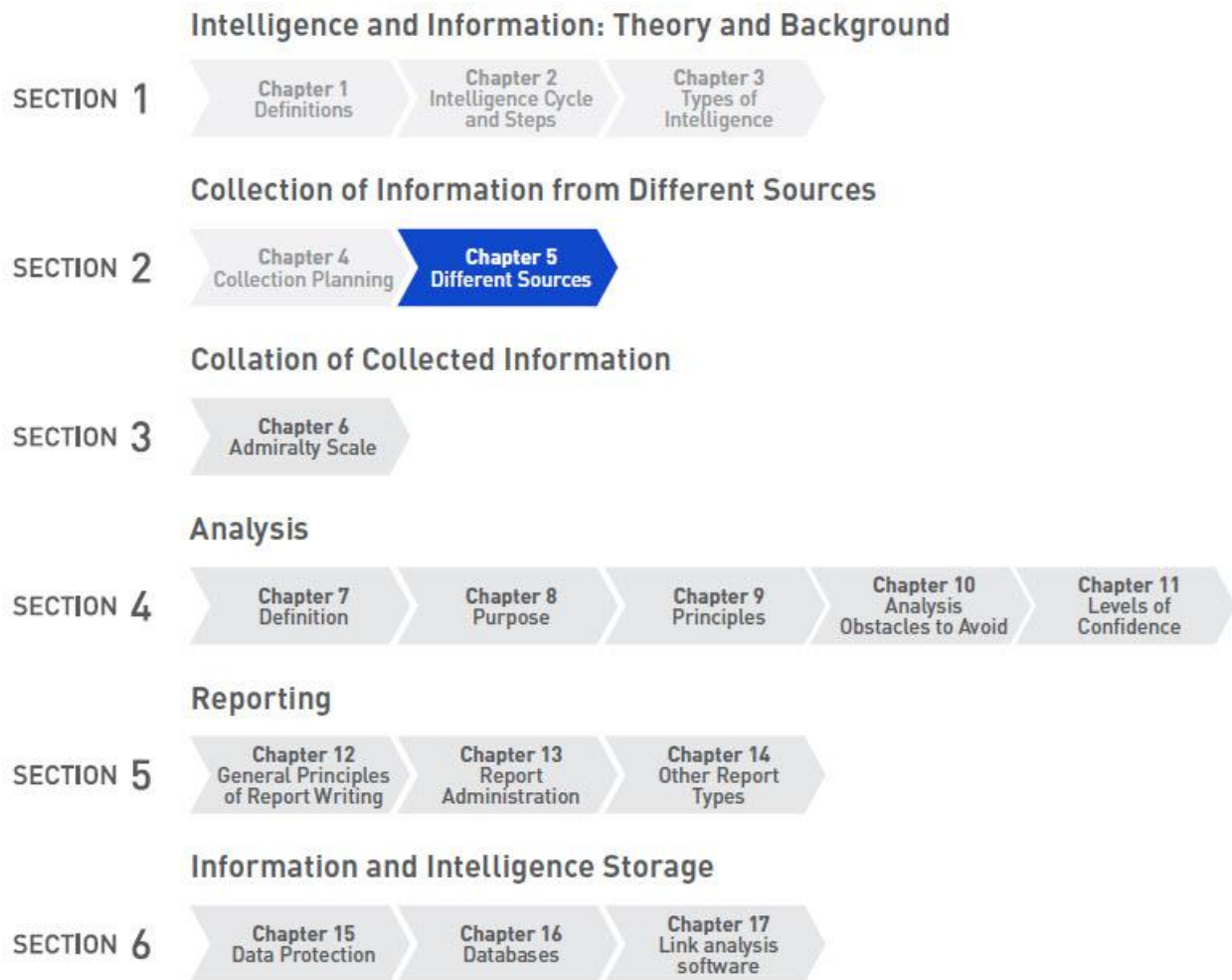
1. Internal Sources

ADAMS

Under the Code, the World Anti-Doping Agency (WADA) has an obligation to coordinate anti-doping activities and provide a mechanism to assist stakeholders with Code implementation.

The Anti-Doping Administration & Management System (ADAMS) is a secure online database management system created to simplify the daily activities of all stakeholders involved in the anti-doping system.

ADAMS has four primary functions that address key ADO activities:

❖ Athlete Whereabouts—facilitates the ADO's ability to locate athletes with no notice, maximizes the surprise and efficiency of unannounced out-of-competition testing.

❖ Information Clearinghouse—in particular, provides access to laboratory results and ADRVs.

❖ Doping Control Platform—useful in doping control program management.

❖ Therapeutic Use Exemptions (TUEs)—provides online management of TUE requests and authorizations.

In this regard, ADAMS contains a significant amount of information. Depending on access rights, ADOs have at their disposal multiple resources covering the following topics:

❖ Associations	❖ Negative findings
❖ Athlete Biological Passport	❖ Steroidal Module
❖ Biographical data	❖ Testing history
❖ Competition schedules	❖ TUEs
❖ Doping Control Forms	❖ Prior tests
❖ Haematological Module	❖ Whereabouts
❖ Low density and low volume tests	

Athletes and Athlete Support Personnel

Much information can be collected from athletes and/or athlete support personnel (i.e. coaches, trainers, agents, medical staff).

Interviews with athletes, support personnel or entourage members, following an Adverse Analytical Finding (AAF) may provide more information about the circumstances of the AAF.

In this regard, key information can be gathered from:

❖ Athlete performance results

❖ Competition schedules

❖ Educational outreach programs.

Information can also be collected from different units/departments of the ADO, i.e. education, testing, whereabouts/ADAMS.

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For example, during education or outreach sessions, young athletes could provide information on possible use of doping substances by other athletes. Such information, collected by the education department, must be forwarded to the intelligence manager.

Key information can also be gathered when an athlete committed an ADRV.

Notification of an Adverse Analytical Findings

When ADO has reviewed and confirmed an Adverse Analytical Finding, the ADO should promptly notify the athlete (Code Article 7.2)

While the International Standard for Result Management dictates the content of the notification, art 5.1.2, each ADO remains free to define its own notification procedure (the "Notification"). To this end, while Notification by letter alone is common, this practice greatly decreases the chances of securing evidence related to the AAF or discovering other ADRVs. This process also greatly decreases the chances of securing "Substantial Assistance" from the Athlete.

Consequently, it is therefore recommended that for relevant cases (at least, professional and international level athletes), the Notification letter should be personally delivered to the Athlete by an investigator from the respective ADO. The ADO staff delivering the Notification letter should explain the content of the Notification letter and question the Athlete about the circumstances of the AAF and how the Prohibited Substance entered their system.

Information collected during the in-person Notification will likely establish key facts surrounding the AAF and might lead to disclosure of other possible ADRVs by the Athlete and other persons (e.g. Athlete Support Personnel).

During Notification, the Substantial Assistance provisions (Code Article 10.7.1) should also be explained to the Athlete, particularly the conditions for claiming Substantial Assistance (see *Code definition of Substantial Assistance*, below).

The Notification and any interview of the Athlete should be electronically recorded. Where it is not possible to electronically record the conversations, contemporaneous written notes should be made by the ADO staff, the Athlete should also be invited to adopt those written notes.

Substantial Assistance (Code Article 10.7.1)

Substantial Assistance is where an Athlete or Athlete Support Person who has committed an ADRV, cooperates with an ADO and provides Substantial Assistance and information which identifies or establishes an ADRV committed by others.

For the purpose of Code Article 10.7.1, a person providing Substantial Assistance must:

1. Fully disclose in a signed written statement all information the athlete possesses in relation to ADRV committed by others, including their own.

The information provided must be credible and must compromise an important part of any case that is initiated. If the case is not initiated, information provided must provide a sufficient basis on which a case could be brought.

The delay in providing key information increases the risk such information would be provided by someone else. If that happens, when the person decides to co-operate, their information is no longer likely to form an important part of any case and, as a consequence, the person won't be entitled to Substantial Assistance.

2. Fully cooperate with the investigation and adjudication of any case related to that information. This cooperation would include, for example, giving testimonial evidence at a hearing if requested to do so by an ADO or a hearing panel.

If an Athlete or Athlete Support Person does not fulfil the condition upon which the period of the ineligibility was suspended, then the entire period of ineligibility can be reinstated.

If the Athlete or Athlete Support Person satisfies the condition upon which the period of ineligibility was suspended, an ADO may recommend or grant a reduction of up to three quarters of the otherwise applicable sanction. For example, an ADO may suspend up to three (3) years of a four (4) year sanction. As a consequence, the person would only serve one (1) year ineligibility and could return to sport after one year. In exceptional circumstances, WADA may agree to suspensions of the period of Ineligibility and other Consequences for Substantial Assistance greater than those otherwise provided in art 10.7.1.

Chaperones and Doping Control Officers

Chaperones and DCOs should collect and document information in the field such as:

❖ Athlete training locations, partners and support personnel, which may not be available via whereabouts;

❖ Suspicious athlete and support personnel behavior such as overhydrating or delaying sample provision;

❖ Any other behavioral or logistical observations that may inform future testing strategies.

2.   External Sources

Based on the different cooperation agreements or Memorandums of Understanding signed by the ADOs, a large amount of information could be collected from various relevant partners such as:

❖ Health agencies (e.g. information on new/unknown substances with possible or confirmed doping use);

❖ Sport bodies at the appropriate level;

❖ Law enforcement agencies (e.g. local/state/national/international police, gendarmerie, border police);

❖ Other ADOs, including National Anti-Doping Organizations and International Federations (IFs).

3. Confidential Reporting of ADRV

WADA independent investigations (Pound and McLaren) into Russian state-sponsored doping served to highlight the importance of whistleblowing.

In March 2017, WADA launched its new whistleblower program "Speak Up!"

This secure digital platform is intended for athletes and others to report any doping misconduct that can be the subject of a report, regardless of whether the person has committed it in the past, is currently engaged in it, or intends on committing it in the future.

Here are some examples of information to report via through Speak Up!

❖ Alleged ADRV (presence of prohibited substances in athlete samples, use of prohibited substances or method, evading sample collection, etc.)

❖ Non-Compliance violations

❖ Any act or omission that could undermine the fight against doping

According to ISTI art 11.2.1, ADOs are strongly encouraged to do everything in their power to ensure that they are able to capture or receive Anti-Doping intelligence from all available sources. One option would be to set up a dedicated portal (email, web link, hotline, etc.), which is accessible from the ADO's own website. This link will allow anyone to report a potential ADRV in a confidential and secure manner.

An ADO is responsible for nominating one individual as a central contact point for collecting, assessing, and responding to any confidential information received via its dedicated portal[5]. Confidential information received via an ADO's portal must be treated with the highest level of discretion. To ensure the security and confidentiality of information received, an ADO should implement the following process:

❖ Organize and maintain secure storage of this information[6].

❖ The individual in charge of the portal should be bound by a confidentiality agreement due to his/her responsibilities.

The following must be considered when disclosing confidential information:

❖ All confidential information disclosures, including to the ADO's own staff, should be carried out on a strict need-to-know basis.

❖ The identity of the source must not be disclosed without the source's prior consent

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[5] Under certain conditions it is also possible to use WADA's Speak Up! platform. However, this option is only available for International Federations and not for NADOs. If interested, please contact WADA's I&I Department directly.
[6] Confidential information must be compartmentalized from the regular ADO network (i.e.: stand-alone storage, dedicated encryption or password storage)

❖ All confidential information disclosures to third parties[7] should be documented in writing. Furthermore, these disclosures should stipulate that the recipient must ensure the information is to be stored securely, confidentially, and must not be further distributed without the originator's express consent.

4.   Open Source Information/Data

Open source information is generally obtained via the Internet through online media reporting, sport reporting, online user communities, online sport communities, chatrooms, blogs, etc.

Social media contributes to an extensive open source information repository (i.e. Facebook, Twitter, Instagram, Google+, Snapchat, Flickr, etc.).

Additionally, open source information can be obtained from books, magazines, newspapers, academic journals, and research papers.

To conduct effective online searches, follow the tips provided in the next two subsections.

Basic Searching Tips

The primary tip is to keep search queries as simple as possible. Use keywords rather than a sentence when using search engines like Google. Descriptive words yield more relevant results. If possible, use only a few words in combination.

Structure how the words or information you are looking for would be written in the context of where you are searching, i.e. within a Web site. For example, to collect information on doping substances, use the street name/brand name versus the precise chemical name.

Advanced Searching Tips

TERM	DESCRIPTION OF RESULTS DESIRED	EXAMPLE
AND	Must include both terms.	Testosterone AND cycling
OR	Include either the first term or the second term.	Dianabol OR DBOL
NOT	Include the first term, but not the second term.	hGH NOT somatropin
" "	Must include the exact phrase.	"Tour de France"
~	Include synonyms of the term.	~EPO

---

[7] A third party is any party excluding the ADO and the source.

TERM	DESCRIPTION OF RESULTS DESIRED	EXAMPLE
+	Ignore synonyms for this term.	Football + dianabol
-	Exclude this term.	Steroid - stanozolol
*	Include all search terms and replace the * with any whole word.	Smith tests positive for *
Site:	Results from certain Web sites or domains.	Stanozolol site:wada-ama.org
File type:	Only the file type specified.	Somatropin filetype: .pdf
(nesting)	Apply a variety of advanced search types in the order specified.	Customs AND (steroid OR ～hGH)

Note: Using keywords in the search query will enhance the results.

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SECTION 3:
COLLATION OF COLLECTED INFORMATION

Once the intelligence manager collects information from various sources, it must be collated. Collation of information will help identify relationships and patterns between data.

C H A P T E R   6 :

Admiralty scale
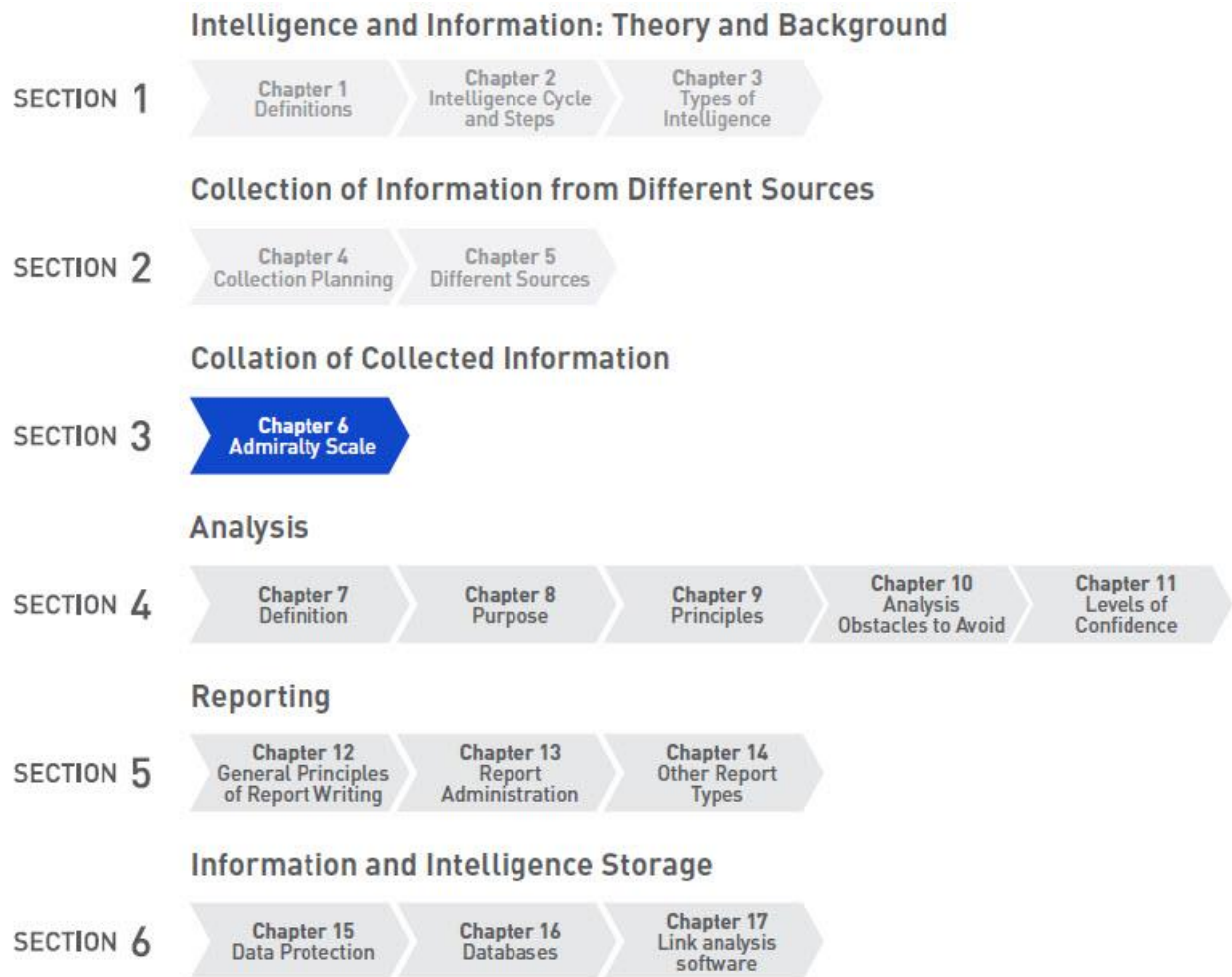
The intelligence manager evaluates the reliability of the source first, then assesses the accuracy of the information itself. This double process should be done separately using the Admiralty Scale (a NATO intelligence system).

The Admiralty Scale is a method for evaluating collected items of information. The scale comprises a two-character notation assessing the reliability of the source and the assessed level of confidence in the information.

The basis for these assessments should be the following:

❖ Source

   o   Whether the source has provided accurate information in the past.

   o   The motivation of the source for providing the information.

   o   How the source obtained the information.

❖ Information

   o   Whether the source is corroborated or contradicted by other sources.

The Admiralty Scale evaluation is summarized in the following two tables.

Assessing the source

RATING	SUMMARY	DESCRIPTION
A	Completely Reliable	Information provided previously was always reliable. The source has good access to information.
B	Usually Reliable	Information provided previously was usually reliable. The source's access to information is mostly good.
C	Fairly Reliable	Information provided previously was occasionally reliable. The source's access to information is partially good.
D	Usually Unreliable	Information provided previously was usually unreliable. The source's access to information is partially good or partially unsound.
E	Unreliable	Information provided previously was always unreliable. The source's access to information is partially or completely unsound.
F	Reliability Unknown	It is impossible to assess reliability of information provided by the source.

Assessing the information

RATING	SUMMARY	DESCRIPTION
1	Confirmed	The information has been confirmed by independent sources.
2	Probably Accurate	The information has been mostly confirmed by independent sources.
3	Possibly Accurate	The information has been partially confirmed by independent sources.
4	Possibly Inaccurate	The information has been partially contradicted by independent sources.
5	Probably Inaccurate	The information has been mostly contradicted by independent sources.
6	Accuracy Unknown	There is insufficient information from sources to confirm or contradict the information.

While evaluating and rating the source and the information, be careful to avoid the 'halo' effect, which occurs when information receives the same rating as the source, i.e. A1, B2, C3.

This may mean that the source and information were not evaluated and rated separately.

Based on Admiralty Scale, WADA's Intelligence and Investigations Department has developed its own Source and Information Evaluation scale. This scale is included within all of WADA I&I's intelligence disclosures – known as Case Transmission Forms (CTFs) – which are regularly distributed to Anti-Doping Organizations. This example illustrates how a source and their information are evaluated within a CTF.

Source and Information Evaluation				
Source Evaluation	**A** Established Source	**B** Developing Source	**C** Speak Up Source	**D** Anonymous Speak Up Source
Information Evaluation	**1** Corroborated	**2** Partially Corroborated	**3** Plausible	**4** Cannot be judged

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Example of CTF source and information evaluation

Reported Information		
Allegations	Source Evaluation	Information Evaluation
Multiple World Champion medallist, Mr X, is currently using doping substances, in particular Stanozolol during training camp sessions	D Anonymous Speak up Source	4 Cannot be judged

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SECTION 4:
ANALYSIS

C H A P T E R   7 :
Definition
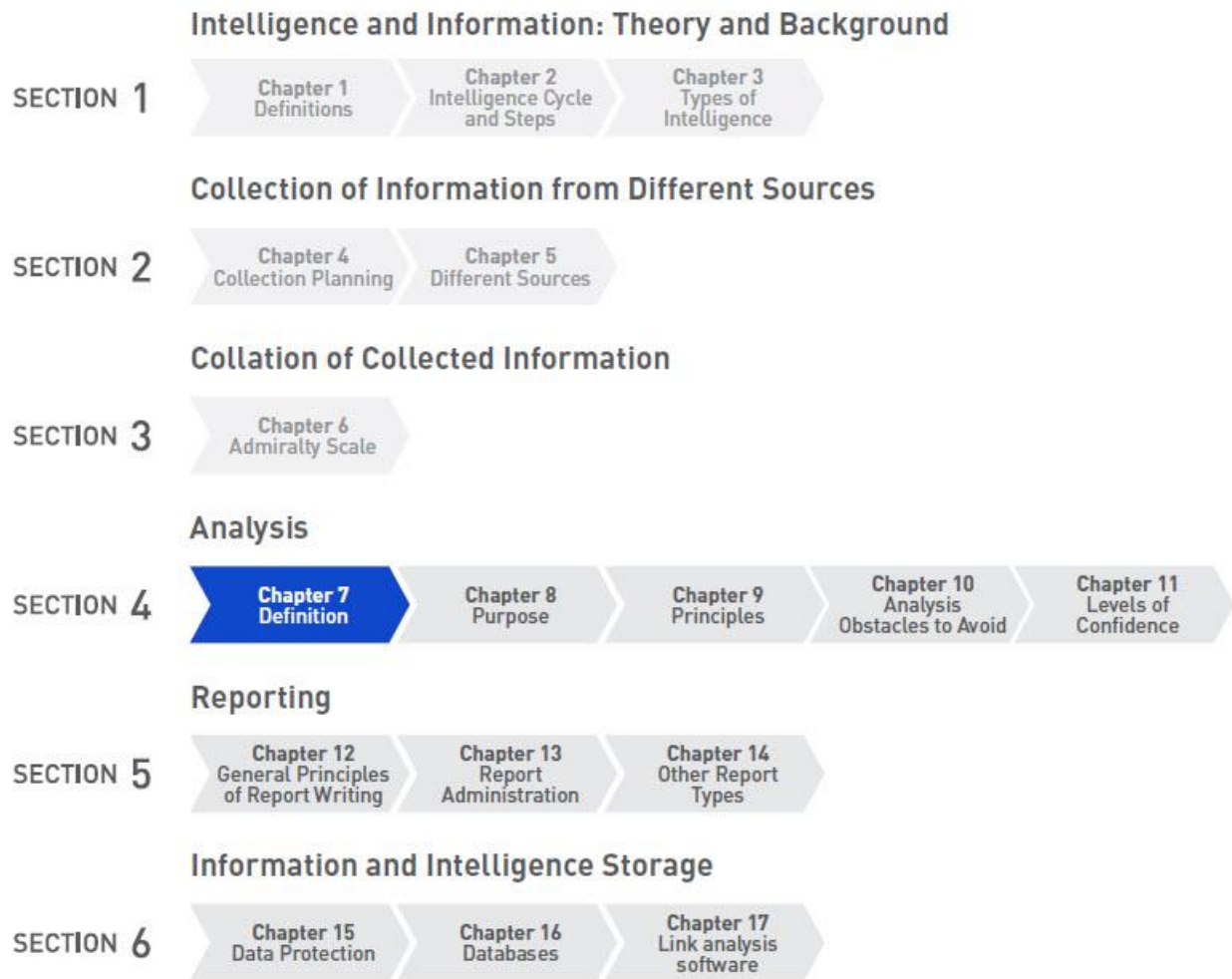
Analysis is the interpretation of collected information to identify trends, patterns and relationships as directed by the ADO's senior management.

The analysis process involves examining collected information to establish patterns and relationships that could be meaningfully interpreted.

C H A P T E R   8 :

Purpose
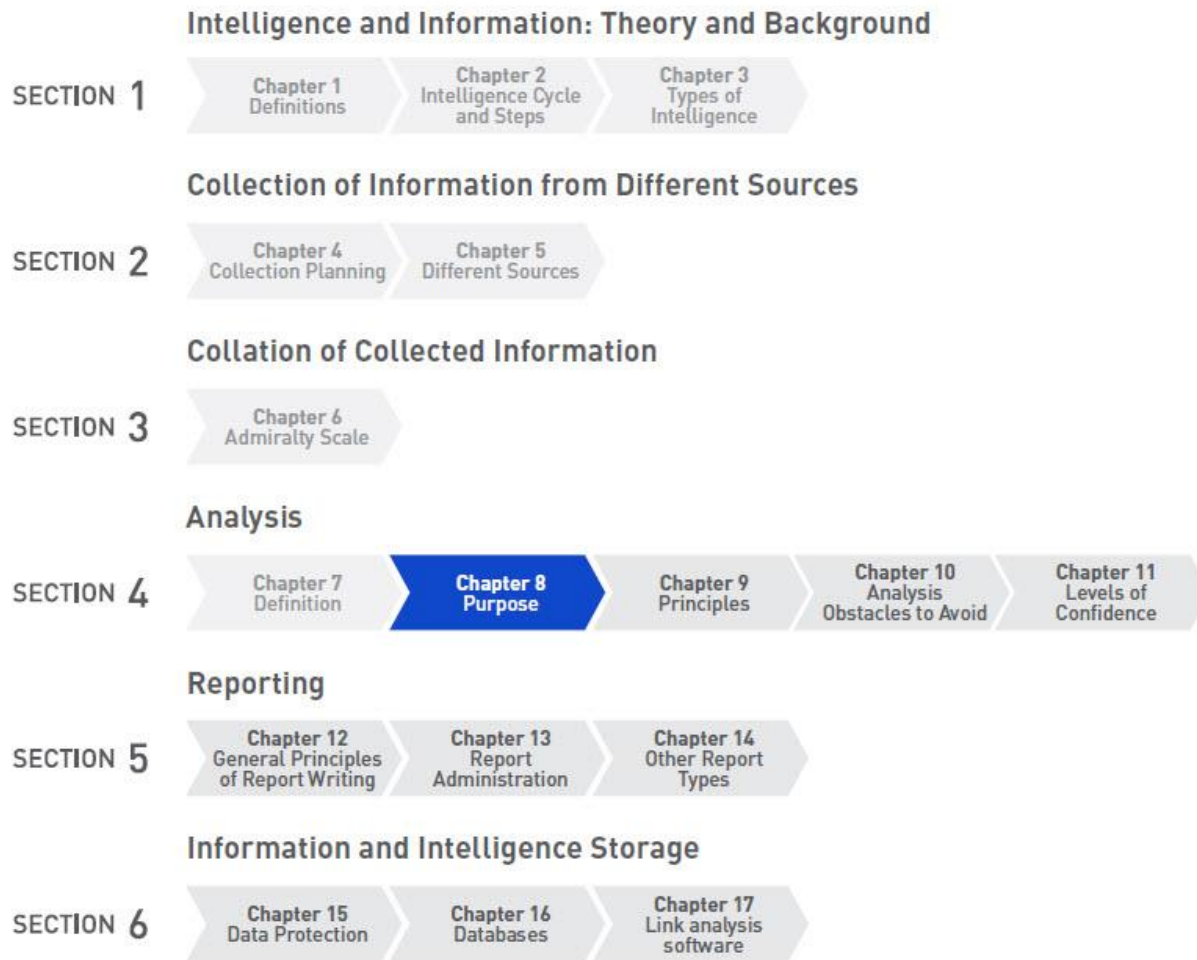
Analysis seeks to explain the significance of the information and clarifies if it is consistent with the direction given by Senior I&I management.

The main purposes of analysis are to:

❖ Reduce levels of uncertainty

❖ Explain a situation

❖ Anticipate/predict an outcome

❖ Explain the significance of trends, patterns and relationships

CHAPTER 9:

Principles

Intelligence and Information: Theory and Background

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Collection of Information from Different Sources

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During the analysis process, there are some principles to follow carefully.

1. Use of Logic

Logic is the study of the relationships and interdependence of a series of events or facts,[8] and typically follows a particular method of argument or reasoning.

Logic lies at the heart of all information analysis, with deductive and inductive the two primary types of logic used by analysts.

Deductive logic is defined as drawing conclusions from previously formulated premises.

Inductive logic is defined as arriving at a generalization on the basis of one or more observations.

These two types of logic are represented in the following table.

Two types of logic

DEDUCTIVE LOGIC		INDUCTIVE LOGIC	
Premise 1	All persons named Greg are male.	Observation 1	The last 20 people I have met named Greg have been male.
Premise 2	This person is named Greg.	Observation 2	This person is named Greg.
Conclusion	This person is male.	Conclusion	This person is male.

2. Empirical Method

In addition to the two primary types of logic, the principals of analysis also involve the empirical method of reasoning, which identifies key questions to ask when examining collected information.

The empirical method is summarized in the table below.

Key questions to ask

QUESTION	IN ISSUE	EXAMPLE
Who?	With whom, on behalf of whom	Responsible, accomplice
What?	With what, in relation to what	Substance, methods

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[8] Definitions of logic. Collins English Dictionary 2015.

QUESTION	IN ISSUE	EXAMPLE
Where?	By, to where	Place
When?	From when, until when	Date, periodicity, duration
How?	Way, under what conditions	Process, methods
How much?	At what does, what values	Quantities, budget
Why?	Cause, patterns, finality	Justification

3.   Break Down the Information

The information previously collected and collated must be broken down into basic components and studied separately. The dissected pieces of information should be examined to check if they confirm, supplement or contradict each other.

Information dissection
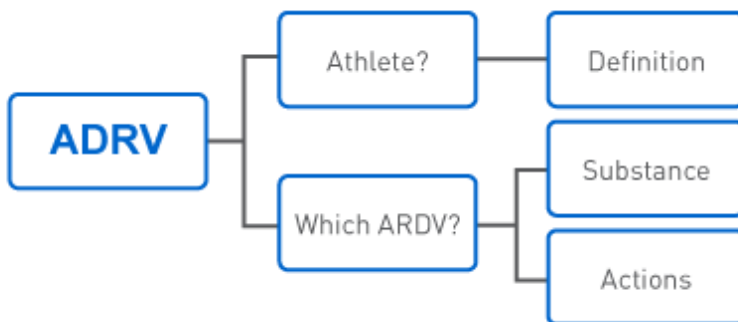
The breakdown of each piece of information is also a method analysts use to check specific points/issues.

Answer the 'So What' Question

While conducting the analysis process, the intelligence manager must keep in mind the direction given by the ADO's senior I&I management. In this respect, the intelligence manager will always be able to answer the 'so what' question, to meet senior management's requirements or expectations.

CHAPTER 10:

Analysis obstacles to avoid

Intelligence and Information: Theory and Background

SECTION 1

Chapter 1
Definitions

Chapter 2
Intelligence Cycle
and Steps

Chapter 3
Types of
Intelligence

Collection of Information from Different Sources

SECTION 2

Chapter 4
Collection Planning

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SECTION 3

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Admiralty Scale

Analysis

SECTION 4

Chapter 7
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Chapter 8
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Chapter 9
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**Chapter 10
Analysis
Obstacles to Avoid**

Chapter 11
Levels of
Confidence

Reporting

SECTION 5

Chapter 12
General Principles
of Report Writing

Chapter 13
Report
Administration

Chapter 14
Other Report
Types

Information and Intelligence Storage

SECTION 6

Chapter 15
Data Protection

Chapter 16
Databases

Chapter 17
Link analysis
software

There are some hindrances to analysis that must be avoided by the intelligence manager.

1. Preconceptions

To avoid preconceptions, the ADO should ensure the intelligence manager's knowledge and experience are constantly updated (through relevant training, information sessions, webinars, etc.) to ensure new developments and new issues that arise in daily work are understood and incorporated.

2. Bias

It is essential the intelligence manager maintains a high level of self-awareness when conducting an analysis, given individual biases could interfere with an objective analysis. Analytical rigour is an effective means to block biases.

CHAPTER 6:

Levels of confidence
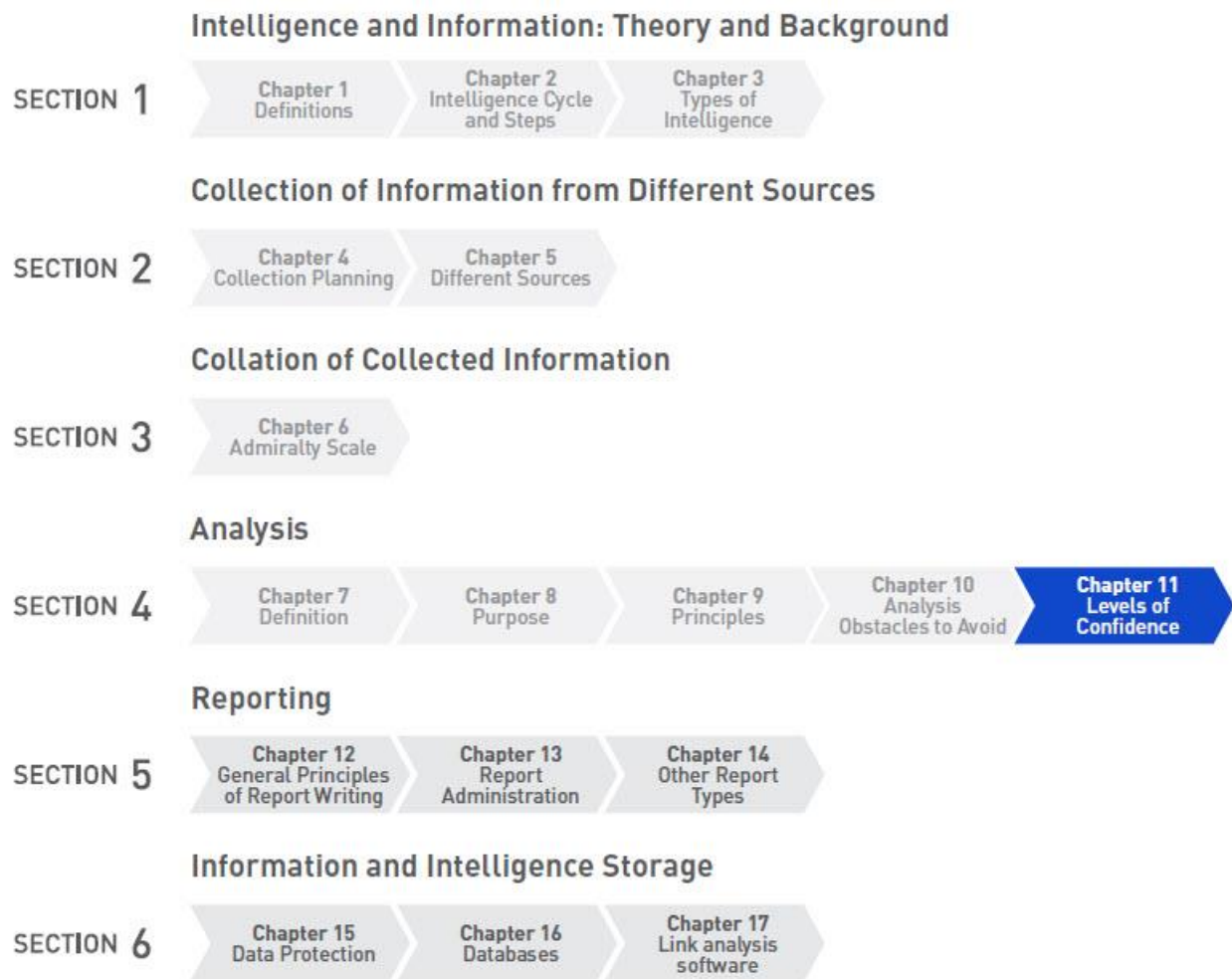
When the intelligence manager produces intelligence on collected information following the analysis process, it is important that the intelligence manager also communicates the level of confidence in the assessment.

Confidence levels are represented in the table below.

Assessing confidence

TERM USED	LEVEL OF CONFIDENCE
Confirmed	100%
Probable	80% - 99%
Likely	60% - 79%
Possible	40% - 59%
Unlikely	20% - 39%
Very Unlikely	Less than 20%

Regarding levels of confidence, important points to comprehend and underscore include:

❖ Intelligence can only be assessed as 'Confirmed' (100%) if at least two independent sources indicate it to be true.

❖ An assessment of 'Very Unlikely' reflects a 'Less than 20%' chance the intelligence could be true, and signals that the intelligence is primarily based on incomplete—and possibly contradictory—information. It is important to note that a level of uncertainty, however small, will always exist.

SECTION 5:
REPORTING

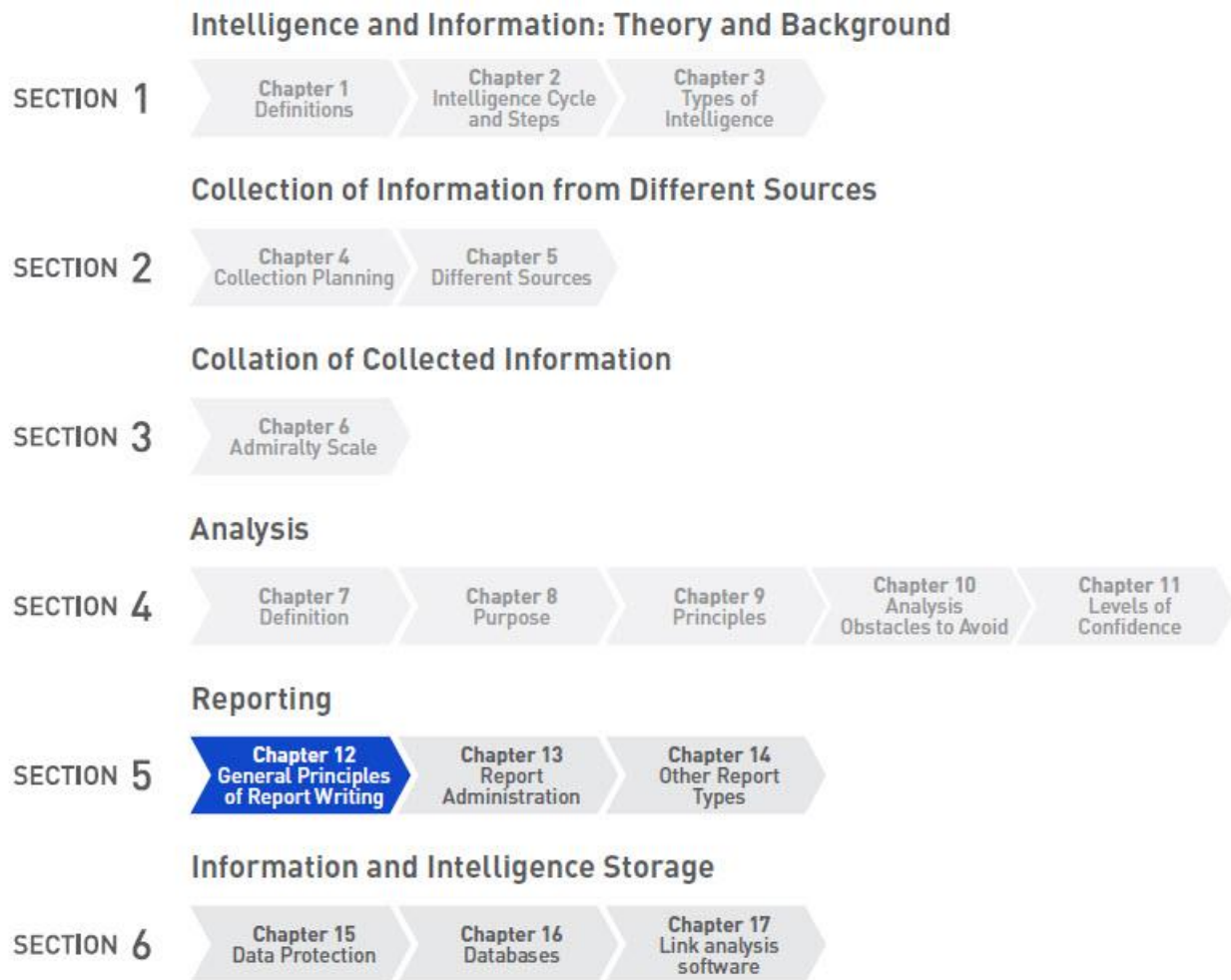**Reporting is the last step of the intelligence cycle. The intelligence produced by the analysis of collected and evaluated information must be formulated in an intelligence report.**

Intelligence reports are to be forwarded to the ADO's senior Intelligence and Investigations management for review. The report might also be disseminated to external partners for information sharing and/or action.

CHAPTER 12:

General principles of report writing

Intelligence and Information: Theory and Background

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The intelligence manager must keep in mind that an intelligence report is to be timely, accurate, precise, and concise.

The general principles of sound report writing will determine the style, structure and feedback.

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1. Report Style

When writing an intelligence report, the intelligence manager must follow some basic rules.

The intelligence report serves as a logical argument to convince the reader (mainly the ADO's senior management) that the conclusions reached in the analysis process are sound and would also have been reached by the reader.

The intelligence manager should:

❖ Present the conclusions reached and the logical reasons for reaching these conclusions.

❖ Use clear, concise and unambiguous language to ensure brevity and efficiency, minimizing the use of jargon and/or technical words.

❖ Spell out less commonly used abbreviations on first use, followed by initials or acronyms in parentheses.

If the intelligence report is shared with external agencies (e.g. government agencies, law enforcement, etc.), the intelligence manager should assume the reader is unfamiliar with anti-doping language. The use of terms not commonly known outside of the anti-doping community should be minimized and/or explained to ensure the meaning is clear, so the document is easily understood by the reader.

2. Report Structure

The report structure should adapt to relevant intelligence—Tactical, Operational, or Strategic.

The suggested structure for the relevant intelligence report is provided in the following table.

3. Report structure

TACTICAL	OPERATIONAL	STRATEGIC
Issue	Summary	Executive Summary
Background	Background	Issue
Information	Analysis	Background
Conclusion	Conclusion	Discussion
		Conclusion
		Recommendations

4. Tactical Intelligence Report

In these Guidelines, WADA focuses on the report structure used for Tactical Intelligence—the analysis of a complex issue (possibly in great depth) that may be shared with external agencies. The four sections of a Tactical Intelligence report are described below.

Issue

This section contains a summary of key information and the conclusion(s) of the intelligence. This stand-alone section allows the reader to easily understand the main points of the report.

Background

This section provides information concerning the issues or events that led to the report's creation. For example, if the report focuses on an athlete who illegally imported a performance enhancing drug, this section would contain detailed information regarding the seizure (i.e. who, what, when, where, how, why, etc.) including the type of substance, quantity, price, concealment method, origins, sender, and receiver. The section could further contain additional information establishing, for example, that the involved person is an athlete.

Information

This section is important as it contains all relevant information establishing the athlete, and/or concerned athlete support personnel or entourage has/have committed an ADRV under anti-doping legislation, including the Code. The section should facilitate the reader's understanding of the issue(s) at stake. In this regard, presenting each issue as a subheading is recommended.

As the intelligence report supports test planning and/or possible investigations, relevant details regarding the athlete must be included such as:

- ❖ The athlete's performance results and/or history.
- ❖ Confirmation from the relevant IFs that the individual is currently an athlete.
- ❖ All information supporting or contradicting the allegations made against an athlete involved in an ADRV.
- ❖ Any other relevant information regarding the issue(s) identified.

Outlining the logical steps followed should lead the reader to reach the same conclusion revealed in the intelligence report.

Conclusion

This section contains the conclusion reached based on the analysis process; answers the 'so what' question for the ADO's senior management; and allows the reader to make an informed decision on potential action and/or sharing. The conclusion section should summarize the findings in a condensed fashion. Within this section, the intelligence manager assesses the relevance and confidence in the analysis, and the conclusion reached.

CHAPTER 13:
Report administration
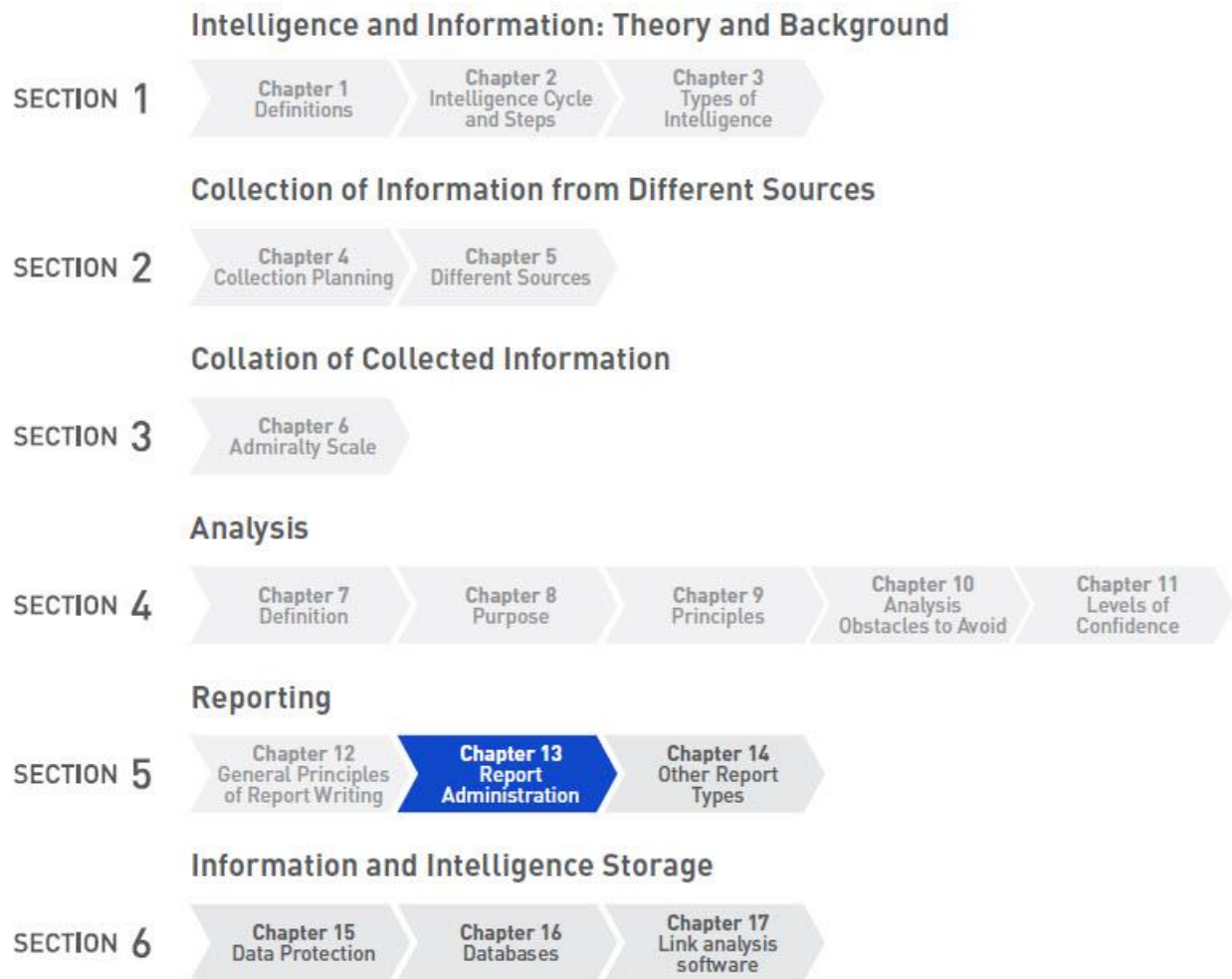
Good report administration safeguards sensitive information and ensures the efficiency of the intelligence process, and allows the intelligence manager to securely share this intelligence with external partners when appropriate.

1. Brand and Number

The intelligence manager should brand and number all reports to identify and protect work from unwanted dissemination.

While each ADO has its own administrative rules, an easy way to brand an intelligence report is to use the organization's logo and colors.

The process may be similar to the structure and numbering of an ADO report, and include Product number/Current year, ADO name, Directorate/Issue (report title), intelligence manager name, and dissemination classification (for internal or external purposes).

A branded, numbered report will also facilitate and enhance intelligence exchange with other agencies, particularly law enforcement.

2.   Registration and Classification

The numbering of intelligence reports will help ADOs to effectively register and classify their intelligence products, especially if intelligence reports shared with external agencies involve follow-up requests.

3.   Security Classifications and Caveats

Any intelligence report that contains privileged or confidential information should include a proper security classification. This will ensure the reader is aware that the document includes confidential information and is to be treated with an appropriate level of discretion and protection.[9]

Some examples of classifications include but not limited to the following:

SECURITY CLASSIFCATION	DEFINITION
Protected	Applies to information or assets that, if compromised, could reasonably be expected to cause injury to an outside organization, its interests and/or personnel.
Confidential	Applies to information or assets that, if compromised, could cause injury to one's own organization, its interests and/or personnel.
Highly Confidential/Secret	Applies to information or assets that, if compromised, could cause serious injury to one's own organization, its interests and/or personnel.

In addition to a security classification, any intelligence report disseminated outside of an ADO's Intelligence and Investigations section should include some form of caveat.

A caveat generally provides the recipient with instructions on how to safely handle and store an intelligence report as well as any restrictions placed on the redistribution of the report to outside parties. Caveats may include specialised remarks or requests, such as "DO NOT COPY" or "FOR OFFICIAL USE ONLY". The

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[9] The level of discretion and protection is dependent upon the classification. Each organization establishes handling rules as per their own classification scale.

Third Party Caveat is a popular caveat, which prevents any redistribution of an organization's intelligence reports to a *third party* without the express permission of the originator.

Security classifications and caveats help protect an organization's information and intelligence and, by extension, its confidential sources.

4.   Distribution

It is vital for the proper management of intelligence case files that the distribution of intelligence reports to internal or external entities is properly tracked and registered. All report recipients should be clearly identified within the intelligence report itself.

A popular system for tracking intelligence reports is referred to as a *Record Tracking*. A record tracking establishes unique codes or abbreviations for an organization's complete distribution list. In practice these codes are limited to other departments or organizations and not individuals; however, codes can include senior management or bodies, such as a board of directors. When a report is distributed to an outside entity, each recipient's individual code is included within the report's record tracking section.

In addition to tracking the recipient within the report itself, ADOs should establish some form of independent tracking system within a secure spreadsheet, case management system or database. This tracking system should include a follow-up section where an ADO's Intelligence manager or designate can properly track recipients, authorised or unauthorised redistribution, as well as any correspondence related to the distribution of that ADO's information or intelligence.

CHAPTER 14:

Other report types
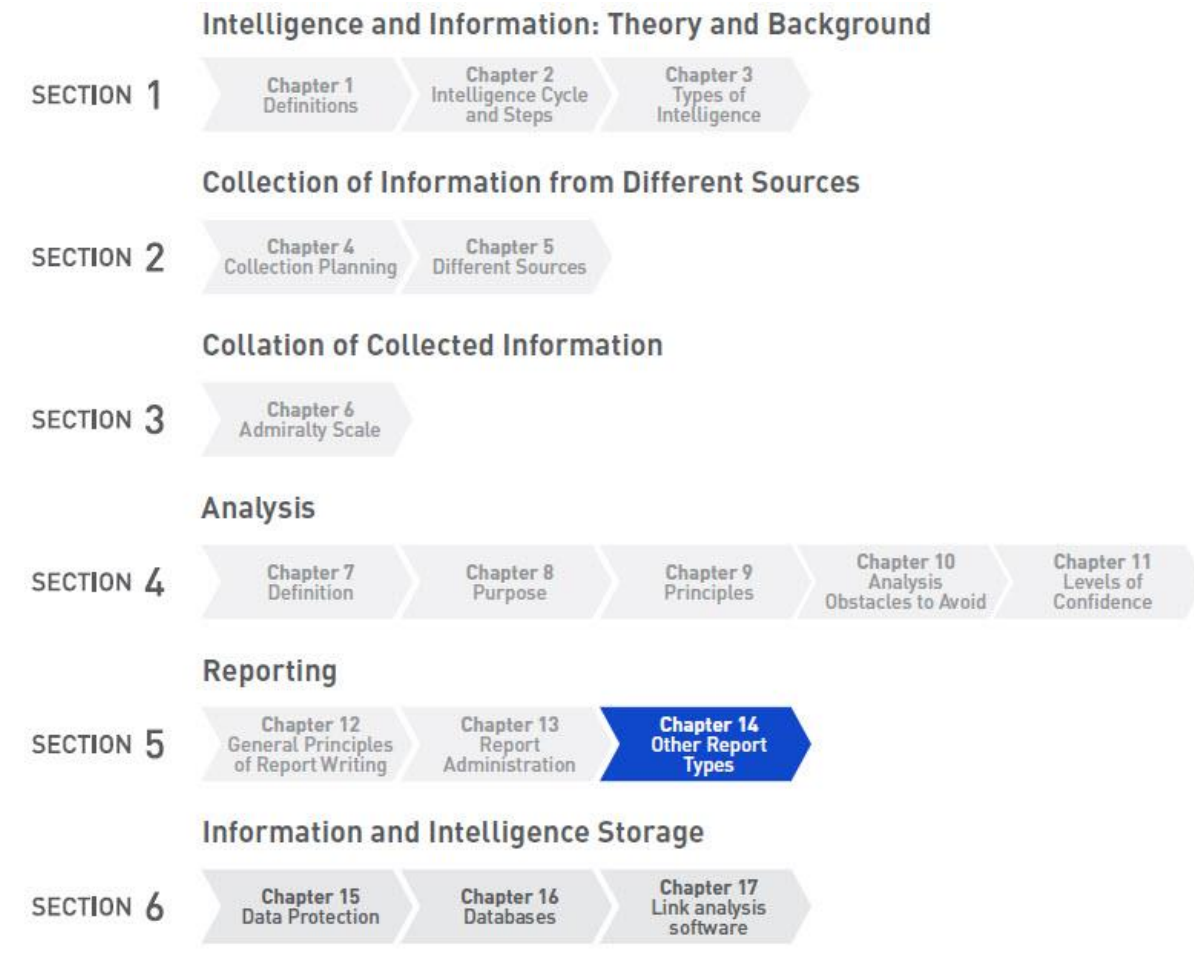
These guidelines mainly address Tactical Intelligence with possible dissemination to external agencies. However, there are also other types of reporting that focus on different kinds of intelligence.

1. Intelligence Brief

The Intelligence Brief reports Operational Intelligence, with a more in-depth analysis of information applied to illustrate analytical conclusions. This report focuses on larger-scale issues and is designed to support operational planning decisions.

The Intelligence Brief contains the following sections:

- ❖ Summary
- ❖ Background
- ❖ Analysis
- ❖ Conclusion

2. Intelligence Assessment

The Intelligence Assessment reports Strategic Intelligence. This report includes deep analysis and supports strategic planning decisions for senior management.

The Intelligence Assessment contains the following sections:

- ❖ Executive Summary
- ❖ Issue
- ❖ Background
- ❖ Discussion
- ❖ Conclusion
- ❖ Recommendations

SECTION 6:
# INFORMATION AND INTELLIGENCE STORAGE

There are different methods to rigorously and efficiently store relevant information/data and, consequently, intelligence. Databases and link analysis software are dedicated tools. However, they have some requirements that limit their accessibility to many ADO staff.

Accordingly, these Guidelines do not describe databases and link analysis software in great detail.

C H A P T E R   1 5 :
Data Protection
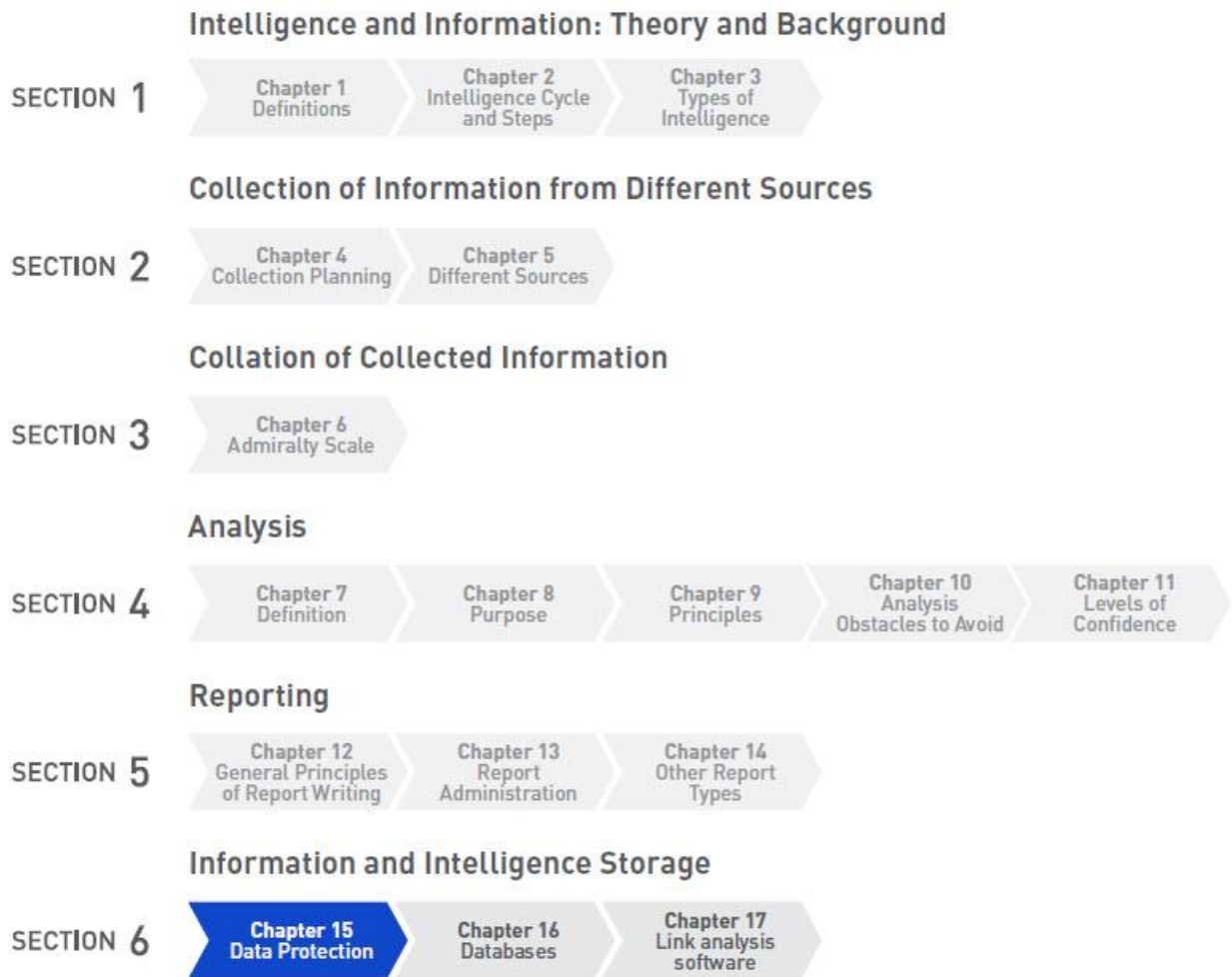
The collection and storage of data, particularly personal data, is highly sensitive. In this regard, the ADO staff in charge of collecting and storing data must comply both with the relevant domestic law to ensure all legal requirements are met and with the International Standard for the Protection of Privacy and Personal Information[10].

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[10] https://www.wada-ama.org/en/resources/data-protection/international-standard-for-the-protection-of-privacy-and-personal

CHAPTER 16:

Databases

Intelligence and Information: Theory and Background

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A database can be defined as a systematized collection of data manipulated by a data-processing system for a specific purpose.

Databases are dedicated tools that store and analyze wide-ranging data. A database provides the analyst relevant information among large sets of data.

Databases offer many benefits, but also have specific requirements that can limit their use. Reliable Information Technology (IT) equipment and infrastructure are required. The intelligence manager must be trained to use all database capacities.

Databases need a large amount of data to work effectively. There are also financial considerations regarding user licence fees and how many individuals will use the system. Depending on the type of database, licence fees vary significantly.

There are basic tools that can provide an intelligence manager genuine information storing support. The traditional Excel spreadsheet (or OpenOffice free version) is a good, cheap tool that is useful in sorting data and identifying patterns in large data sets. Spreadsheets can easily be imported into visual analysis software.

CHAPTER 17:

Link analysis software
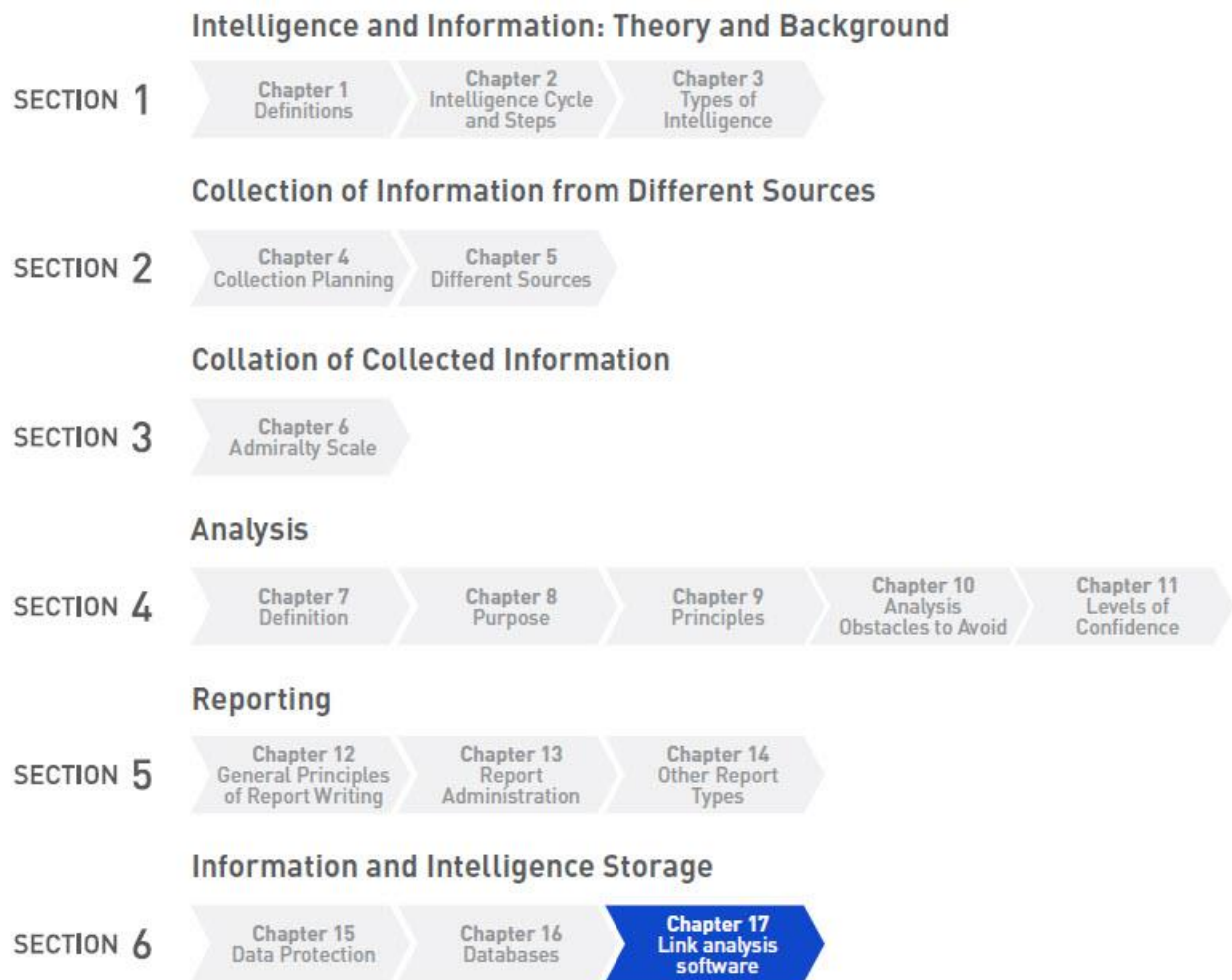
Link analysis software is used to evaluate relationships and/or connections between different data. This software focuses on analysis of relationships among data through visualisation methods (e.g. network charts, association matrixes) and integrates the Admiralty Scale.

As with databases, link analysis software offers many benefits, but also has specific requirements that can limit its use.

IT equipment and infrastructure are required, as is connection to relevant databases. Similar to databases, the cost of user licences varies by software.

APPENDIX A:

External information form template

Produced By:

Date of Report (DD-MM-YYYY):

ADO Reference:

Detailed Information

Information Received:

Grading:

Sport:

Information Details:

Research:

Distribution List:

There has been _____ copy(ies) of this document circulated

Distributed To:

Distributed By:

Date (DD-MM-YYYY):

Neither this report nor any of its contents may be disseminated without prior agreement from the author(s).

APPENDIX B:

Collecting information sheet

Investigations reference:	
ADO staff in charge:	
Date: *dd.mm. yyyy*	
Case information	
Suspected ADRV(s):	**Athlete(s) name(s):**
Sport / Discipline:	
WHAT **(ADRV reported)**	
WHERE **(Place where ADRV occurred)**	
WHO **(Person involved)**	
WHEN **(Period when violation occurred)**	
WHY **(Motivation)**	
HOW **(Modus Operandi)**	

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A P P E N D I X   C :

Open source searching tips

TERM	DESCRIPTION OF RESULTS DESIRED	EXAMPLE
AND	Must include both terms.	Testosterone **AND** cycling
OR	Include either the first term or the second term.	Dianabol **OR** DBOL
NOT	Include the first term, but not the second term.	hGH **NOT** somatropin
" "	Must include the exact phrase.	"Tour de France"
～	Include synonyms of the term.	～EPO
+	Ignore synonyms for this term.	Football **+** dianabol
-	Exclude this term.	Steroid **-** stanozolol
*	Include all search terms and replace the * with any whole word.	Smith tests positive for *****
Site:	Results from certain Web sites or domains.	Stanozolol site:wada-ama.org
File type:	Only the file type specified.	Somatropin filetype: **.pdf**
(nesting)	Apply a variety of advanced search types in the order specified.	Customs **AND** (steroid OR ～hGH)

APPENDIX D:

Terms used in these Guidelines

Admiralty Scale: A method for evaluating collected items of information. The Scale comprises a two-character notation assessing the reliability of the source and the assessed level of confidence in the information.

Analysis: Within the intelligence cycle, the analysis process is the examination and interpretation of collected information to identify trends, patterns and relationships responding to the direction given by *Anti-Doping Organization* senior management.

Collation: Within the intelligence cycle, collation is the evaluation of the information collected from various resources to identify relationships and patterns between data.

Deductive logic: Could be defined as drawing conclusions from previously formulated premises.

Direction: Within the intelligence cycle, direction represents the working guidelines given by *Anti-Doping Organization* senior management.

Inductive logic: Could be defined as arriving at a generalization on the basis of one or more observations.

Information: Information is knowledge in raw form.

Intelligence: Information plus analysis equals intelligence (see: Intelligence-Led Policing: The New Intelligence Architecture).

Intelligence manager: An *Anti-Doping Organization* staff member dedicated to information gathering regarding anti-doping matters. The intelligence manager is in charge of producing intelligence (as per the intelligence cycle) to support an *Anti-Doping Organization's* strategic anti-doping efforts.

Intelligence report: An intelligence report is used to document and report tactical intelligence in greater depth, either at the direction of another area—because an issue is large or complex enough to warrant one—or if the intelligence is to be shared with an external agency.

Logic: Logic could be defined as a particular method of argument or reasoning. Logic is the study of the relationships and interdependence of a series of events, facts.

Non-analytical: The anti-doping rule violations set out in Article 2.2, Article 2.3, Article 2.4, Article 2.5, Article 2.6, Article 2.7, Article 2.8, Article 2.9 and Article 2.10 of the *Code.*

Open source information: Information generally obtained via the Internet through online newspaper, media reporting, sport reporting, online user community.

Reporting: The action to provide documented intelligence to *Anti-Doping Organization* senior management, the anti-doping community or external agencies.

Results management: Process that includes pre-hearing administration of potential Anti-Doping Rule Violations (ADRVs), laboratory analysis (or the collection of other evidence establishing a potential ADRV), notification and charge, through to resolution of the process.