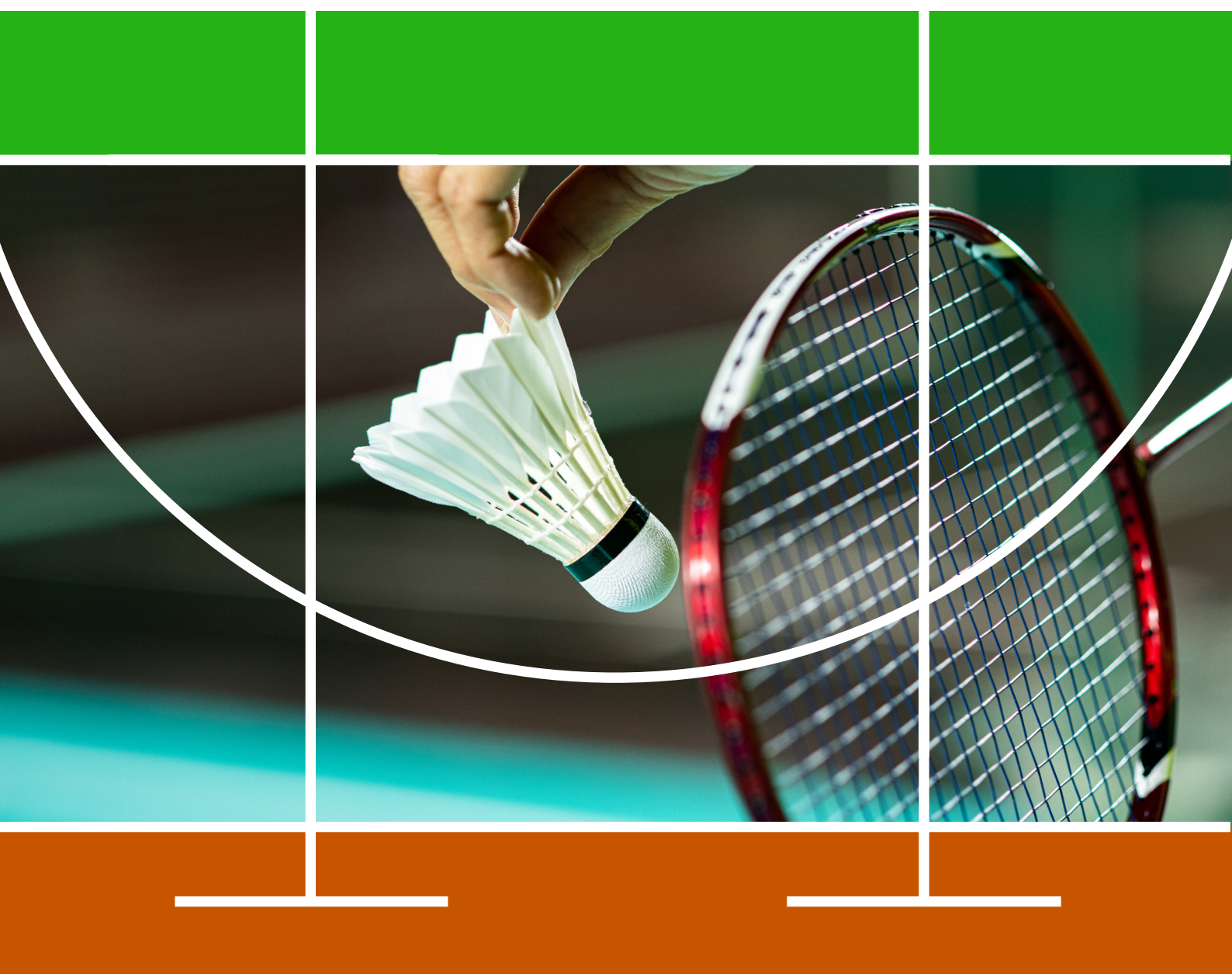


Report of the

INDEPENDENT OBSERVERS

19th Asian Games

Hangzhou, China 2022



world
anti-doping
agency

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1.0 Acknowledgements

The success of the WADA Independent Observer (IO) Team's mission at the 19th edition of the Asian Games (Asian Games 2022) was largely predicated on the high degree of collaboration and support we received from several partners throughout the Games. The Olympic Council of Asia (OCA), the International Testing Agency (ITA), the Hangzhou 2022 Organizing Committee for the Asian Games 2022 (HAGOC) and the Chinese Anti-Doping Agency (CHINADA) all greatly contributed to our ability to meet our objectives.

The IO Team would like to thank all sample collection personnel, namely the Doping Control Station Managers (DCSM), Doping Control Officers (DCOs), Blood Collection Officers (BCOs), Chaperone Coordinators (CCs) and chaperones, without whom the program could not operate. We thank in particular the sample collection personnel for their welcoming attitude whenever the IO Team visited a Doping Control Station (DCS).

The IO Team also extends its gratitude to all the Games volunteers, with a special thank you to the volunteers who were assigned to personally assist the IO Team, namely Hu Ziqian, Wang Xingyi and Hu Jinkai of the University of Zhejiang. Their constant availability, willingness to help and positive attitude were essential to ensuring the best experience possible for the IO Team, particularly with respect to the logistical/transportation aspects of the IO Team's daily observations. We also thank wholeheartedly the three drivers who were assigned to the IO Team.

Finally, the IO Team would like to acknowledge the athletes and athlete support personnel who participated in the Asian Games 2022, who overwhelmingly demonstrated their commitment to clean sport through their cooperation during doping control processes.

2.0 Acronyms and Abbreviations

Full Name	Acronym/Abbreviation
Adverse Analytical Finding	AAF
Anti-Doping Administration & Management System	ADAMS
Anti-Doping Agency of the Democratic People's Republic of Korea	DPRK NADO
Anti-Doping Organization	ADO
Anti-Doping Rule Violation	ADRV
Anti-doping Intelligent Management System	AIMS
18 th edition of the Asian Games, Jakarta Palembang 2018	Asian Games 2018
19 th edition of the Asian Games, Hangzhou 2022	Asian Games 2022
Athlete Biological Passport	ABP
Athlete Passport Management Unit	APMU
Atypical Finding	ATF
Blood Collection Officer	BCO
Code Compliance Questionnaire	CCQ
Corrective Action Report	CAR
Chain of Custody	CoC
Chief Medical Officer	CMO
Chaperone Coordinator	CC
China Anti-Doping Agency	CHINADA
Court of Arbitration for Sport's Anti-Doping Division	CAS ADD
Democratic People's Republic of Korea	DPRK
Doping Control Command Center	DCCC
Doping Control Form	DCF
Doping Control Officer	DCO
Doping Control Station	DCS
Doping Control Station Manager	DCSM
Dried Blood Spot	DBS
Field of Play	FOP
Hangzhou Organizing Committee for the 2022 Asian Games	HAGOC
Independent Observer Report for the 18 th edition of the Asian Games, Jakarta Palembang 2018	Asian Games 2018 IO report
Independent Observer Team	IO Team
Intelligence and Investigations	I&I
International Doping Control Officer	IDCO
International Federation	IF
International Standard for Education	ISE
International Standard for Testing and Investigations	ISTI
International Standard for TUEs	ISTUE
International Testing Agency	ITA
International Testing Agency's data management system	PASS
International Testing Agency's reporting platform	REVEAL
International Testing Agency's anti-doping communication platform	ADCOM
Local Organizing Committee	LOC
Major Events Organization	MEO
Memorandum of Cooperation	MOC
National Anti-Doping Laboratory, Beijing Sports University	Beijing Laboratory or Laboratory
National Anti-Doping Organization	NADO
National Olympic Committee	NOC
OCA Anti-Doping Rules applicable to the 19 th edition of the Asian Games, Hangzhou 2022	OCA ADRs
Olympic Council of Asia	OCA
Olympic Broadcasting Services	OBS
Registered Testing Pool	RTP
Results Management Authority	RMA
Sport Specific Protocol	SSP
Technical Officials' Village	TOV
Test Distribution Plan	TDP
Testing Pool	TP
Therapeutic Use Exemption	TUE

Therapeutic Use Exemption Committee	TUEC
Venue Coordinator	VC
World Anti-Doping Code	Code
World Anti-Doping Agency	WADA

3.0 Executive Summary

The Asian Games 2022 were postponed in May 2022 due to a rising number of COVID-19 cases in China at the time and rescheduled for 2023. The anti-doping program which was put in place for the Asian Games 2022, held in Hangzhou, China, was of a high calibre and addressed many of the recommendations which were raised in the previous IO report of the Asian Games 2018. The corrective actions that were raised in the Corrective Action Report (CAR) sent to the Olympic Council of Asia (OCA) 2 December 2022 in the framework of the WADA Code Compliance Questionnaire (CCQ) were also fully implemented. The IO Team is of the opinion that this was largely the result of delegating most of the anti-doping program to the International Testing Agency (ITA), and sub-delegating sample collection to CHINADA, both of which relied on their considerable major events expertise to help deliver a robust anti-doping program. The progress made is very encouraging and sets high standards which the OCA should strive to emulate and build on in future editions of the Asian Games.

From a testing perspective, the anti-doping program of the Asian Games 2022 stands out in terms of its infrastructure, logistics, technology, and the high degree of professionalism of the doping control personnel.

The doping control stations (DCS) were of a very high standard and met the requirements of Article 6.3.2 of the International Standard for Testing and Investigations (ISTI). They were also located within close proximity of where competitions took place, meaning that athletes could easily be escorted to the DCSs.

The use of multiple technological tools, which are described in the report (section 12), increased the efficiency of the anti-doping program in many respects. For instance, the entire doping control process, including notification of athletes, was completed in a paperless format. The Doping Control Coordination Centre could also track in real time the testing of athletes and retrieve a detailed data on testing through the use of the AIMS platform.

The transportation of samples from DCSs to the Beijing laboratory was secured and completed within 48 hours, thereby guaranteeing the integrity of the samples for laboratory analysis.

The doping control personnel went through a thorough recruitment and training process. Throughout its observations, the IO Team felt that the doping control personnel was competent, motivated, disciplined and friendly. The number of doping control personnel involved during the Asian Games 2022 was also sufficient to ensure that doping control processes ran smoothly.

While the overall testing activities at the Asian Games 2022 are praiseworthy, it is worth noting that some issues were identified.

The IO Team noticed challenges with respect to the timely submission of accurate rooming information, as detailed in the relevant section of the report, which led to complications in the implementation of the out-of-competition testing program. A few issues were also noted during the notification phase of the doping control process, such as the unnecessary delay on some occasions to formally notify athletes of their selection for doping control.

That said, the issues raised by the IO Team were acted upon swiftly, meaning that these observations were quickly resolved on the ground for the remainder of the Games period.

The extension of the OCA's jurisdiction to test athletes in the months leading up to the Asian Games 2022, more specifically from 22 July to 15 September (the so-called "Pre-Games" testing jurisdiction), as well as the quality of the risk assessment, test distribution plan (TDP) and use of intelligence through various sources, ensured that testing was carried out in full compliance with the ISTI.

Other areas of the anti-doping program, including Therapeutic Use Exemptions (TUEs), Intelligence and Investigations (I&I) and Results Management, as well as Education, were also managed in a Code-compliant manner. More detail on these program areas can be found in the relevant sections of this report.

4.0 WADA Independent Observer Team

The IO Team consisted of the following members:

- Mr. Nick Paterson (New Zealand), Chief Executive, Drug Free Sport New Zealand (Chair)
- Mr. Louis Duparc-Portier (France), Manager, Compliance Unit, WADA (Vice-Chair)
- Mr. Saravana Perumal Shanmugam (India), Manager, Asia/Oceania Office, WADA*
- Ms. Mery Tan (Singapore), General Manager, Anti-Doping Singapore
- Ms. Gaby Ahrens (Namibia), Vice Chair, WADA Athlete Council*

* Present during the first part of the Asian Games 2022

IO Team Asian Games 2022



4.1 Mandate, Role, Functions of the IO Team

At the invitation of the Olympic Council of Asia (OCA), WADA appointed an IO Team to attend the Asian Games 2022.

Originally launched at the 2000 Olympic Games in Sydney, the IO program was established to enhance athlete and public confidence at major sporting events by monitoring and reporting on all phases of the doping control and results management processes in an objective manner. Over time, the IO program has evolved to meet the needs and demands of organizations responsible for delivering major events. For this edition of the Games, an audit-style approach was adopted. The IO Team, through its observations, assessed whether procedures were in line with the Code and relevant International Standards and provided onsite advice and recommendations to the relevant organizations involved in the delivery of the doping control program.

For these Games, the OCA and WADA agreed that the IO Team would observe all aspects of doping control including, in particular:

- Test Distribution Planning (TDP);
- Implementation of the out-of-competition and in-competition testing programs;
- Provision of whereabouts information;
- Training of sample collection personnel;
- Athlete selection;
- Athlete notification and sample collection procedures;
- Transport and chain of custody of samples;
- Therapeutic Use Exemption (TUE) procedures;
- Results management process (including hearings held during the period of the Games); and
- Any other relevant areas under the 2021 Code, International Standards or Technical Documents.

The Games period for doping control ran from 16 September 2023 until the final date of competition on 8 October 2023. The IO Team members arrived progressively on-site from 17 September 2023 onward and active observations took place between 20 September 2023 and 5 October 2023. During that time, the IO Team visited a total of 21 competition venues as well as the doping control station located at the Athlete Village in Hangzhou. Given the large volume of competition venues and sub-athlete villages, and the considerable distances to reach each location, and the limited number of IO Team members on-site throughout the Games period due to unforeseeable events, the IO Team had to prioritize which venues they visited. This determination was made based on certain key criteria, namely the risk associated to each sport/discipline, as well as the number of tests to be conducted on a given date for a specific competition as provided in the TDP, and the logistics involved in terms of transportation.

The doping controls of the following 29 sports were the subject of observations and assessment by the IO Team:

- Athletics (several disciplines observed)
- Badminton
- Basketball
- Boxing
- Canoe
- Cycling
- Diving
- Fencing
- Football
- Gymnastics
- Hockey
- Judo
- Kabaddi
- Kurash
- Rowing
- Rugby sevens
- Shooting
- Skateboarding
- Soft tennis
- Squash
- Swimming (several disciplines observed)
- Table tennis

- Taekwondo
- Triathlon
- Volleyball
- Water Polo
- Weightlifting
- Wrestling
- Wushu

In addition, the IO Team attended the coordination meetings between the OCA, ITA, Hangzhou Organizing Committee for the 2022 Asian Games (HAGOC) and CHINADA, which took place initially on a daily basis and then every second day during the second half of the Games, to report on the team’s observations and to provide ongoing feedback. In addition to verbal feedback, the IO Team submitted written reports of its observations and recommendations via the ITA’s secure online platform, ADCOM. The ITA responded in writing to all feedback provided, and all the recommendations that could be implemented during the Games were done so in a prompt manner. Examples are provided throughout this report.

In addition to the daily meetings, the ITA also organized ‘in-focus’ meetings where the ITA, the OCA, HAGOC, CHINADA and the IO Team explored in more details several aspects of the anti-doping program implemented at the Games. Sessions were conducted on the Testing program, Athlete Biological Passport (ABP), Education, TUEs, Intelligence and Investigations and Results Management.

The IO Team also attended the Chief Medical Officer (CMO) introductory meeting (20 September 2023) and was provided with the relevant information related to results management processes.

5.0 Overview and Operating Environment

The Asian Games are recognized as one of the largest major sporting events in the world and its 19th edition certainly lived up to this reputation, with almost 12,000 participating athletes representing 45 Asian delegations. The Asian Games 2022 took place in Hangzhou, China, were officially opened on 23 September 2023 and concluded on 8 October 2023. The Asian Games 2022 featured 40 sports, 61 disciplines and 481 medal events. The Asian Games 2022 were spread across a large geographical zone, which included 55 competition venues, the Athlete Village in Hangzhou, as well as five athlete sub-villages where specific sports/disciplines took place in Ningbo, Wenzhou, Jinhua, Tonglu and Chun’an.

Location of the Athlete village, the five sub-villages and distances



Athlete sub-village	Sport/Discipline
Ningbo athlete sub-village	Sailing, Beach Volleyball
Wenzhou athlete sub-village	Football (group matches), Dragon Boat
Jinhua athlete sub-village	Football (group matches), Sepaktakraw
Tonglu athlete sub-village	Equestrian
Chun'an athlete sub-village	Cycling, Triathlon, Marathon Swimming

5.1 Extended testing jurisdiction in advance of the Asian Games 2022

Unlike previous editions of these Games, the OCA extended its testing jurisdiction pursuant to Article 5.2.2 of the OCA 2023 Anti-Doping Rules applicable to the Asian Games 2022 (OCA ADRs). The ITA (acting on behalf of the OCA) had jurisdiction to conduct out-of-competition testing on any athlete who was entered to or may have been entered to participate in the Asian Games 2022, or who were otherwise subject to the OCA's authority, starting from 22 July 2023. These additional two months of testing jurisdiction allowed the ITA to coordinate tests on athletes who may not have been sufficiently tested by National Anti-Doping Organizations (NADOs) or the respective International Federations (IFs) in the lead up to the Asian Games 2022, prior to their arrival in Hangzhou.

As the months leading up to major events are considered of higher risk for doping, this extended jurisdiction is a testament to the OCA's commitment to clean sport in the framework of the Asian Games.

5.2 Key players' roles and responsibilities

5.2.1 Olympic Council of Asia (OCA)

The OCA is the governing body of the Asian Games who drafted and adopted the OCA ADRs that were in force during the Asian Games 2022. While the OCA, as the Signatory to the Code, remained responsible from a Code compliance perspective for all aspects of doping control conducted at the Games, the OCA agreed to delegate the management of its anti-doping program to the ITA, save for the implementation of the Education plan.

The OCA appointed the Court of Arbitration for Sport's Anti-Doping Division (CAS ADD) to act as the independent hearing body for the Asian Games 2022, in compliance with the OCA ADRs. It also appointed nine of the thirteen IDCs present at the Asian Games 2022.

Even though the ITA was responsible for leading the anti-doping program at the Asian Games 2022, the OCA, via Ms. Nadia Ali Al Shamali, Dr. Sultan AL Busaidi and Mr. Vinod Tiwari, offered valuable guidance on several matters during the daily meetings.

5.2.2 International Testing Agency (ITA)

The ITA was established in 2018 as an organization that would manage anti-doping programs for IFs, MEOs, and NADOs in need of support.

In Hangzhou, the ITA had overall responsibility for the development, implementation, and management of most of the anti-doping program. In this respect, the ITA led the development of the risk assessment and TDP for the Asian Games 2022. In addition, it coordinated other aspects such as the pre-Games testing program, the implementation of recommendations issued by APMUs, the set-up and management of the TUE management system, intelligence and investigations, the long-term storage plan, pursuing any potential ADRVs under the jurisdiction of the OCA, providing the OCA with an Education plan to be implemented by the OCA, etc.

The ITA had five staff on-site, in addition to staff which operated from their headquarters in Lausanne. This offered round-the-clock coverage regarding Games-time matters. The ITA was the main point of contact for the IO Team. All staff that the IO Team interacted with were very professional, open, and collaborative in their approach.

5.2.3 Hangzhou Organizing Committee for the 2022 Asian Games (HAGOC)

HAGOC was the local organizing committee for the Asian Games 2022. It was in charge of the publication of the Doping Control Guidebook for the Asian Games 2022, the preparation and delivery of DCSs, the establishment and enforcement of a contract with the Beijing Laboratory, collecting and managing whereabouts/rooming information (including any necessary follow-ups with NOCs), transporting athletes after doping control if required, arranging transport of samples to the Beijing Laboratory and security of the chain of custody, as well as other logistical aspects associated with doping control.

5.2.4 China Anti-Doping Agency (CHINADA)

The ITA sub-delegated some aspects of doping control to CHINADA as permitted under the OCA ADRs, including the recruitment, training and allocation of sample collection personnel, sample collection equipment procurement, conducting doping control on CHINADA's paperless system (AIMS), entering Doping Control Forms in ADAMS and producing reports/dashboards to monitor these activities. CHINADA was also responsible for the education of Chinese athletes, which involved assisting HAGOC and OCA when required.

5.2.5 Beijing Laboratory

The Beijing Laboratory was contracted by HAGOC to analyze samples collected during the Asian Games 2022.

5.2.6 Court of Arbitration Anti-Doping Division (CAS ADD)

As noted above, CAS ADD was appointed by the OCA to act as the independent hearing body for the Asian Games 2022, in compliance with the OCA ADRs.

5.3 Operational Approach

The Asian Games 2022 marked an important departure from its previous editions in terms of the operational approach it adopted. By outsourcing almost all of its anti-doping program to the ITA, the OCA sought to eliminate the inherent conflict of interest that exists when an organization both promotes and polices its sport. The delegation to ITA also placed anti-doping operations in the hands of an entity that is well-versed in the management of anti-doping activities in a major event environment given its experience and professionalism in the field. The involvement of CHINADA in the anti-doping operations at the Asian Games 2022, through the sub-delegation by ITA of a number of its responsibilities, is also praised by the IO Team. As a well-established NADO with significant Major Event experience, CHINADA was able to deliver on every aspect of the anti-doping program it had been sub-delegated. While the IO Team recognizes the importance of involving the local NADO in major events such as the Asian Games, in order to expand major event experience in the Asian continent, consideration could be given to involving representatives of some developing NADOs of the region to further build capacity through the opportunity to assist and/or observe the implementation of the anti-doping operations and oversight of future editions of the Asian Games as well. This would elevate the quality of the legacy left by the Asian Games by providing regional NADOs with valuable major events experience, thereby preparing them for future editions of the Asian Games which could be hosted in their countries.

The IO Team praises the operational approach that was adopted for the Asian Games 2022 and acknowledges that the recommendations that were raised in the Asian Games 2018 IO report in this respect were addressed in this iteration of the Asian Games.

Commendation:

- *OCA*: The IO Team commends the OCA for externalizing the majority of the Asian Games 2022’s anti-doping program to the ITA, which ensured that critical anti-doping operations were handled by an organization with experience and professionalism in the management of anti-doping operations and major events.
- *ITA, OCA*: The IO Team commends the ITA and the OCA for sub-delegating certain aspects of the anti-doping operations to CHINADA. This was mutually beneficial insofar as CHINADA is a well-established NADO which brought its previous experience in major events as well as its technological tools to the table.

Recommendation:

- *OCA*: The IO Team recommends that the OCA considers involving representatives of some developing NADOs in the region in the operations and oversight of future iterations of the Asian Games. The IO Team is of the opinion that organizers of the Asian Games scheduled to take place in 2026 should involve the NADO of the host country of the following iteration of the Asian Games scheduled for 2030.

5.4 The Democratic People’s Republic of Korea Flag

On 14 September 2021, the WADA’s Executive Committee issued a formal notice of non-compliance in which it alleged the Anti-Doping Agency of the Democratic People’s Republic of Korea (DPRK NADO) as non-compliant with the World Anti-Doping Code (Code). On 7 October 2021, the Executive Committee’s decision became a final decision enforceable with immediate effect in accordance with Code Article 24.1.9. The decision of non-compliance and the applicable consequences applicable to the DRPK NADO were communicated by WADA to all stakeholders in a press release on 7 October 2021. Pursuant to Code Article 24.1.9, Signatories to the Code are bound to recognize, respect and give full effect to this decision and the consequences associated to it.

One of the consequences that was imposed against the DPRK NADO was the prohibition to fly the DPRK flag “at regional, continental or World Championships, or Events, organized by Major Event Organizations (other than the Olympic Games and Paralympic Games), for the next edition of that Event or until Reinstatement (whichever is longer).”

During the Games, the IO Team observed that the DPRK flag was raised on numerous occasions, including during the opening and closing ceremonies, medal ceremonies involving DPRK athletes and competition venues.

As the IO Team’s mandate is limited to observing the anti-doping program implemented during the Games, we will abstain from commenting any further on this point in the IO report.

6.0 OCA ADRs and Doping Control Guidebook

Pursuant to Code Article 20.5.2, Code Signatories, which includes the OCA, have an obligation to implement anti-doping rules and policies which conform with the Code and the International Standards. On the other hand, WADA is responsible for providing support and guidance to Signatories in their efforts to comply with the Code and International Standards as per Code Article 20.7.3 and must also monitor Signatories’ compliance with the Code and International Standards as per Code Article 24.1 and the International Standard

for Code Compliance by Signatories. As a result, WADA systematically reviews Signatories' anti-doping rules to assist the latter in ensuring that these anti-doping rules are in line with the Code.

The OCA ADRs are the governing rules which regulates how the anti-doping program operates. The OCA ADRs were initially adopted on 4 January 2021. Modifications to the OCA ADRs were made and adopted on 23 August 2022. Further draft modifications were communicated to WADA on 4 July 2023 to validate the ITA's pre-Games jurisdiction and allow it to test athletes out-of-competition. WADA confirmed compliance with the Code of the modifications to the OCA ADRs by the end of July 2023.

While there was a recommendation in the 2018 IO report on the same topic, it recommended the OCA ADRs be finalised at least six-months prior to the Games. This was not possible due to the late involvement of the ITA and the welcomed proposed change related to the pre-Games jurisdiction period.

To make sure that the pre-Games jurisdiction of the ITA was legally secured, the OCA adopted the OCA ADRs on 22 July 2023, before receiving WADA's Compliance unit's confirmation that the OCA ADRs were in line with the Code. While this did not prove to be an issue since the adopted OCA ADRs were in line with the Code, the IO Team notes that to safeguard the OCA's anti-doping program, it is strongly recommended to receive confirmation on the compliance of the anti-doping rules from WADA's compliance unit prior to their adoption by OCA.

To resolve issues such as these in the future, the IO Team recommends that before any major event, the OCA submits its rules earlier to give sufficient time for both the OCA and WADA to review these amendments and make sure that the rules are fully in line with the Code. For future iterations of the Asian Games, the OCA ADRs should be finalized and published at least six months prior to when the Games are due to take place.

The IO Team notes that the OCA ADRs also included a few inconsistencies. These relate specifically to Article 4.4.3.2 (which refers to the OCA's website rather than the ITA's website) and Article 5.6.2 (which refers to the NOC's responsibility to submit whereabouts/rooming information to the ITA, while the "Doping Control Guidebook", the "Supplementary Information for the 19th Asian Games Hangzhou Doping Control Guide" and the way it functioned in practice during the Asian Games 2022 showed that the NOCs had to provide this information to HAGOC). Attention should be given to ensuring that the OCA ADRs are fully consistent with the processes in place.

In addition to the OCA ADRs, the OCA published a Doping Control Guidebook, which was distributed to stakeholders on 23 April 2023. The Doping Control Guidebook contains valuable information on all aspects of the doping control program of the Asian Games 2022, such as the sample collection process, rules around testing for world and/or Asian records, as well as national/regional records and the Outreach and Education program.

The IO Team is of the opinion that this document provided stakeholders with an excellent summary of the Games' anti-doping program and procedures. The content of the Doping Control Guidebook was an accurate reflection of the Games' operations in practice. It was also consistent with the OCA ADRs, except with respect to collecting whereabouts as detailed in the relevant section below. The IO Team notes that the discrepancy stems from an inconsistency made in the OCA ADRs and not the Guidebook. Overall, the IO Team considers that the Doping Control Guidebook was a useful tool and directly addresses a recommendation which was made in the 2018 IO report in this regard.

Commendation:

- *OCA, HAGOC, ITA*: The IO Team commends the OCA, HAGOC and the ITA for developing and publishing a doping control guide, which provided a broad summary of all aspects of the anti-doping program of the

Asian Games 2022. The IO Team encourages the publication of such a document in future editions of the Games.

Recommendation:

- *OCA*: To avoid rushing the adoption of Code-compliant anti-doping rules in future editions of the Asian Games, ensure their full accuracy and provide stakeholders with sufficient time to familiarize themselves with their content, the IO Team recommends that any revisions of the OCAADR should be finalized and published at least six months prior to the Games.

7.0 Pre-Games testing and long-term storage

7.1 Pre-Games gap analysis

The ITA carried out a pre-Games gap analysis, designed and implemented in-house to ensure that athletes participating in the Asian Games 2022 would be subject to an effective pre-Games testing program. The IO Team understands the approach methodology applied to this work was similar to that carried out at other major events. However, this did not involve external experts or stakeholders, and was not labelled as a “taskforce”.

This work was additionally complemented by the pre-Games testing jurisdiction which worked in conjunction with the gap analysis.

While we note that the pre-Games gap analysis and pre-Games jurisdiction were highly beneficial to the overall anti-doping program, the IO Team believes that creating a formal pre-Games taskforce composed in part of members of regional NADOs would feed into leaving a stronger, regional legacy.

Recommendation:

- *OCA, ITA*: The IO Team notes there is an opportunity again to build on the legacy of these Asian Games and recommends a formal pre-Games Taskforce be formed for its future editions. This would address potential doping risks in the region as well as provide wider experience for other regional NADOs.

7.2 Pre-Games testing

As part of its approach to pre-Games testing, the ITA and the OCA agreed on a strategy which firstly involved writing to all NADOs in the region, recommending that some of their testing be directed specifically at the sports identified as having extended risk in the ITA’s risk assessment. Of note, these recommendations for testing were based on a combination of country and sport risk but did not identify or consider specific athletes at this stage. Over 100 country and sport combinations were distributed, asking NADOs to increase the focus of their testing in the lead up to the Asian Games 2022 and carry out testing on the athletes attending the Asian Games 2022 one to three times in that period.

Secondly, the OCA funded a further 50 tests to be carried out by the ITA in advance of the Games period on top of the testing carried out by NADOs. These tests were conducted on athletes from higher risk countries or sports, or on those that had received little or no testing. The testing was carried out relatively close to the start of the Games when athletes were confirmed as highly likely to be attending, so that the testing could have maximum benefit.

The ITA monitored the testing carried out by the region’s NADOs, took note where a NADO had or had not increased testing as requested and asked a second time. The ITA also actively reviewed the pre-Games testing of all participating athletes in the period from March 2023 until the start of the Games period itself.

Ultimately, the ITA had a list of over 1,200 athletes from approximately 21 NOCs, which they could monitor to ascertain if they were receiving appropriate testing.

However, and critically, this was relied upon information received from NOCs of athletes that were potentially attending the Asian Games 2022, i.e., their long-lists and later, on the entry lists of athletes that would be attending. Often, this information was received by the OCA late and at times, was inaccurate.

In turn, this information was provided to WADA to be uploaded into ADAMS. At times, this took longer than optimal, while recognising the significant workload of the WADA ADAMS team. Nonetheless while a few days or a week delay is normally not problematic, as a major event approaches the timelines become more challenging and the testing programme would have been supported better by a faster upload time.

The pre-Games testing was used to inform the establishment of the out-of-competition (OOC) and in-competition (IC) TDP.

The extension to the Games period provided the OCA with jurisdiction over the athletes, from 22 July 2023 to 8 October 2023. This represents great practice, allowing the OCA to apply its anti-doping rules to the athletes well before they arrive in the host country for the Games, and during a time of heightened doping risk, i.e. in the lead up and final training for peak performance.

Commendation:

- *OCA*: The IO Team commends the OCA for extending testing jurisdiction to include a pre-Games period from 22 July 2023 to 15 September 2023 and for funding 50 pre-Games tests, which helped to close gaps on specific athletes which had not been sufficiently tested ahead of the Asian Games 2022 by their NADOs/IFs. The IO Team encourages the OCA to replicate this in future editions of the Asian Games.

Recommendation:

- *NOCs, WADA*: The IO Team acknowledges the challenge that the OCA and ITA faced in receiving a list of participating athletes that was fully accurate. The IO Team stresses the importance for NOCs to thoroughly review the accuracy of the information pertaining to their athletes. The IO Team would further recommend that the OCA proactively communicates to the NOCs the need to provide accurate and complete information on their delegation's list of participating athletes as early as possible and liaises with the WADA ADAMS team, to facilitate the timely entry of an accurate athlete list into ADAMS.

7.3 Long-term storage

As part of its pre-Games preparation, the ITA recommended to the OCA to allocate long-term storage for 100 samples for the Asian Games 2022. The ITA formulated a Long-Term Storage policy for the Games, which set out how these samples would be selected for storage. The samples will be stored in ITA's secure centralized long-term facility based in Lausanne, Switzerland and will be transferred from the Laboratory post Games once the sample selection process is finalized.

The ITA also notes of course that long term storage is just a means to an end, being the further analysis of the samples in the future as enhanced or new testing procedures become available. This will be done in accordance with the agreed Long-Term Storage and Reanalysis Policy for the Asian Games 2022.

The IO Team notes that the establishment of a retention strategy for the Asian Games 2022 addresses a recommendation raised in the Asian Games 2018 IO report, requiring the OCA to develop one.

Commendation:

- *OCA, ITA*: The IO Team commends the OCA and the ITA for allocating long-term storage of 100 samples for the Asian Games 2022, which provides additional opportunities in the future to conduct further analysis on these samples using novel testing procedures.

8.0 Education

To foster a Clean Sport environment, education is one of the key prevention strategies seeking to promote behavior in line with the values of clean sport, and to help prevent athletes and other persons from doping. Hence, the International Standard for Education (ISE) became a mandatory International Standard in 2021, as part of the World Anti-Doping Programme. An underpinning principle of the ISE is that an athlete's first experience with anti-doping should be through education, rather than doping control.

The education program for the Asian Games 2022 covered multiple touchpoints operationalized by the various stakeholders, including pre-Games education (e.g. online modules on WADA's Anti-Doping Education & Learning platform (ADEL) and other education activities delivered by the NADOs and NOCs), social media engagements and online resources, event-based education including 'Clean Sport Day' and onsite posters at the DCSs. The Education initiatives put in place for the Asian Games 2022 are described below.

8.1 Pre-Games Communication

The OCA sent circulars to the Presidents/Secretary Generals of its member NOCs on 6 Nov 2022, regarding the necessity for athletes competing in the Asian Games 2022 to undergo an anti-doping education program in accordance with the standards set forth in the ISE.

A reminder dated 12 April 2023, indicated the following requirements:

- Athletes to complete the WADA's Anti-Doping Education & Learning (ADEL) module: International-Level Athlete e-learning module, available in various languages.
- Athletes to complete education modules in an OCA-mutually recognized structured education programme from the NADO or NOC.

Commendation:

- *OCA*: The IO Team commends the OCA's pre-planning and getting the various stakeholders (NOCs, IFs, NADOs and RADOs, etc.) involved early ensured a good outcome for the pre-Games education.

8.2 Online Modules on ADEL and other Education Activities by the NADOs and NOCs

As the OCA had identified WADA's ADEL platform to be the main education delivery mechanism, WADA's Education team worked to translate the online learning for international-level athletes into 16 languages.

Ultimately, despite the challenges of having 12,176 athletes from 45 NOCs in the education pool (it should be noted that the number of athletes who ultimately participated in the Asian Games 2022 was 11,830), 97% of those athletes (11,792) completed the online education. This was done through the online modules in ADEL or via direct education of NADOs which was "mutually recognized" under the ISE and endorsed by OCA via an official letter. This includes the following NADOs China, Chinese Taipei, Kazakhstan, South Korea and Thailand.

Commendation:

- WADA, OCA, NADOs: Translation of the modules in ADEL in various Asian languages greatly helped accessibility of the learning resources to those whose native language is not English, French or Spanish.
- OCA: The IO Team commends the OCA for achieving education of 97% of all athletes in the education pool for the Asian Games 2022. This is a major improvement compared to previous iterations of the Asian Games.

9.0 Athlete Engagement

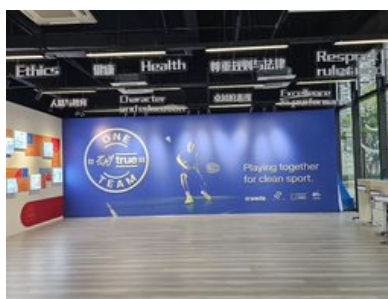
While athlete engagement is not a requirement for Signatories under the Code, the OCA and CHINADA recognized that the Asian Games 2022 provided an opportunity to raise awareness and promote clean sport with athletes, beyond just testing. Accordingly, they collaborated with WADA’s Athlete Engagement team to develop an Athlete Engagement & Education Centre (AEEC) within the Athlete Village.

The AEEC was located in a large space next to the Sport Information Centre and Doping Control Station in the Athletes’ Village, with an inviting set-up and clear and engaging activities and information for athletes. A portable WADA table tennis table created a welcoming atmosphere for athletes and officials. CHINADA led the engagement efforts in Hangzhou and the coordination of the large number of volunteers that were able to assist. The IO Team saw first-hand athletes visiting the AEEC, enjoying both the information provided as well as the activities.

View of inside the AEEC



Other view of inside the AEEC



For the first time at the Asian Games, the program also included athlete role models from the region to be the face of the program, which created a greater connection with the competing athletes. These athlete role models were deployed during the first week of the Asian Games 2022 at a booth at the dining hall in the Athletes’ Village, to tell athletes about the AEEC and direct them to its location. Social media, polaroid photos and Play True prizes were also used to incentivize athletes and officials to engage with the program.

AEEC booth at the dining hall



Back row: athlete role models and WADA stakeholder engagement Team on-site



It was the opinion of the IO Team that while the AEEC was an exemplary set up, its location was not ideal. Being situated between the Sport Information Centre and the Doping Control Station meant that the AEEC did not get “passing foot traffic” as this is not an area frequently visited by athletes. This is supported by the fact that an additional booth was required in the dining hall.

At the same time, the OCA also had an Athlete Engagement booth, seeking athletes’ input on the OCA’s upcoming athlete commission elections. The OCA’s athlete engagement activities were only at the dining hall, being the area that athletes typically visit multiple times a day.

Given the athletes’ time is limited, a truly athlete centred approach would have seen a single athlete engagement area for both the OCA’s Athlete Commission purposes as well as Clean Sport engagement purposes. Perhaps a location at or very close to the dining hall would have engaged more athletes, as has been seen at other major events.

Other online platforms for engagement that were used during the Asian Games 2022 included the following:

- OCA website and Facebook page
- ITA website and Facebook/Instagram pages
- Various NADOs’ websites and social media accounts
- Webinars for Athlete Support Personnel

Finally, CHINADA launched a new initiative for a Clean Sport Day on 3 October 2023 and as part of this event, AEEC visitors were requested to write a message using the postcards and posting them onto the feature wall.

Clean Sport Day initiative



Commendation:

- *CHINADA*: The IO Team praises CHINADA for the excellent large event space for the AEEC and its exemplary set-up with education materials and enthusiastic volunteers.

Recommendation:

- *OCA, CHINADA*: The greatest success for reaching athletes directly is to ensure a good location for one’s activities. The IO Team recommends that future programs should ensure a singular and primary location in or close to the athlete dining hall that also includes storage in close proximity.

10.0 Therapeutic Use Exemptions

If athletes have an illness or medical condition that require them to take medication or use a method that is prohibited as per WADA's Prohibited List, a TUE may be approved to give that athlete an exemption to take the necessary prescribed medication or use the method while competing in sport, without resulting in an Anti-Doping Rule Violation (ADRV) and applicable sanction. TUEs are granted if it is in accordance with the International Standard for TUEs (ISTUE).

The IO Team reviewed the procedures and processes in place for the handling of TUEs in the Asian Games 2022, which were in line with the ISTUE. However, the IO Team did not review the content of the medical files or the rationale for the decisions made by the Games' Therapeutic Use Exemption Committee (TUEC) to recognize, grant, or refuse a TUE.

Ahead of the Games, the ITA created a specific TUE section on its [website](#) for the Asian Games 2022, in which the TUE application process for this major event was described in a clear and detailed manner, thereby implementing the corrective action raised in this regard in the CAR that was issued to the OCA in the framework of the Code Compliance Questionnaire (CCQ).

The two other TUE-related corrective actions identified in the CAR issued to the OCA in the framework of the CCQ, were also implemented satisfactorily during the Games. Indeed, the TUE application form made available for the Games on the ITA's website was in line with the "TUE Application Form" template made available on WADA's website, as per ISTUE Article 6.2. Furthermore, the ITA's website was in line with ISTUE Article 5.7 as it clearly identified (1) which athletes fell under the OCA's jurisdiction and needed to apply to the ITA for a TUE and when, (2) which decisions of other ADOs would be automatically recognized, and (3) which decisions of other ADOs had to be submitted for recognition.

Under the OCA ADRs and as provided on the ITA's website, athletes were not required to submit existing TUEs granted by their IF or their NADO for recognition ahead of the Games (i.e., before 21 August 2023). Rather, the athlete's existing TUE was automatically recognized by the OCA, provided that it was made available in ADAMS. This was not the case under the OCA ADRs that were in force during the Asian Games 2018, according to which a TUE granted by an athlete's IF or NADO had to be recognized by the OCA's TUEC. The automatic recognition system implemented for the Asian Games 2022 alleviated the need for the athlete to submit additional requests for recognition of their pre-existing TUE, which is a welcome development compared to the Asian Games 2018.

There were clear instructions on the ITA's website in relation to the TUE regime before and during the Games period. These set out that (a) prior to 21 August 2023, athletes submitted TUE applications to the athlete's IF or NADO; and (b) between 21 August and 8 October 2023 athletes were requested to contact the ITA to determine whether to apply directly to the ITA for their TUE for the Games period, or to their NADO/IF if the TUE was for a longer term (bearing in mind that the validity of TUE granted by the ITA TUEC was limited to the Games Period). As a result, a limited number of TUE applications would be required to be considered by the ITA's TUEC.

The IO Team was informed by the ITA that the list of athletes participating in the Games was provided to the ITA reasonably early compared to other major events, meaning that the ITA was able to filter through and identify which athletes were granted TUEs with relative ease and determine which of those would be in effect during the Asian Games 2022, and hence would be automatically recognized.

Between 21 August and 8 October 2023, the ITA had a dedicated TUE team working from Lausanne to assist athletes with their TUE requests. Additionally, a person was on-site in Hangzhou who could provide support in relation to TUE applications. During the Games Period, the ITA provided support in relation to TUE applications by telephone, by booking a virtual appointment on a dedicated app or in person at the ITA's on-

site office in the TOV. Any other TUE-related enquiries could be shared by phone or via email to the ITA. Importantly, the TUE section on the ITA's website for the Asian Games 2022 made it clear that for security reasons, TUE applications should not be sent by email. The variety of communication tools made available, supported by the fact that ITA staff were available almost round-the-clock, ensured that athletes and athletes' physicians could easily submit TUE applications during the Games Period.

The ITA's newly introduced process allowing athletes and their physicians to schedule online appointments with the ITA as described in the previous paragraph, provided these athletes and their physicians with expert guidance on whether to submit a TUE application in a given case. The IO Team considers that this was a useful mechanism to limit the number of TUE applications ultimately submitted. That said, 23 applications were still received during the Asian Games 2022 which were not required. The greatest number of these related to a single sport from a single country in relation to a cream being used, which did not in fact require a TUE. Another one was related to the provision of a tetanus injection. While the Asian Games 2022 TUE process and support is a great step up from the 2018 Games, the IO Team encourages the OCA to again provide further training and education for physicians in the region in the lead up to and during future Asian Games, to further reduce the number of TUE applications which are not required.

The TUEC for the Asian Games 2022 was composed of three experts, selected by the ITA for each TUE application among ITA's wider pool of TUEC experts composed of 24 members. The selection of TUE experts for each TUE application was based on several factors, including medical specialty and nationality. Other factors, such as knowledge of the language of the medical files, were also considered in selecting members for each TUEC panel. This ensured that the review of TUEs was carried out by a TUEC composed of members who possessed the relevant medical expertise and were free of any actual or perceived conflict of interest that would arise if a TUEC member would have the same nationality as the TUE applicant. Once a completed TUE application was submitted to the ITA, the selected TUEC panel was able to render a decision within a matter of hours.

In total, there were 33 valid TUEs held by athletes who participated in the Asian Games 2022. Of these, six TUEs were granted during the Games and 27 TUEs were recognized before the Games started. As mentioned above, a further 23 TUE applications submitted were not required. Given that a total of 11,830 athletes participated in the Asian Games 2022, the percentage of valid TUEs per athlete was 0.28%. Please see the appendices section for additional information on the TUE substances and classes.

As stated in the ADR section, the IO Team notes that the OCA ADRs, specifically Article 4.4.3.2 thereof, refer to the OCA's website rather than the ITA's website. A recommendation in this regard is included in the ADR section of this report.

Commendation:

- *OCA, ITA:* The IO Team would like to commend the ITA and the OCA for ensuring that clear information regarding the TUE process was provided to athletes and athlete support personnel well ahead of the Asian Games 2022 and that automatic recognition of pre-existing TUEs was used, thereby limiting the number of TUE applications which needed to be processed by the ITA's TUEC.

Recommendation:

- *OCA, ITA:* As was recommended in 2018, the IO Team recommends taking additional steps from an educational perspective to further raise awareness on TUE requirements among NOCs, athletes and athlete support personnel, in particular with NOC physicians. This should be carried out in the years between Asian Games, as well as immediately prior and during the Games period itself.

11.0 Intelligence and Investigations

For the Asian Games 2022, the ITA established a robust framework to gather and process information from a wide range of sources, which address the corrective action raised in the CCQ CAR in this regard. These sources are described below.

The ITA, CHINADA, HAGOC, as well as several governmental agencies, namely the Chinese General Administration of Sport, the Ministry of Public Security and the General Administration of Customs, signed a memorandum of cooperation (MOC) shortly before the start of the Asian Games 2022, to facilitate the exchange of anti-doping information and intelligence on the occasion of the Asian Games 2022. The process to establish this MOC was initiated in April 2023, shortly after the OCA granted the ITA with a mandate to establish a cooperation agreement. Despite the relatively short timeline to set such an agreement in motion prior to the start of the Asian Games 2022, the ITA could rely on the experience it had gained as well as the relationships it had harnessed during the Beijing Winter Olympic Games, where a similar cooperation agreement was signed.

This cooperation agreement was set up to ensure that measures could be taken promptly should the use, or trafficking, of banned substances or methods be discovered in the context of the Hangzhou Games. The ITA informed the IO Team that multiple reports were received by the ITA of individuals transporting supplements and vitamins, which the ITA was able to take into consideration for target testing purposes.

The IO Team notes that such a MOC is a great intelligence initiative in the context of major events and recognizes the challenges it entails given the different administrative stakeholders involved. As such, it may have been beneficial to start working on this project earlier to have sufficient time between the signing of the MOC and the arrival of the delegations at the Games to agree on the processes to be implemented in practice and thereby maximize the efficiency of the information sharing. This is particularly the case for the Asian Games 2022, where participants could travel to Hangzhou through five different entry points, compared to one during the Beijing Winter Olympic Games.

Similar to previous major events involving the ITA, a number of communication channels were made available to share information on doping with the ITA. The two main ones were REVEAL and ADCOM.

While REVEAL could not be promoted on the Games website, it was promoted before the Games through the Doping Control Guidebook distributed to stakeholders on 23 April 2023 and a circular letter to all stakeholders sent on 21 August 2023. It was also promoted during the Games using posters which were systematically displayed in doping control stations as well as the food court area from an early stage in the Games. While this is commendable, the IO Team opines that the posters' effectiveness could be increased even further if these were translated in multiple languages spoken by the participants. This was particularly true for the Asian Games 2022, where the IO Team witnessed that a significant number of athletes were not fluent in English.

From an information/intelligence perspective, online access to ADCOM was made available to several partners, including all the IFs whose athletes were participating in the Games. The IFs could for instance submit recommendations on specific athletes to be tested. The availability of this platform, as well as their intended use, were specifically highlighted in each Sport Specific Protocol (SSP) applicable during the Games. As further developed in section 13.6 of this report, SSPs are meant to serve as model guidelines for in-competition testing to be shared with each DCSM and other relevant anti-doping personnel of each sport to deliver a smooth and effective doping control programme on-site at an event.

The ITA's whistleblowing tools were accompanied by several policies, namely the "whistleblowing policy" and the "privacy policy to the whistleblowing platform REVEAL", which provide clear guidance on reporting information in a confidential manner.

Another initiative aimed at encouraging the sharing of information was the ‘Suspicious Materials Policy’. This internal policy offered guidance to Hangzhou 2023 cleaning personnel, on what objects to look out for during the Games and how to report any suspicious paraphernalia or behavior. The IO Team found particularly useful the inclusion of specific examples (including photos) of potential suspicious paraphernalia, where it might be found etc., as well as the inclusion of concrete actions to take. Training was also delivered by CHINADA to the cleaning personnel on what suspicious materials to look out for, which the IO Team commends.

The ITA was also able to gather valuable information ahead of the Games, given its involvement as a delegated third party in the intelligence and investigations programs of a majority of IFs whose athletes competed in the Asian Games 2022. The ITA’s knowledge of a significant portion of the athlete population at the Asian Games 2022 is considered by the IO Team as a real added value for the purposes of intelligence gathering.

For the Games, the ITA had suitably experienced staff spread across multiple time zones, who were overseen by the ITA’s Head of Intelligence and Investigations in Lausanne. This ensured that the ITA had the capability to gather, assess and process intelligence and to conduct investigations promptly if necessary.

The IO Team would like to acknowledge that immediately prior to the Games period, the ITA was provided with information relating to athletes training in a different province of China, away from Hangzhou. CHINADA then ensured, at its own cost, that these athletes were tested to preserve the integrity of the Games. The IO Team also observed the intelligence and investigations work firsthand, when intelligence was passed directly to the IO Team Chair, which was then actioned by the ITA and CHINADA, resulting in an AAF.

Commendation:

- *OCA, ITA*: The IO Team would like to commend the ITA for the resources invested in the area of intelligence and investigations and for fostering the secure exchange and receipt of information via several initiatives such as the establishment of a MOC with local authorities for the sharing of information relevant to anti-doping, given the complexity of such an operation.
- *ITA, CHINADA*: The IO Team commends the quick and appropriate response taken to incoming intelligence, and the proactive, supportive approach taken by CHINADA.

Recommendation:

- *OCA*: While the IO Team strongly supports the OCA’s decision to allocate resources to the establishment of a MOC with local authorities for the sharing of information relevant to anti-doping, given the complexity of such an operation, the IO Team recommends that the OCA considers starting such a process as early as possible to give the parties involved sufficient time to agree on an information sharing framework and thereafter develop relevant processes to be implemented on the ground.
- *OCA, ITA*: In order to increase the effectiveness of REVEAL, the IO Team recommends that REVEAL should be promoted onsite using posters translated in multiple languages rather than only in English.

12.0 Technology

Both CHINADA and the ITA used proprietary IT solutions at the Asian Games 2022. The IO Team provides a brief overview of these tools below.

CHINADA acted as the Sample Collection Authority during the Asian Games 2022, and so implemented and used its own digital solution to support the sample collection process called AIMS.

This is a paperless system which supports the full anti-doping process from notification through to transport of the samples to the laboratory. All chaperones were provided with tablets equipped with AIMS, which they recorded information from athletes and went through the athlete's rights and responsibilities during notification. Thereafter, the athletes physically signed on the tablet to acknowledge they had been notified. DCSs were also equipped with AIMS, which allowed a continuity of information and data, including DCFs and CoC documents, to be added directly into the system. At the Doping Control Command Centre, both CHINADA and the ITA were able to view within AIMS the number of athletes currently being processed at any one time, live, as well as see data on completed tests, for instance by DCS location, by sport, by gender of athlete or by country of delegation. AIMS also showed the different types of collections (urine, blood, DBS), and recorded compliance with the TDSSA, live. The IO Team acknowledges that this addresses one of the recommendations of the Asian Games 2018 IO report.

The use of a system like this in such a large geographical area with this number of personnel meant that it was exposed to basic IT risks of internet, Wi-Fi or system failure. CHINADA actively mitigated this risk by providing each DCS with a paper-based backup system. The IO Team witnessed one occasion where this was put into use and is aware of another. On both occasions, temporary system issues meant that the sample collection process was delayed for a brief period of time in which the DCO contacted the CHINADA team at the DCCC, before being advised to switch to paper. In both cases, neither the sample collection process, nor the information collected, appeared to be compromised in any way and in fact, the system was back online and operational relatively quickly.

On top of this, the ITA utilised several technological tools that were used in other major events and in particular, at the Beijing Winter Olympic Games, to ensure that information was shared in a secure and confidential manner during the Asian Games 2022:

- **PASS:** This is the ITA's data management system, previously used at the Tokyo Olympic Games and the Beijing Winter Olympic Games. Because CHINADA used AIMS, not every element of available functionality of PASS was used by the ITA. However, broadly this system captured information on sports and athletes outside of the sample collection process, whether from ADAMS, from other ITA work and systems, and available intelligence. PASS also featured an integrated secure messaging system. While tests were planned within this system, as new information arrived from APMUs, tests could easily be re-scheduled or put on hold and kept in a holding queue. This was particularly helpful in the sense that ITA and CHINADA sample collection personnel with access to the system knew that a test was planned on a particular athlete and this test could be conducted as soon as new information came to light, thus ensuring a flexible and efficient TDP.
- **ADCOM:** The ITA's online anti-doping communication platform offered a simple and efficient way to communicate with stakeholders during the Asian Games 2022. This tool was utilized by the IO Team to share observations and to receive the ITA and/or CHINADA's response, eliminating the need for email exchanges. This platform was also available to NOCs, NADOs and IFs to ask questions, share concerns and/or request target testing on specific athletes. ADCOM was also utilized by APMUs to share their assessment of ABP data.

In addition to these tools, as required by the World Anti-Doping Code and ISTI, WADA's Anti-Doping Administration & Management System (ADAMS) was used to verify athlete whereabouts information for RTP athletes, to review TUEs, to enter all Doping Control Forms (DCFs) and to upload Laboratory sample analysis results.

Finally, HAGOC offered an online whereabouts system for NOCs, to upload athlete residence information into for all the teams. This was accessed via a QR code or web link, although uptake at times was poor.

Commendation:

- *ITA and CHINADA*: The IO Team commends the ITA and CHINADA for its use of improved technology during the Games and the investment made in various technological tools. This contributed to efficient operations, especially as it relates to the exchange of information between the ITA, the OCA, HAGOC and CHINADA. In addition, the IO Team was provided with up-to-date information on several aspects of the doping control program, in real time and at every meeting. We encourage any ADO to initiate discussions with the ITA about these systems to learn how they also may benefit from these innovative tools.

Recommendation:

- *OCA*: In light of the delegation to the ITA of the leadership and management of the anti-doping program, the IO Team recommends that the OCA considers utilizing the ITA's pre-existing whereabouts system as was done in the Beijing Winter Olympic Games, during future editions of the Asian Games.

13.0 Test distribution planning and delivery

13.1 Risk assessment

The Asian Games 2018 IO report recommended that the OCA both delegate its anti-doping programme fully to a third party and also set up a pre-Games taskforce, chaired independently and comprising international anti-doping experts. The recommendation went on to say the taskforce should be established at least one year before the commencement of the Games and be able to review intelligence and other information to establish a list of athletes for pre-Games testing.

As noted earlier in this report, the OCA did delegate its anti-doping program to the ITA and while the ITA did not formally establish a pre-Games taskforce, it did carry out this work itself, albeit without external input.

The ITA's testing team carried out a full Risk Assessment¹ in July 2022, initially reviewing the doping risk in each country and each sport, utilising a combination of:

- Sport specific analysis looking at the physiological requirements of each sport, based on the ITA's existing anti-doping programmes in 33 of the 40 sports², and on research and review in the other sports;
- Transparency International's Corruption Perceptions Index (to identify country risk);
- The number of anti-doping tests carried out in each country; and
- The number of AAFs identified in each country and in which sports.

This review also made allowances for potential testing of athletes who were not normally available to be part of an international anti-doping program, such as those from the DPRK.

The result of this was to divide sports/disciplines in three categories (namely "extended", "medium" and "restricted risk" from an anti-doping perspective), and also to understand which countries might present a high risk of doping.

The risk assessment did not look at risks associated with specific athletes at this stage. However, later when the list of competing athletes was available, this risk assessment was extended to focus on an athlete specific

¹ 4.2.1 ISTI shows nine criteria.

² The ITA has 12 testing officers who are responsible between them for 33 of the 40 sports being featured at the Asian Games 2022. See Appendices section below for list of sports and disciplines.

level. This was informed by the earlier risk assessment, the additional testing carried out and the knowledge of the ITA's in house team responsible for each of the individual sports. The ITA also wrote to the IFs of the 13 sports with which it did not have an existing relationship, requesting sport and athlete specific intelligence to be shared.

13.2 Test Distribution Plan

The TDP was created based primarily on the risk assessment carried out and build on an intent to have coverage across all sports based on performance (medalists), supported by target testing where appropriate based on risk.

The TDP planned for approximately 1600 tests, of which 350 were to be conducted out-of-competition, which were focused on the sports with extended doping risk or following specific intelligence received or ABP requests. Overall, this is a slight increase compared to the Asian Games 2018, where 1460 tests were conducted.

The IO Team questions whether 1,600 tests is in fact enough for a major event of this size, notably because a “clean podium” approach across all sports could not be adopted, as the medium and limited risk sports did not have all medal winners tested. On the other hand, with the introduction and benefit of the I&I programme instigated by the ITA supporting this TDP, it is likely that despite only a marginal increase in the quantity of testing, the overall quality, particularly in terms of target testing, was considerably higher when compared to previous iterations of the Games.

Therefore, it may be that a greater number of tests would in fact be more commensurate to a major event of this magnitude. This is particularly so if we were to take account of the fact that not all countries in this region have a comprehensive or complete anti-doping programme or testing regime. While the IO Team recognizes that the risk-based approach taken for the Asian Games 2022 was proportionate, appropriate and in accordance with the ISTI, we recommend that the OCA considers increasing the overall number of tests in future editions of the Asian Games.

Specifically, and by means of comparison, the 2020 Tokyo Olympic Games involved 11,658 athletes and saw 4,125 of them tested at least once. The IO Team does not expect the OCA to necessarily increase testing to the same level but notes there were 481 medal events at the Asian Games 2022, meaning that there were 1,443 medalists. It therefore recommends that additional tests be carried out in the higher risk pre-Games period, where any gaps from ADO testing may exist, as well as consideration be given to testing of additional medalists in sports where only the gold medalist was tested this year.

13.3 Test distribution and implementation

Tests were allocated between the different sports and disciplines, reflective of the risks as well as based on intelligence and information received from IFs, NADOs and APMUs. The TDP was compliant with the Technical Document for Sport Specific Analysis (TDSSA) and it focused on a specific list of higher risk athletes for out-of-competition testing.

The ITA also regularly reviewed and updated the TDP where it was required, such as following performance and results achieved in the Asian Games 2022 by an athlete, or alternatively due to a change in the competition schedule.

13.4 Whereabouts Collection

Collecting sufficient and accurate location/whereabouts information is a key element for conducting an efficient and effective out-of-competition testing program. Issues in this area have been observed consistently

in almost every previous IO report and the Asian Games 2022 illustrated that it continues to be challenging. This is particularly important with respect to athletes who are not included in a RTP and are consequently not required to provide whereabouts information in ADAMS.

To receive accurate and complete rooming information from all athletes participating in the Asian Games 2022, the OCA put together a process for NOCs to follow, which is detailed in a document called “Supplementary Information for the 19th Asian Games Hangzhou Doping Control Guide” (hereinafter “Whereabouts Guide”). This document contains mostly clear instructions on each step that NOCs need to follow to submit whereabouts information. However, the IO Team noted some shortcomings in terms of the content of the Whereabouts Guide and other applicable regulatory documents.

Firstly, an inconsistency was identified in the applicable documentation regulating whereabouts with respect to which entity the NOCs had to submit rooming information to. On the one hand, the Doping Control Guidebook (section 8) and the Whereabouts Guide provide that NOCs were responsible for ensuring that accurate and updated rooming information was provided to HAGOC. On the other hand, Article 5.6.2 of the OCA ADRs sets out that NOCs were responsible for providing whereabouts and rooming information to the ITA. Consistency across all applicable regulations is key to avoid confusion in the eyes of the NOCs.

Secondly, the applicable rules did not provide for meaningful consequences in case of a failure by a NOC to comply with the requirements applicable to rooming information. Indeed, the Whereabouts Guide provides that “Failure to provide whereabouts information may lead to disciplinary consequences for athletes and NOCs” and Article 5.6.2 of the OCA ADRs explains that failures by the NOCs to fulfil their obligations in this respect could give rise to measures or sanctions under the OCA Constitution Bye-Law to Article 24.7 – Medical. However, the content of the cited provision from the OCA Constitution only refers to sanctions against athletes as a result of a filing failure or two missed tests. In other words, while the applicable rules provide that NOCs are the entities responsible for submitting rooming information of their entire athlete delegations, no action can be taken against them in case they fail to comply with these requirements. While the IO Team recognizes that having the regulatory means to action consequences against NOCs might not have resolved all failures to submit whereabouts/rooming information, it would certainly have incentivized NOCs to take measures more promptly.

During the Games, HAGOC and the OCA made significant efforts to communicate on a daily basis with the NOCs which had not yet provided rooming information. Communication was done through emails, phone calls and attempts to meet the relevant whereabouts contact person of each NOC in person. This helped to gather the whereabouts/rooming information of a number of delegations throughout the Games period. However, by 2 October 2023 (i.e. 6 days before the closing ceremony of the Games), the IO Team was informed by the OCA and HAGOC that the overall number of NOCs which had submitted rooming information was 30 from a total 45. Furthermore, despite having a clear digital solution for the collection of whereabouts, nonetheless one large delegation submitted whereabouts/rooming information physically on paper.

Incomplete rooming information collected before the beginning of the Asian Games 2022 affected the quality of the out-of-competition testing program, which is particularly important in the days leading up to and the start of a major event. This was witnessed firsthand by the IO Team during the pre-Games sample collection observations it conducted, where chaperones were confronted with several situations in which they were unable to locate the athletes who had been selected for testing. Based on the out-of-competition testing observations conducted by the IO Team, chaperones never disclosed the identity of the athletes they were attempting to locate. However, the chaperones’ interactions with NOC representatives, coaches and other individuals to find out the selected athletes’ whereabouts did reveal some level of information to third parties (e.g. the sport/discipline of the targeted athlete). This could have impacted the “no advance notice” of these tests, which goes against one of the fundamental requirements of testing enshrined in Article 5.3.1 of the ISTI. Based on the above and what was raised in the Asian Games 2018 IO report, the IO Team believes that other strategies could be implemented to gather rooming information using a more qualitative/targeted approach.

As highlighted in Article 4.8.1 of the ISTI, “whereabouts information is not an end in itself, but rather a means to an end, namely the efficient and effective conduct of no advance notice testing”. The IO Team notes the usefulness of rooming information of all athletes participating in the Games. However, it also appears impractical to require and difficult to enforce, particularly in the context of such a large major event which takes place over a short timeframe.

Available technology could also be used to increase the quality of the rooming/whereabouts information received. For instance, the rooming application (rooming app) developed by the ITA and used in previous major events such as the Beijing Winter Olympic Games and the Tokyo Olympic Games, has proven to be an efficient tool to collect whereabouts information from NOCs. Furthermore, given that participants’ movements in and out of the athlete village, sub-villages and event venues was monitored using a digitalized system which recognized the accreditations of participants, access to this system by the testing authority would be highly beneficial. This point was also raised in the Asian Games 2018 IO report in the form of a recommendation.

The IO Team further notes that despite the inconsistency in the regulatory documentation applicable, in practice it was HAGOC which received and monitored athlete rooming information. While the IO Team notes that there was a high level of collaboration between HAGOC and the ITA, it is unclear to the IO Team why this could not be handled by the ITA itself. This would remove an extra layer of communication, which is arguably not needed.

Lastly, as in the Beijing Winter Olympic Games, the ITA developed and implemented guidelines for locating athletes included in a RTP as well as the procedures to follow when testing within the athlete’s one-hour timeframe. This was a specific recommendation from the Tokyo Olympic Games’ IO report, which has been taken onboard by the ITA thereafter in multiple major events.

Recommendation:

- *OCA, ITA:* As previously mentioned in the 2018 IO Report, the OCA and the ITA should ensure that the regulatory process applicable to whereabouts information allows for the imposition of meaningful consequences in case of failure to comply with whereabouts reporting obligations. The OCA and ITA should also ensure that the applicable regulations are entirely consistent and that it is clear to what entity the whereabouts/rooming information must be submitted.
- *WADA, ITA:* The IO Team encourages WADA and the ITA to consider alternative approaches to whereabouts in a major event environment, given the challenges which Major Event Organizations have faced on a repeated basis.
- *OCA, ITA:* To harness all sources of whereabouts information, the IO Team recommends that the OCA and ITA attempt to gain access to the accreditation database in future major events, to be better informed about when the athletes enter and leave the athlete village and sub-villages. The use of a rooming application such as the one developed by ITA would also facilitate the sharing of whereabouts/rooming information.

13.5 Athlete biological passport and Athlete Passport Management Units

To further inform test planning, the ITA received and reviewed information from NADOs, IFs and APMUs. APMU recommendations form an integral part of adaptive testing planning and further analysis of samples. In the ABP administrative process described in the WADA ABP Operating Guidelines, APMUs provide recommendations to the Passport Custodian, who then manages the communication with different Testing Authorities and Sample Collection Authorities in order to carry out APMU recommendations. With respect to communication with MEOs, the IO Team notes that additional guidance has been added to the WADA ABP

Operating Guidelines in 2023 specifically around the communication of APMU recommendations with MEOs. The second paragraph of section 2.4.1 now reads:

"In addition to sharing Passport information with ADOs directly via ADAMS, the Passport Custodian is also responsible for ensure the sharing of relevant Passport related information with Major Event Organizers (MEO) who are planning Testing around an upcoming competition. Prior to the event, the Passport Custodian is responsible for providing relevant testing recommendations to the MEO including Passport status and/or recent APMU recommendations in order assist MEOs to prioritize their test distribution. During the event, the Passport Custodian should ensure that rapid communication of APMU recommendations can be made during the competition in response to MEO testing, which will allow the MEO to conduct any follow up testing or additional analysis that may be required as a result of the MEOs testing."

In order to facilitate the sharing of relevant APMU recommendations actionable by the ITA, the ITA set up a system which followed the same methodology used since the Tokyo Olympic Games. The ITA communicated with the 16 existing APMUs prior to the Games to outline the processes that would be put in place in Hangzhou. In addition to providing recommendations in ADAMS, the APMUs were given access to ADCOM so that they could communicate their recommendations directly to the ITA, which could then be promptly assessed by the ITA without needing to pass via the Passport Custodian. Once the APMU recommendations were received in ADCOM, these would be automatically uploaded into PASS and the ITA could then either inform CHINADA to carry out target testing on certain athletes or request from the Beijing accredited laboratory that additional analysis be carried out on specific samples.

For the Asian Games 2022, the ITA requested that the APMUs submitted their recommendations within 48 hours of the sample analysis in order for the ITA to take action swiftly. The APMUs were requested to provide their relevant recommendations from 12 September 2023 to 15 October 2023, thereby covering some pre-competition sample analysis and providing for a buffer period after the conclusion of the Asian Games 2022, giving the ITA the chance to request further analysis of samples which had been collected at the end of the Games period.

Similar to previous IO reports since the Tokyo Olympic Games, the IO Team notes that the system established for the Asian Games 2022 was fit for purpose. While uploading their recommendations into ADCOM represented a duplication of work for the APMUs (these reports are first uploaded into ADAMS) all but one APMU complied with the request, who was unable to do so as it conflicted with national data protection laws.

The IO Team agrees with the ITA that the system does have its limitations, given that its effectiveness depends on the willingness of APMUs to provide all their recommendations in ADCOM and to do so in a prompt manner (despite not being contractually obliged to do so).

Between 12 September 2023 and 15 October 2023, 39 APMU recommendations were submitted where the testing authority of the sample which initiated a follow-up action was the OCA. All APMUs were active in ADCOM, apart from the one housed in the Sydney laboratory for the reasons described above.

Recommendation:

- *ITA, WADA:* Similar to what was previously raised in the IO reports for the Tokyo Olympic Games and Beijing Winter Olympic Games, the IO Team recommends that WADA and the ITA further explore ways to improve the ABP evaluation process in the context of major events (e.g. ensuring engagement from all relevant APMUs, prompt response times, etc.).

13.6 Sport Specific Protocols

The IO Team observed that the ITA developed Sport Specific Protocols (SSPs) in collaboration with the respective IFs for each sport and discipline featuring at the Asian Games 2022. Several previous IO reports have highlighted the importance and usefulness of developing SSPs in the context of major events. For these Asian Games 2022, the ITA prepared SSPs based on versions used at other major events, tailoring information to address the realities of each sport and sport discipline.

The purpose of the SSPs is set out in each respective protocol, namely that they shall serve as model guidelines for in-competition testing, and that these shall be shared with the appointed DCSMs and other relevant anti-doping personnel of each sport to deliver a smooth and effective doping control programme on-site.

The SSPs are fundamental documents and much of the information is likely to remain relevant over several major events that the ITA is involved in. Previous IO reports have noted how useful they have been in major events. However, it is critical that the SSPs are reviewed thoroughly for each event, as well as consulted with and communicated to the SCA.

The IO Team understands the SSPs for the Asian Games 2022 were finalized in early September 2023 and shared with CHINADA on 19 September 2023, i.e., four days prior to the start of the Asian Games 2022, which in the IO Team's opinion was too late for full consultation with CHINADA and its DCSMs.

Discussions with DCSMs in the field identified that there were at times practical challenges with some of the details around the SSPs, particularly in relation to notification of athletes on or around the FOP or mixed media zones.

The IO Team also believes that the SSPs were not part of regular or daily briefings with the doping control team on site for each sport, when in fact they should have been a fundamental document in preparation for each team. Issues observed in the field might have been easily avoided or prevented had these documents been used in this manner, such as:

- a belief held by athletes, and at times the anti-doping team, that they were allowed to shower after competition. This led to several instances of confusion and in one case physical confrontation with the anti-doping team. This is despite the fact that this was specifically identified and addressed in the chaperone and DCO training and set out in the SSPs;
- an understanding of the common permitted delays and any sport-specific permitted delays for each sport. Further, any sport specific permitted delays often required DCO approval before they could be utilised by the athlete and with additional requirements for observation, such as the use of ice baths in triathlon; and
- an apparent lack of understanding by chaperones that if the athlete conducts any non-permitted activity, then the chaperone must inform the athlete that the delay in reporting to the DCS for a non-granted activity may be investigated as a failure to comply. The IO Team observed numerous occasions of athletes taking a considerable time (up to 70 minutes) to report to the DCSs due to celebrating with fans and/or teammates. On no occasion did the IO Team observe athletes being warned that this could lead to a failure to comply. This included an example observed when a Rugby 7s athlete joined his teammates on a bus to return to the Athlete Village rather than attend the DCS as was required. The IO Team notes that after some time and drawn-out negotiations, the athlete got off the bus and ultimately reported to the DCS.

Another issue which the IO Team believes could have been usefully addressed to avoid it occurring would have been explanation on how to address sports where finalized results might be delayed until after the athletes have left the FOP, such as skateboarding and sport-climbing. The impact of such a delay meant that athletes could not be formally notified immediately. This means that the athlete that appears to have won gold is not under any obligation to stay within sight of the chaperone and is able to depart the stadium, urinate or take a shower. Furthermore, if the results are finalised and that athlete did not in fact win the medal, then another athlete who would be required to be tested has not been continuously observed by a chaperone.

The challenge for the anti-doping team is that once an athlete is notified, that notification cannot be reversed and hence the competition results must be finalised before notification occurs, to ensure the right athlete (and only that athlete) is notified. An alternative is what is sometimes described as “soft notification”, when an athlete is made aware they may be selected for doping control subject to final results but without being fully notified. The ITA has expressed a viewpoint that it tries to avoid this approach where possible as it departs from the requirements of the ISTI.

The IO Team notes that other solutions have been put in place at other major events to address this issue, such as establishing a “holding area” post performance where the athlete remains until results are confirmed or until they drop below the positions required for selection due to subsequent athlete performances. Another possibility includes temporarily chaperoning but not formally notifying the athlete, with the chaperone being advised via walkie talkie when the athlete is no longer in a position which requires them to be tested and therefore do not need to be chaperoned any further. The IO Team notes that in both situations, the athlete will not have been formally notified and therefore has no requirements to stay with the chaperone or not go to the bathroom. Furthermore, the latter option requires more staffing and communication material.

Based on the above, the IO Team would suggest that WADA considers how to best address the issue generally. This might require the OCA to identify early on in its planning process, in close collaboration with the relevant competition and venue managers, which sports/disciplines might require the establishment of a “holding area”. Athletes would also need to be made aware of the agreed process in advance.

Commendation:

- *ITA*: The IO Team strongly commends the ITA for preparing SSPs for the Asian Games 2022 and additional preparedness they bring to the doping control process.

Recommendation:

- *ITA, CHINADA*: The IO Team recommends that when the SSPs are developed, the local NADO, in this case CHINADA, is given sufficient time to have input on the SSPs, including their DCSMs who will be putting these documents into practice. The DCSMs should then use these documents as a basis for briefing the doping control team at the start of each day of work.
- *WADA, OCA, IFs*: The IO Team recommends that WADA considers, on a global regulatory level, and that the OCA and the applicable IF consider, on a major events-based level, how to best address the monitoring of athletes in a major event environment when final results/scores are not immediately available until all athletes have competed in the event.

14.0 Sample Collection Personnel

The sample collection team at the Asian Games 2022 was excellent, as it was at the Beijing Winter Olympic/Paralympic Games as was recognised then by the WADA IO Team. In particular, the IO Team was impressed by the recruitment and training plan developed and implemented by CHINADA and HAGOC for the Asian Games 2022.

Initially an overall Sample Collection Personnel (SCP) Distribution Plan was produced, similar to a TDP, setting out the number, type and distribution of SCP for each venue and sport, based on (1) the TDP; (2) the competition schedule; (3) venues and locations, (4) working shifts/times. The field team for the Asian Games 2022 was composed of:

- 55 DCSMs;
- 175 DCOs, including 13 IDCOs (of which four were appointed by CHINADA and nine were appointed by the OCA);
- 21 BCOs;
- 55 VCs;
- 17 CCs; and
- 392 volunteer chaperones.

The IO Team was also informed during the SCP in-focus session, that a reserve list of between 30 and 40 DCOs was ready to step in to replace last-minute dropouts among the main corpus of DCOs.

The way IDCOs were utilized at the Asian Games 2022 depended on certain key factors, including language skills, previous experience and actual/potential conflict of interests with specific sports, events or delegations. The IO Team noted during its observations that the allocation of IDCOs to DCSs depending on the prevalence of languages spoken amongst the probable medalists of specific competitions, was particularly helpful. The IO Team witnessed many sample collection processes where communication was clearly facilitated by the fact that the IDCO present in the processing room and the athlete/athlete representative were fluent in the same language. The IO Team praises the strategy deployed by CHINADA to make the best use of these IDCOs.

IDCOs present at the Asian Games 2022



14.1 Recruitment

DSCMs, CCs, DCOs and BCOs were recruited from CHINADA's pool of registered SCP. All required nomination support from CHINADA, based on the following criteria:

- be certified and in good standing with CHINADA;
- rich experience working as a DCO;

- preferably have experience as a DCO in Olympic Games;
- DCSM and CC: Priority for selection will be given to ITA-Certified IDCOs, national level or first level DCOs;
- DCSM MUST have doping control experience as a DCSM in major event;
- Five+ years and three+ years' experience as a lead DCO for DCSM and CC respectively;
- be competent and confident processing urine and blood samples in English;
- not have a criminal conviction or ADRVs; and
- be able to use an Android OS smart phone or tablet and be able to use the paperless system to implement doping control.

Chaperones were recruited by HAGOC from local colleges and universities. They were assessed based on their ability to work in an international environment, with preference given to language skills. The chaperones were interviewed in English by HAGOC as part of this process.

VCs were also recruited by HAGOC. The VC was responsible for logistical support and venue coordination with other VCs, including the construction of DCSs and material equipment, as well as providing support services for the doping control team during and after testing. They were also responsible for arranging transportation for returning athletes during the event.

CHINADA confirmed to the IO Team that all DCP signed a conflict of interest and confidentiality declaration as a condition of their employment or nomination, which addresses one of the recommendations of the Asian Games 2018 IO report.

14.2 Training

CHINADA prepared training programmes for the venue coordinators, the DCOs (including DCSMs, BCOs, and CCs) and the chaperones, breaking the training phases into three parts:

- Pre-Games training
- Near-opening training
- Onsite training and rehearsal

The “Pre-Games training” was different for the DCOs and chaperones. The DCO training included content on testing basics, roles and responsibilities, notification procedure, urine, blood and DBS sample collection procedures, DCF filing and standardized working language. It was delivered by an online course and examination, and the DCOs needed to complete the training and received at least 90/100 in the examination. If any individual performed below the minimum threshold in the exam, CHINADA carried out additional individual training.

The Chaperone training included testing basics, roles and responsibilities, notification procedure, DCF filing, standardized working language and the AIMS paperless system. The Chaperones also had an online course and examination, and in addition practical training and assessment.

The “Near-opening training” was presented jointly by CHINADA and HAGOC and focused on the characteristics and features of the Asian Games 2022.

Finally, “Onsite training and rehearsal” was carried out on a venue-by-venue basis by the DCSM, familiarising the team with the environment and the process specific to that sport and venue. The IO Team notes that this is the time the SSPs should have been discussed by the DCSMs and their team, particularly around notification flow and acceptable delays, as well as any feedback or changes reported back to CHINADA and the ITA.

14.3 Management

To manage the venue doping control teams and their operations, a DCCC was set up in the TOV next to the Athlete Village in Hangzhou. The CHINADA team staffing the DCCC was composed of 30 individuals, managing the operations of sample collection personnel, mirroring the successful approach taken at the Beijing Winter Olympic Games.

The DCCC CHINADA team had oversight of the management and coordination of the doping control personnel and doping control operations at all the venues in Hangzhou city and sub-athlete villages. This team received and reviewed any issues regarding sample collection procedures, sample transportation, as well as sample collection personnel and provided instructions on any remedial actions that needed to be implemented. This ensured consistency when responding to issues arising at one or more of the DCSs.

The DCCC CHINADA team was also extremely effective in ensuring appropriate information was disseminated to the various DCSs. If an issue was raised by the ITA and/or the IO Team during the daily coordination meetings, resolution of that issue was usually noticed the next day. Examples include issues raised in relation to whether athletes were allowed to shower, mandatory testing of Asian Games records and the time taken to notify some athletes and deliver them to the DCSs. These matters were shared with all DCSCMs swiftly.

Commendation:

- *OCA, ITA, CHINADA*: The IO Team commends the OCA, ITA and particularly CHINADA for the preparation, training, management and delivery of a sample collection team, that was fit-for-purpose for a major event of this significance, and which addressed recommendations raised in this regard in the Asian Games 2018 IO report.

15.0 Doping Control Stations

In comparison to the Asian Games 2018 IO report, which raised a number of concerns about the DCSs leading to several recommendations, the IO Team was impressed with the quality of the DCSs that were set up for the Asian Games 2022, which ensured that the athletes' experiences within the DCSs were of a high standard, with the appropriate conditions and support to satisfy the requirements of Article 6.3.2 of the International Standard for Testing and Investigations (ISTI)

DCS in Athlete Village waiting area inside a DCS



There were four different types of DCSs used during the Asian Games 2022, equipped with one, two, three or four processing rooms. The DCS type used was based on the predicted peak number of tests in the competitions being held at each venue.

As had been the case in the Beijing Winter Olympic Games, a typical management structure saw a DCSM in charge of the operations of the DCSs, a CC that manages chaperones, including conducting daily briefings, communicating with chaperones via walkie-talkies, ensuring the right athletes have been notified, and supporting chaperones with any issues encountered during notification and chaperoning. The team also included DCOs and BCOs, responsible for guiding athletes through the sample collection procedures and to implement said sample collection procedures in accordance with the ISTI. Additionally, was the VC, who was responsible in particular for ensuring proper coordination with other functional areas during the Games, organizing sample transportation and ensuring transportation for athletes was available post-sample collection.

Almost all DCSs observed by the IO Team were exemplary. The waiting rooms had sufficient space, lighting and conditions for athletes to wait comfortably before processing, with sufficient hydration options, a TV showing Games footage and information on the walls about both the sample collection process and the ITA's REVEAL platform. The processing rooms and associated bathroom facilities were equally commendable.

The anti-doping team in the DCSs carried out their duties diligently, managing the secure entry and records of people entering and exiting the DCS, as well as at times asking athletes not to overhydrate, to keep noise down (e.g. phone calls), and not to take photographs.

Each processing room was staffed by one male and one female DCO. For each collection session, one person was the “DCO” responsible for introduction, supervision explanation and the DCF, while the other was the “Witness DCO” responsible for witnessing the sample collection process. There were a small number of reported instances where female athletes said they would have preferred to be processed by female DCOs only. This was typically raised after the sample collection session had completed, and as a result could not be actioned at the time. Nonetheless, CHINADA considered whether it was possible to process female athletes with female DCOs only.

On the walls of the processing rooms were posters showing the doping control procedures for urine, partial urine, venous blood and DBS collection both in pictures and also in English, Japanese, Korean, Russian and Arabic.

Poster example inside a processing room



Finally, outside of the DCSs were many signs on the walls and on occasions on the corridor floors, giving direction to the DCS, making them typically very easy to find.

Commendation:

- *OCA, HAGOC, CHINADA, ITA*: The IO Team praises the OCA, HAGOC, CHINADA and ITA for the overall quality of the DCSs that were set up for the Asian Games 2022, which represents a great leap forward compared to the Asian Games 2018 and sets high standards which the IO Team encourages the OCA to replicate in future editions of the Asian Games.

16.0 Sample collection procedures

16.1 Athlete notification

It was clear from the start of the IO Team's observations that the doping control field team had been extensively trained and were ready for the Asian Games 2022. The chaperones themselves, with support from the CCs, were consistently energetic, keen and committed to finding the athletes assigned to them and remaining with them at all times. The IO Team observed several occasions where the chaperones ran alongside athletes as they warmed down, leapt onto vehicles when it appeared the athlete was going on a team bus or other transport and otherwise stuck to them at all costs. With more age and experience they might have learnt that athletes can in fact be appropriately chaperoned from distance once they are notified. However, the IO Team commends CHINADA and the chaperone team on their default position of being too close, rather than too far away. This was the appropriate approach, particularly with host nation athletes who were extremely popular with media, volunteers and supporters alike, and generous with their time.

The notification process was well implemented, using the AIMS system. Initially in the period immediately prior to the opening ceremony, sample collection in the Village required chaperones to work in teams to find multiple athletes. The IO Team noted that the chaperones were provided with the name of "their" athlete on a slip of paper, rather than in the AIMS system, which they then carried or photographed on their phones. Despite this manual step, the chaperones generally were very good at maintaining the confidentiality and privacy of the name of the athlete to be tested, making sure other athletes or support personnel were not inadvertently notified who was being sought.

The notification process also involved the chaperones both showing the rights and responsibilities to the athlete on the tablet screen as part of the AIMS system, on a physical placard in multiple languages, as well as talking them through it orally. This was a good process to try and ensure athletes understood their rights and responsibilities in the anti-doping process prior to them signing the tablet to confirm that they did.

However, the IO Team's observations identified that in an otherwise very good doping control process, any issues typically arose during the notification process. Some of this is perhaps unsurprising given the size and complexity of the event, combined with the relative age and inexperience of the chaperone team, particularly in comparison to the DCO team which had a great deal of experience. The use of CCs mitigated some of this risk but nonetheless the issues remained. In particular, and as referred to in the SSP section, these related to:

- A belief of some athletes that they could shower after competition. The chaperones either did not know, or did not have the confidence, to tell the athletes that this was not the case. On one occasion the chaperone called the DCSM and was joined by two DCOs and then the DCSM himself. Nonetheless, even with that experience on offer, no individual clearly and robustly said to the athlete nor their support personnel that showering was not a permitted activity, and the athlete must report to the DCS.

- The late notification of athletes, or otherwise “soft” notification whereby the chaperones identified themselves to athletes but did not formally go through the notification process at that stage. There are always practical reasons where this might be a good course of action, particularly in a major event given the scale, as well as media interest and obligations often very close to the field of play. However, even in these circumstances there were occasions when the formal notification process did not occur for some time, and on one occasion for over an hour (see section on SSPs). Furthermore, another athlete received a “soft” notification while official results were being finalised, during which time the athlete went quickly to a toilet cubicle and shut the door without the chaperone intervening in any way.
- Similarly, in the sport of swimming, “rinsing” was allowed but showering was not, without a definition provided for either. It should be noted that swimming has specific protocols which allow an athlete to warm down in a pool or ice baths. These were implemented appropriately and as expected by the IO Team.

There were a couple of issues the IO Team observed where chaperones did not have access to mixed media zones or changing rooms. These were however resolved very quickly by the CHINADA team on the ground and the DCSMs.

In all cases, the SSPs set out that if there was anything unusual, or a deviation from normal practice, then it had to be reported to the ITA through a supplementary report form for further review and/or investigation. However, the IO Team is unclear how this would operate in practice. If the chaperone is unsure of their own role or what is allowed, i.e., what is normal, then it seems logical that they would not be in a position to report a departure from expected practice. For example, in the case of “rinsing”, the chaperone allowed it to happen on one occasion, which would suggest they believed it was normal, which in turn means it would not be reported for further consideration or investigation.

Recommendation:

- *OCA, ITA, CHINADA*: The IO Team recommends that for any similar future events, the OCA and delegated third parties responsible for SCP training consider additional training in particular for chaperones, recognising age, experience and potentially cultural implications of both, so that confusion and conflicts might be avoided or otherwise addressed quickly and easily.

16.2 Sample collection procedures

In general, the process followed for all types of sample collection was excellent. The DCOs and BCOs operated seamlessly as a team in Chinese and English and at times, through phone translation, in numerous other languages too. They made very good use of the process posters on the walls of the DCSs to demonstrate to athletes the process that would be, or was being, followed.

The process was also complete and included the DCOs asking the athletes whether they had a TUE and making them verify if they had received an email with the DCF prior to them leaving the DCS. The DCS team were also well prepared for the athletes representing the DPRK, who did not have individual email addresses and this process had to be modified accordingly.

In the field, the DCS teams dealt well with a number of challenging situations. For instance, in one sport, all three medal winners collapsed over the line and had to get medical help prior to doping-control. On another occasion, an athlete was chaperoned continually for almost 20 hours, including returning to her accommodation in the Athlete Village to sleep, prior to providing a sample.

There were minor issues identified on some occasions, such as:

- once or twice failing to ask about the athlete's English proficiency, and therefore to assess which was the best language to communicate in;
- asking athletes to write down medications/supplements on paper before the DCO entered them into AIMS, a step that might have been avoided;
- how the refractometers were cleaned after use;
- one or two observations of athletes not sitting still for 10m prior to a blood draw, as required under the ISTI;
- two occasions of additional people being in the DCS or processing rooms without introduction to the athletes: one was a senior CHINADA staff member while the other appeared to be a police officer; and
- the lack of signs at the very start of the Asian Games 2022 in the DCSs, or advice to athletes, not to overhydrate.

The above issues were raised with the ITA and CHINADA when they were observed and resolved within a very short timeframe. In particular, the issue on the lack of information on overhydration appeared to have been addressed on the day it was raised by the IO Team, with signs displayed in all DCSs requesting that athletes refrain from overhydrating.

Commendation:

- *CHINADA*: The IO Team praises CHINADA for the doping control personnel, which were very good. In particular both the English language knowledge and the use of cellphones for translation made the doping control process better for athletes.
- *HAGOC, CHINADA*: The IO Team commends HAGOC and CHINADA for the excellent visual representation in posters with clear instructions in multiple languages, which facilitated both discussion and knowledge for more inexperienced athletes.

16.3 Sample collection equipment

For the Asian Games 2022, Berlinger sample collection kits were used for urine and blood samples.

Sample collection kits used for urine and blood



For DBS, Gongdong kits were used, which are manufactured in China

Sample collection kit used for DBS



DCSs used these kits throughout the Games and the IO Team observed that there was always a sufficient amount of kits available in each DCS.

16.4 Storage of samples in the Doping Control Stations (DCS)

Every DCS had the appropriate fridge and/or sample storage bag for the urine or blood samples respectively. Save for one instance, fridges had a combination lock on them to ensure security, while a few were kept in offices requiring facial recognition to enter, immediately after collecting samples from athletes, they were stored securely in the fridge and the appropriate chain of custody forms completed to record this information.

17.0 Security, transport, and chain of custody

Samples collected during the Games period were received at the Beijing Laboratory within 36 hours of collection. While the IO Team was unable to follow samples all the way to the Beijing Laboratory, the IO team did observe samples at all stages of the process immediately prior to that up until the departure from the DCCC.

At the end of the day at a DCS, whether that be late morning after all competition had been completed and relevant samples collected or late in the evening after the same, the samples were delivered from the DCS to the DCCC in the TOV. Part of CHINADA's online system was dedicated to chain of custody, and this recorded the samples leaving a DCS and then when received by the DCCC.

On arrival at the DCCC, all incoming samples were once more checked against the chain of custody forms and kept in a single central location. Early each morning, the samples were sent by courier from the DCCC to the local train station and from there they were transported by high-speed rail to the Beijing Laboratory.

There was one occasion during the Asian Games 2022 when the train service did not operate for a day, meaning that the scheduled train due to transport the samples to Beijing was cancelled. CHINADA immediately sought to find alternative means of transport and flew the samples directly to Beijing ensuring they arrived around the same time, if not earlier, than the train.

High speed train in China on which samples were transported



The IO Team notes a significant improvement in the transportation of samples compared to the Asian Games 2018, where logistical issues were raised in the IO report. The IO Team notes the major advantage of having the laboratory within close geographical proximity, allowing for a speedy delivery of samples to the laboratory.

Commendation:

- *HAGOC, CHINADA*: The IO Team commends the transportation system which was established during the Asian Games 2022.

18.0 Results Management

The ITA handled results management for potential Anti-Doping Rule Violations (ADRVs) on behalf of the OCA in a quick and efficient manner. The results management process that the ITA implemented during the Asian Games 2022 was guided by its internal policies for results management. The policies outlined the actions to be taken for each step of the results management process by the relevant parties involved, as well as the communication protocols to be applied in relation to ADRV cases arising out of the Asian Games 2022. The ITA also used its online data management system PASS to centralize and coordinate its results management activities.

Once the Beijing WADA-accredited laboratory reported an AAF in ADAMS, the ITA promptly conducted an initial review and soon thereafter, notified the athlete, their NOC secretary, NADO and IF, WADA, the OCA and the IO Team. To ensure the exactitude and completeness of the paperwork associated with the notification, the ITA implemented a “four-eye” principle, whereby at least two members of its results management team in Lausanne would review the documentation thoroughly before notification was sent via email. Furthermore, the ITA proactively had one of its legal team members physically present at the Asian Games 2022 so that issues could be addressed if they arose and AAFs could swiftly be dealt with.

The AAF notifications sent throughout the Asian Games 2022 contained all the required information as per the International Standard for Results Management, thereby implementing a recommendation from the Asian Games 2018 IO report. The ITA also routinely requested confirmation of receipt of the notification from the Chef de Mission of the athlete’s NOC and made sure that the IO Team was provided with all the information that it required.

The notification letters also contained a paragraph, explaining the possibility for the athlete concerned to seek free, neutral and confidential information about the results management proceedings and guidance on their options with the Athlete’s Anti-Doping Ombuds, as well as the link to contact the Athlete’s Anti-Doping

Ombuds via their website³. Furthermore, while no hearings took place during the Games period, the IO Team notes that a list of pro bono lawyers was made available during the Games to provide athletes with legal representation in case of a hearing. The IO Team welcomes these measures which address the recommendation of the Asian Games 2018 IO report on the need for the OCA to consider making available pro-bono legal representation.

Regarding the athlete's right to request and attend the analysis of the "B" Sample, the Beijing Laboratory made it possible to attend the opening and analysis of the "B" Sample virtually. The IO Team considers that this process appeared to be more athlete-friendly than only allowing the athlete/athlete representative to attend physically, particularly in the context of a major event where it may be practically impossible for an athlete to attend the opening and analysis of a B-Sample. Thought should be given to allowing virtual attendance for B-Sample analysis on a broader scale.

The CAS ADD was appointed to hear all potential ADRV cases deriving from samples collected at the Games. A number of CAS ADD arbitrators were present in Hangzhou to sit as a three-member panel when required. The ITA was also responsible for prosecuting cases on behalf of the OCA before the CAS ADD panel. The IO Team notes that the appointment of CAS ADD for the Asian Games 2022 allowed for an independent and impartial hearing process, which fully addresses the concerns and recommendation raised in this respect in the 2018 IO Report.

All of the potential ADRVs that occurred during the Games were Code Article 2.1 presence cases (i.e., AAFs). For cases where a non-specified substance was involved, the athlete was informed of their provisional suspension via the notification of the AAF, and the ITA quickly filed an application to the CAS ADD in accordance with the OCA ADR.

The IO Team noted that while the ITA carried out its results management activities completely independently from the OCA, this did not preclude the ITA from consulting the OCA Medical Commission with respect to a suspicious ABP blood value which needed further input from the relevant APMU but also raised possible health concerns for the athlete. The OCA Medical Commission was very cooperative and advised the ITA that the unusual values found in the blood samples meant that the athlete was exposed to an extreme health risk if they competed further during the Games. This allowed the OCA to communicate immediately with the doctor of the NOC of the athlete and the athlete withdrew from the competition they were scheduled to take part in. The IO Team praises the great collaboration demonstrated by the ITA and OCA Medical Commission in handling this case to make sure that the athlete was informed as soon as possible of the serious health risks they were facing. The analysis of the abovementioned sample, which initially raised a suspicious ABP blood value, resulted in an AAF (see section 19.5 below).

The IO Team notes that the OCA ADRs made it clear that results management with respect to consequences extending beyond disqualification of results and ineligibility during the Games period would be referred to the relevant international federation. This should be contrasted with the OCA ADRs applicable during the Asian Games 2018, which did not provide clarity on the results management process to be followed after the conclusion of the Games period. The IO Team recognizes the progress made in this respect and the implementation of the recommendation that had been included in the Asian Games 2018 IO report in this regard.

As previously mentioned, no hearings took place during the Games period and it should be noted that the IO Team will not observe any of the results management matters handled by the ITA or IFs following the conclusion of the Asian Games 2022, as this goes beyond the mandate of the IO Team. The monitoring of the results management process and any consequences related to an ADRV will be conducted by WADA's

³ <https://antidopingombuds.org/setup>

Legal Department as part of its compliance monitoring responsibilities. The IO Team notes that from 14 AAFs notified, there were three cases where the athlete requested a hearing. See section 19.5 of this report for a summary of these AAF cases.

While the results management process in place was of a very high quality and implemented all results management recommendations raised in the Asian Games 2018 IO report, the IO Team acknowledges the requests made by the ITA for WADA to consider more flexibility in the procedural rules described in the International Standard for Laboratories relating to the sharing of information on sample analysis prior to the test results being available in ADAMS. The ITA considers that allowing the laboratory to engage in advanced discussions on test results would allow the testing authority to take this information into account to target test relevant athletes. In effect, this becomes another form of intelligence informing a testing programme, and such “early sharing” of laboratory information on this basis would be consistent with how other intelligence is treated. It would also allow the results management authority to start working on the initial review and notification paperwork, saving precious time in the context of major events.

Similar to the above, the IO Team discussions with CAS ADD personnel onsite made the IO Team aware that it would be beneficial for CAS ADD to be informed of the occurrence of AAFs to allow them to plan potential resource requirements.

Commendation:

- *OCA, ITA:* The IO Team commends the OCA and the ITA for establishing clear procedures to follow in case of an ADRV. The IO Team also wishes to highlight the prompt and efficient way in which the ITA dealt with ADRVs reported during the Asian Games 2022.
- *OCA, ITA:* The IO Team acknowledges and commends the truly athlete centred approach taken in informing an athlete of the health risks identified during a testing process, prior to an AAF being properly established or notified.

Recommendation:

- *WADA:* The IO Team would encourage WADA to explore the possibility of allowing laboratories to engage in advanced discussions on an intelligence basis on test results which have not yet been reported in ADAMS in the context of major events for the reasons outlined above. While such a change does not depend solely on WADA, the IO Team believes it is, at a minimum, worth considering.
- *WADA:* The IO Team encourages WADA to consider whether it would be possible for the RMA to inform the hearing body of the occurrence of AAFs as they happen, thereby allowing the hearing body to plan potential resource requirements in the context of a major event.

19.0 Appendices

19.1 Summary of IO Team Commendations and Recommendations

19.1.1 Commendations

- *OCA:* The IO Team commends the OCA for externalizing the majority of the Asian Games 2022’s anti-doping program to the ITA, which ensured that critical anti-doping operations were handled by an organization with experience and professionalism in the management of anti-doping operations and major events.

- *ITA, OCA*: The IO Team commends the ITA and the OCA for sub-delegating certain aspects of the anti-doping operations to CHINADA. This was mutually beneficial insofar as CHINADA is a well-established NADO which brought its previous experience in major events as well as its technological tools to the table.
- *OCA, HAGOC, ITA*: The IO Team commends the OCA, HAGOC and the ITA for developing and publishing a doping control guide, which provided a broad summary of all aspects of the anti-doping program of the Asian Games 2022. The IO Team encourages the publication of such a document in future editions of the Games.
- *OCA*: The IO Team commends the OCA for extending testing jurisdiction to include a pre-Games period from 22 July 2023 to 15 September 2023 and for funding 50 pre-Games tests, which helped to close gaps on specific athletes which had not been sufficiently tested ahead of the Asian Games 2022 by their NADOs/IFs. The IO Team encourages the OCA to replicate this in future editions of the Asian Games.
- *OCA, ITA*: The IO Team commends the OCA and the ITA for allocating long-term storage of 100 samples for the Asian Games 2022, which provides additional opportunities in the future to conduct further analysis on these samples using novel testing procedures.
- *OCA*: The IO Team commends the OCA's pre-planning and getting the various stakeholders (NOCs, IFs, NADOs and RADOs, etc.) involved early ensured a good outcome for the pre-Games education.
- *WADA, OCA, NADOs*: Translation of the modules in ADEL in various Asian languages greatly helped accessibility of the learning resources to those whose native language is not English, French or Spanish.
- *OCA*: The IO Team commends the OCA for achieving education of 97% of all athletes in the education pool for the Asian Games 2022. This is a major improvement compared to previous iterations of the Asian Games.
- *CHINADA*: The IO Team praises CHINADA for the excellent large event space for the AEEC and its exemplary set-up with education materials and enthusiastic volunteers.
- *OCA, ITA*: The IO Team would like to commend the ITA and the OCA for ensuring that clear information regarding the TUE process was provided to athletes and athlete support personnel well ahead of the Asian Games 2022 and that automatic recognition of pre-existing TUEs was used, thereby limiting the number of TUE applications which needed to be processed by the ITA's TUEC.
- *OCA, ITA*: The IO Team would like to commend the ITA for the resources invested in the area of intelligence and investigations and for fostering the secure exchange and receipt of information via several initiatives such as the establishment of a MOC with local authorities for the sharing of information relevant to anti-doping, given the complexity of such an operation.
- *ITA, CHINADA*: The IO Team commends the quick and appropriate response taken to incoming intelligence, and the proactive, supportive approach taken by CHINADA.
- *ITA and CHINADA*: The IO Team commends the ITA and CHINADA for its use of improved technology during the Games and the investment made in various technological tools. This contributed to efficient operations, especially as it relates to the exchange of information between the ITA, the OCA, HAGOC and CHINADA. In addition, the IO Team was provided with up-to-date information on several aspects of the doping control program, in real time and at every meeting. We encourage any ADO to initiate discussions with the ITA about these systems to learn how they also may benefit from these innovative tools.

- *ITA*: the IO Team strongly commends the *ITA* for preparing SSPs for the Asian Games 2022 and additional preparedness they bring to the doping control process.
- *OCA, ITA, CHINADA*: The IO Team commends the *OCA, ITA* and particularly *CHINADA* for the preparation, training, management and delivery of a sample collection team, that was fit-for-purpose for a major event of this significance, and which addressed recommendations raised in this regard in the Asian Games 2018 IO report.
- *OCA, HAGOC, CHINADA, ITA*: The IO Team praises the *OCA, HAGOC, CHINADA* and *ITA* for the overall quality of the DCSs that were set up for the Asian Games 2022, which represents a great leap forward compared to the Asian Games 2018 and sets high standards which the IO Team encourages the *OCA* to replicate in future editions of the Asian Games.
- *CHINADA*: The IO Team praises *CHINADA* for the doping control personnel, which were very good. In particular both the English language knowledge and the use of cellphones for translation made the doping control process better for athletes.
- *HAGOC, CHINADA*: The IO Team commends *HAGOC* and *CHINADA* for the excellent visual representation in posters with clear instructions in multiple languages, which facilitated both discussion and knowledge for more inexperienced athletes.
- *HAGOC, CHINADA*: The IO Team commends the transportation system which was established during the Asian Games 2022.
- *OCA, ITA*: The IO Team commends the *OCA* and the *ITA* for establishing clear procedures to follow in case of an ADRV. The IO Team also wishes to highlight the prompt and efficient way in which the *ITA* dealt with ADRVs reported during the Asian Games 2022.
- *OCA, ITA*: The IO Team acknowledges and commends the truly athlete centred approach taken in informing an athlete of the health risks identified during a testing process, prior to an AAF being properly established or notified.

19.1.2 Recommendations

- *OCA*: The IO Team recommends that the *OCA* considers involving representatives of some developing NADOs in the region in the operations and oversight of future iterations of the Asian Games. The IO Team is of the opinion that organizers of the Asian Games scheduled to take place in 2026 should involve the NADO of the host country of the following iteration of the Asian Games scheduled for 2030.
- *OCA*: To avoid rushing the adoption of Code-compliant anti-doping rules in future editions of the Asian Games, ensure their full accuracy and provide stakeholders with sufficient time to familiarize themselves with their content, the IO Team recommends that any revisions of the *OCA* ADRs should be finalized and published at least six months prior to the Games.
- *OCA, ITA*: The IO Team notes there is an opportunity again to build on the legacy of these Asian Games and recommends a formal pre-Games Taskforce be formed for its future editions. This would address potential doping risks in the region as well as provide wider experience for other regional NADOs.
- *NOCs, WADA*: The IO Team acknowledges the challenge that the *OCA* and *ITA* faced in receiving a list of participating athletes that was fully accurate. The IO Team stresses the importance for *NOCs* to

thoroughly review the accuracy of the information pertaining to their athletes. The IO Team would further recommend that the OCA proactively communicates to the NOCs the need to provide accurate and complete information on their delegation's list of participating athletes as early as possible and liaises with the WADA ADAMS team to facilitate the timely entry of an accurate athlete list into ADAMS.

- *OCA, CHINADA*: The greatest success for reaching athletes directly is to ensure a good location of one's activities. The IO Team recommends that future programs should ensure a singular and primary location in or close to the athlete dining hall that also includes storage in close proximity.
- *OCA, ITA*: As was recommended in 2018, the IO Team recommends taking additional steps from an educational perspective to further raise awareness on TUE requirements among NOCs, athletes and athlete support personnel, in particular with NOC physicians. This should be carried out in the years between Asian Games, as well as immediately prior and during the Games period itself.
- *OCA*: While the IO Team strongly supports the OCA's decision to allocate resources to the establishment of a MOC with local authorities for the sharing of information relevant to anti-doping, given the complexity of such an operation, the IO Team recommends that the OCA considers starting such a process as early as possible to give the parties involved sufficient time to agree on an information sharing framework and thereafter develop relevant processes to be implemented on the ground.
- *OCA, ITA*: In order to increase the effectiveness of REVEAL, the IO Team recommends that REVEAL should be promoted onsite using posters translated in multiple languages rather than only in English.
- *OCA*: In light of the delegation to the ITA of the leadership and management of the anti-doping program, the IO Team recommends that the OCA considers utilizing the ITA's pre-existing whereabouts system as was done in the Beijing Winter Olympic Games, during future editions of the Asian Games.
- *OCA, ITA*: As previously mentioned in the 2018 IO Report, the OCA and the ITA should ensure that the regulatory process applicable to whereabouts information allows for the imposition of meaningful consequences in case of failure to comply with whereabouts reporting obligations. The OCA and ITA should also ensure that the applicable regulations are entirely consistent and that it is clear to what entity the whereabouts/rooming information must be submitted.
- *WADA, ITA*: The IO Team encourages WADA and the ITA to consider alternative approaches to whereabouts in a major event environment, given the challenges which Major Event Organizations have faced on a repeated basis.
- *OCA, ITA*: To harness all sources of whereabouts information, the IO Team recommends that the OCA and ITA attempt to gain access to the accreditation database in future major events, to be better informed about when the athletes enter and leave the athlete village and sub-villages. The use of a rooming application such as the one developed by ITA would also facilitate the sharing of whereabouts/rooming information.
- *ITA, WADA*: Similar to what was previously raised in the IO reports for the Tokyo Olympic Games and Beijing Winter Olympic Games, the IO Team recommends that WADA and the ITA further explore ways to improve the ABP evaluation process in the context of major events (e.g. ensuring engagement from all relevant APMUs, prompt response times, etc.).
- *ITA, CHINADA*: The IO Team recommends that when the SSPs are developed, the local NADO, in this case CHINADA, is given sufficient time to have input on the SSPs, including their DCMSs who will be

putting these documents into practice. The DCSMs should then use these documents as a basis for briefing the doping control team at the start of each day of work.

- *WADA, OCA, IFs*: The IO Team recommends that WADA considers, on a global regulatory level, and that the OCA and the applicable IF consider, on a major events-based level, how to best address the monitoring of athletes in a major event environment when final results/scores are not immediately available until all athletes have competed in the event.
- *OCA, ITA, CHINADA*: The IO Team recommends that for any similar future events, the OCA and delegated third parties responsible for SCP training consider additional training in particular for chaperones, recognising age, experience and potentially cultural implications of both, so that confusion and conflicts might be avoided or otherwise addressed quickly and easily.
- *WADA*: The IO Team would encourage WADA to explore the possibility of allowing laboratories to engage in advanced discussions on an intelligence basis on test results which have not yet been reported in ADAMS in the context of major events for the reasons outlined above. While such a change does not depend solely on WADA, the IO Team believes it is, at a minimum, worth considering.
- *WADA*: The IO Team encourages WADA to consider whether it would be possible for the RMA to inform the hearing body of the occurrence of AAFs as they happen, thereby allowing the hearing body to plan potential resource requirements in the context of a major event.

19.2 List of Sports and Disciplines

Sports	Disciplines
Aquatics	3x3 Basketball
Archery	Archery
Athletics	Artistic Gymnastics
Badminton	Artistic Swimming
Baseball	Athletics
Basketball	Badminton
Boxing	Baseball
Bridge	Basketball
Canoe/Kayak	Beach Volleyball
Chess	Boxing
Cricket	Breaking
Cycling	Bridge
Dragonboat	Canoe Slalom
Equestrian	Canoe Sprint
Fencing	Chess
Football	Cricket
Golf	Cycling BMX Racing
Gymnastics	Cycling Mountain Bike
Handball	Cycling Road
Hockey	Cycling Track
Ju-Jitsu	Diving
Judo	Dragon Boat
Kabbadi	Equestrian

Sports	Disciplines
Karate	Esports
Kurash	Fencing
Modern Pentathlon	Football
Roller Sports	Go
Rowing	Golf
Rugby	Handball
Sailing	Hockey
Sepaktakraw	Judo
Shooting	Ju-jitsu
Soft tennis	Kabaddi
Softball	Karate
Sports climbing	Kurash
Squash	Marathon Swimming
Table tennis	Modern Pentathlon
Taekwondo	Rhythmic Gymnastics
Tennis	Roller Skating
Triathlon	Rowing
Volleyball	Rugby Sevens
Weightlifting	Sailing
Wrestling	Sepaktakraw
Wushu	Shooting
	Skateboarding
	Soft Tennis
	Softball
	Sport Climbing
	Squash
	Swimming
	Table Tennis
	Taekwondo
	Tennis
	Trampoline Gymnastics
	Triathlon
	Volleyball
	Water Polo
	Weightlifting
	Wrestling
	Wushu
	Xiangqi

19.3 Summary of TUE statistics/information

The 33 TUEs recognized or granted for the Asian Games covered the following substances classes or methods:

The 6 TUEs granted were:

- 1 from S6: Stimulants
- 3 from S9: Glucocorticoids
- 1 from S4: Hormone and metabolic modulators
- 1 from M2: Chemical and physical manipulation

The 27* TUEs recognized were:

- 11 from S6: Stimulants
- 5 from S9: Glucocorticoids
- 3 from S3: Beta-2 Agonists
- 5 from S4: Hormone and metabolic modulators
- 2 from S2: Peptide hormones, growth factors, related substances, and mimetics
- 2 from S5: Chemical and physical manipulation

**Please note that the sum of recognized TUEs above is 28 (and not 27) as there is one TUE for two substances with different classes.*

19.4 Sample collection figures

19.4.1 Number of athletes tested during the Pre-Games Period (22 July 2023 to 15 September 2023)

Number of athletes tested (as reported in ADAMS)	Number	% of the 11,830 athletes participating
Athletes tested (once)	42	0.35%
Athletes tested (more than once)	0	0%
Total number of athletes tested	42	0.35%

19.4.2 Number of athletes tested during the Games Period (16 September 2023 to 8 October 2023)

Number of athletes tested (as reported in ADAMS)	Number	% of the 11,830 athletes participating
Athletes tested (once)	1239	10.47%
Athletes tested (more than once)	176	1.49%
Total number of athletes tested	1415	11.96%

19.4.3 Number of athletes tested during both the Pre-Games and Games period

Number of athletes tested (as reported in ADAMS)	Number	% of the 11,830 athletes participating
Athletes tested (once)	1254	10.6%
Athletes tested (more than once)	170	1.43%
Total number of athletes tested	1424	12.03%

19.4.4 Types of Samples by Sport/Discipline⁴

Sport - Discipline	Blood			ABP			DBS			Urine			Grand Total
	IC	OOC	Total	IC	OOC	Total	IC	OOC	Total	IC	OOC	Total	
Aquatics	5	15	20	6	6	6	16	16	16	169	40	209	251
Aquatics - Artistic Swimming										4	1	5	5
Aquatics - Diving	1		1							10		10	11
Aquatics - Open Water		2	2	3	3	3				6	5	11	16
Aquatics - Swimming 800m or greater		2	2	3	3	3				12	3	15	20
Aquatics - Swimming 200-400m	1	3	4				6	6	6	51	12	63	73
Aquatics - Swimming 100m or less	3	6	9				8	8	8	70	16	86	103
Aquatics - Water Polo		2	2				2	2	2	16	3	19	23
Archery										10		10	10
Archery - Archery										10		10	10
Athletics	11	30	41	2	36	38	21	21	21	144	80	224	324
Athletics - Combined Events	1		1				1	1	1	6	1	7	9
Athletics - Jumps	2	3	5	1	1	1	6	6	6	24	9	33	45
Athletics - 3000m or greater	2	12	14	1	24	25	1	1	1	32	28	60	100
Athletics - 800-1500m	1	3	4	1	8	9				12	9	21	34
Athletics - 400m or less	3	9	12		3	3	8	8	8	45	24	69	92
Athletics - Throws	2	3	5				5	5	5	25	9	34	44
Badminton		2	2				2	2	2	15	3	18	22
Badminton - Badminton		2	2				2	2	2	15	3	18	22
Baseball		1	1				1	1	1	10	2	12	14
Baseball - Baseball		1	1				1	1	1	10	2	12	14
Basketball		3	3				2	2	2	21	5	26	31
Basketball - 3 on 3		1	1				1	1	1	9	2	11	13
Basketball - Basketball		2	2				1	1	1	12	3	15	18
Boxing	2	5	7				2	7	9	43	24	67	83
Boxing - Boxing	2	5	7				2	7	9	43	24	67	83
Bridge										3		3	3
Bridge - Bridge										3		3	3
Canoe	3	5	8	2	2	2	4	4	4	48	16	64	78
Canoe - Canoe Slalom	1	1	2				2	2	2	12	5	17	21
Canoe - 1000m		2	2	2	2	2				9	2	11	15
Canoe - 500m	1	2	3				2	2	2	21	8	29	34
Canoe - 200m	1		1							6	1	7	8
Chess										5		5	5
Chess - Chess										5		5	5
Cricket		3	3				3	3	3	25	3	28	34
Cricket - Cricket		3	3				3	3	3	25	3	28	34
Cycling	7	12	19	3	14	17	1	2	3	69	19	88	127
Cycling - BMX Racing							1	1	1	6	1	7	8
Cycling - Mountain Bike Endurance	1	3	4	3	3	3				6	4	10	17
Cycling - Road	1	4	5	8	8	8				13	8	21	34

⁴ Data attributed to the OCA (as the Testing Authority) as recorded in ADAMS.

Sport - Discipline	Blood			ABP			DBS			Urine			Grand Total
	IC	OOO	Total	IC	OOO	Total	IC	OOO	Total	IC	OOO	Total	
Cycling - Track Endurance	3	1	4	1	1	2				21	1	22	28
Cycling - Track Sprint	2	4	6	2	2	4	1	1	2	23	5	28	40
DanceSport								1	1	4	3	7	8
DanceSport - Breaking								1	1	4	3	7	8
Dragon Boat	2	3	5					8	8	54	29	83	96
Dragon Boat - Dragon Boat	2	3	5					8	8	54	29	83	96
Electronic Sports										7		7	7
Electronic Sports - e-sports										7		7	7
Equestrian										6	1	7	7
Equestrian - Dressage										2		2	2
Equestrian - Eventing										2	1	3	3
Equestrian - Jumping										2		2	2
Fencing		1	1							12	1	13	14
Fencing - Epee										4		4	4
Fencing - Foil										4		4	4
Fencing - Sabre		1	1							4	1	5	6
Field Hockey		3	3					3	3	24	3	27	33
Field Hockey - Field Hockey		3	3					3	3	24	3	27	33
Football		3	3					3	3	27	3	30	36
Football - Football		3	3					3	3	27	3	30	36
Go										3		3	3
Go - Go										3		3	3
Golf										4	2	6	6
Golf - Golf										4	2	6	6
Gymnastics	3	1	4					2	2	34	4	38	44
Gymnastics - Artistic	3	1	4					2	2	28	3	31	37
Gymnastics - Rhythmic										4	1	5	5
Gymnastics - Trampoline										2		2	2
Handball		2	2					2	2	16	4	20	24
Handball - Indoor		2	2					2	2	16	4	20	24
Judo	2		2					1	1	30	2	32	35
Judo - Judo	2		2					1	1	30	2	32	35
Ju-Jitsu		2	2					2	2	16	4	20	24
Ju-Jitsu - Ju-Jitsu		2	2					2	2	16	4	20	24
Kabaddi		2	2					2	2	18	2	20	24
Kabaddi - Kabaddi - OCA		2	2					2	2	18	2	20	24
Karate	1	2	3					2	2	24	2	26	31
Karate - Karate	1	2	3					2	2	24	2	26	31
Kurash		2	2					2	2	14	3	17	21
Kurash - Kurash		2	2					2	2	14	3	17	21
Modern Pentathlon		1	1					1	1	8	2	10	12
Modern Pentathlon - Modern Pentathlon		1	1					1	1	8	2	10	12
Roller Sports	1	4	5	4	4			1	1	28	8	36	46
Roller Sports - Artistic										1		1	1
Roller Sports - Inline Speed Skating greater than 1000m	1	3	4	4	4					12	4	16	24

Sport - Discipline	Blood			ABP			DBS			Urine			Grand Total
	IC	OOB	Total	IC	OOB	Total	IC	OOB	Total	IC	OOB	Total	
Roller Sports - Inline Speed Skating 1000m or less	1		1				1		1	6	2	8	10
Roller Sports - Roller Freestyle										5	1	6	6
Roller Sports - Skateboarding										4	1	5	5
Rowing	2	11	13	21	21					42	22	64	98
Rowing - Rowing	2	11	13	21	21					42	22	64	98
Rugby Union	2	3	5				4	4		24	19	43	52
Rugby Union - Sevens	2	3	5				4	4		24	19	43	52
Sailing	1		1							16		16	17
Sailing - Sailing	1		1							16		16	17
Sepaktakraw							2	2		24	2	26	28
Sepaktakraw - Sepaktakraw							2	2		24	2	26	28
Shooting										37		37	37
Shooting - Shooting										37		37	37
Soft Tennis										5	1	6	6
Soft Tennis - Soft Tennis										5	1	6	6
Softball		1	1				1	1		10	3	13	15
Softball - Softball		1	1				1	1		10	3	13	15
Sport Climbing	1	1	2				3	3		19	9	28	33
Sport Climbing - Combined							1	1		4	2	6	7
Sport Climbing - Speed	1	1	2				2	2		15	7	22	26
Squash		1	1				1	1		10	2	12	14
Squash - Squash		1	1				1	1		10	2	12	14
Table Tennis										7	1	8	8
Table Tennis - Table Tennis										7	1	8	8
Taekwondo		2	2				2	2		23	2	25	29
Taekwondo - Poomsae										2		2	2
Taekwondo - Sparring		2	2				2	2		21	2	23	27
Tennis		1	1				1	1		10	2	12	14
Tennis - Tennis		1	1				1	1		10	2	12	14
Triathlon	1	2	3	4	4					9	4	13	20
Triathlon - Triathlon	1	2	3	4	4					9	4	13	20
Volleyball		1	1				2	2		16	4	20	23
Volleyball - Beach							1	1		4	2	6	7
Volleyball - Volleyball		1	1				1	1		12	2	14	16
Weightlifting	10	12	22				2	9	11	56	19	75	108
Weightlifting - Weightlifting	10	12	22				2	9	11	56	19	75	108
Wrestling	4	5	9				7	7		56	19	75	91
Wrestling - Wrestling	4	5	9				7	7		56	19	75	91
Wushu		2	2				2	2		23	2	25	29
Wushu - Sanda		2	2				2	2		15	2	17	21
Wushu - Taolu										8		8	8
Xiangqi										3		3	3
Xiangqi - Xiangqi - CHINADA										3		3	3
Grand Total	58	144	202	5	87	92	5	122	127	1281	376	1657	2078

19.5 Summary of AAFs and outcomes

	Sample Collected Date	Sport	Prohibited Substance(s) Found	Test Type	Sample Type	Outcome
1	21 Sep 2023	Boxing	AAF - 19na, Clostebol, and Exogenous testosterone	OOC	Urine	Matter before CAS ADD. Decision pending.
2	26 Sep and 28 Sept 2023	Athletics	AAF - darbepoetin (dEPO) and R-EPO	OOC	Urine	Matter before CAS ADD. Decision pending.
3	24 Sep 2023	Cycling	AAF - EPO	OOC	Blood and urine	Matter resolved. CAS ADD award dated 1 March 2024 disqualifying the results at the Asian Games.
4	28 Sep 2023	Cycling	AAF - Exogenous 5 α Adiol and/or 5 β Adiol	IC	Urine	Matter before CAS ADD. Decision pending.
5	30 Sep 2023	Kurash	AAF - DHCMT and methasterone	IC	Urine	Matter before CAS ADD. Decision pending.
6	29 Sep 2023	Athletics	AAF - darbepoetin (dEPO), and CERA	OOC	Urine	Matter before CAS ADD. Decision pending.
7	1 Oct 2023	Weightlifting	AAF - drostanolone	OOC	Urine	Matter before CAS ADD. Decision pending.
8	30 Sep 2023	Weightlifting	AAF - Amfetamine	IC	Urine	No ADRV – retroactive TUE granted.
9	04 Oct 2023	Kabbadi	AAF - 19-norandrosterone	IC	Urine	Decision pending.
10	04 Oct 2023	Boxing	AAF - metandienone metabolite	IC	Urine	Matter resolved. CAS ADD award dated 15 March 2024 disqualifying the results at the Asian Games.
11	02 Oct 2023	Cycling	AAF - EPO	OOC	Urine	Matter before CAS ADD. Decision pending.
12	06 Oct 2023	Basketball	AAF - DHCMT (Anabolic Steroids)	IC	Urine	Decision pending.
13	07 Oct 2023	Basketball	AAF - Cannabis	IC	Urine	Matter before CAS ADD. Decision pending.
14	04 Oct 2023	Wrestling	AAF - Brinzolamide	IC	Urine	No ADRV – Use through a permitted route.