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Conference of Parties to the International Convention against Doping in Sport

1CP

Out-of-session

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MONITORING FRAMEWORK FOR THE INTERNATIONAL CONVENTION AGAINST DOPING IN SPORT

SUMMARY

Documents: International Convention against Doping in Sport
Monitoring Framework for the International Convention against Doping (ICDS/1CP/Doc5)
Draft Final Report (ICDS/1CP/Doc9)

Background: This report presents options to monitor the International Convention against Doping in Sport as requested by the first session of the Conference of Parties. The report also discusses the compatibility of these options with the reporting mechanisms instituted by the World Anti-Doping Agency (WADA) to monitor compliance with the World Anti-Doping Code, and the Council of Europe to monitor the Anti-Doping Convention 1989.

The Conference of Parties is requested to determine, on the basis of simple majority vote by written procedure, the preferred monitoring mechanism so that States Parties can submit reports outlining measures taken by them for the purpose of complying with the provisions of the Convention at the second session of the Conference of Parties in 2009. They are also requested to approve the use of funds contained in the Fund for the Elimination of Doping in Sport for this purpose.

Decision Required: Paragraph 19.

INTRODUCTION

1. During the first session of the Conference of Parties consideration was given to the structure and format of the monitoring system for the International Convention against Doping in Sport (hereinafter referred to as “the Convention”). There was support for the development of simple and effective computer-based monitoring tool, however, the Conference of Parties was unable to reach any final conclusions on this matter in the absence of detailed costings. Accordingly, the Secretariat was requested to present an analysis of the options in an out-of-session report for final determination by all States Parties. The Secretariat was also requested to consider compatibility with existing monitoring mechanisms, such as those to monitor compliance with the World Anti-Doping Code (hereinafter referred to as “the Code”) and the Anti-Doping Convention 1989. These requirements were set out in Resolution 1CP/6 of the Conference of Parties.

2. This report presents a cost benefit analysis of two options to monitor the Convention. The first option consists of a paper-based questionnaire to collect data on States Parties’ compliance with the Convention and rudimentary analysis via an Excel spreadsheet. The second option is an internet-based collection tool with purpose-made software to analyse the data and to generate automated reports. Funding options, including the use of the Fund for the Elimination of Doping in Sport (hereinafter referred to as “the Fund”), for this purpose are also discussed. States Parties are asked to agree on the preferred mechanism and to approve expenditure.

OPTIONS

Paper-Based Questionnaire/Excel Spreadsheet

3. The first option is the development of a paper-based questionnaire to collect data on compliance with the Convention. A questionnaire, consisting predominately of multi-choice questions with a limited number of questions requiring more detailed qualitative responses, could be developed relatively easily by the Secretariat and should be equally simple for States Parties to complete. There could be the option to request States Parties to enclose additional information, in the form of reports, research or other documents, to elucidate their responses.

4. Paper-based questionnaires are the norm within the United Nations system and its specialized agencies. This is because they are relatively easy to implement and can also be refined or enhanced over time. Moreover, given the format is not reliant on computer or internet access, there are no technological barriers to prevent competent national authorities from answering. However, paper-based questionnaires do not always have a full response rate and there is the potential for the responses to be misplaced. They are also labour intensive to implement. Once the information has been collected it will need to be entered into a database to allow for analysis and the production of results. There is the potential for error or misunderstanding during this data input phase.

System Development and Implementation

5. If this option is selected, the Secretariat would seek to prepare a draft questionnaire in mid-2008 and undertake a limited consultation exercise with States Parties and interested observers such as WADA. Following refinement of the questions, the text would be finalized, translated, printed in each of the six official languages of UNESCO and circulated to States Parties at least six months prior to the second session of the Conference of Parties in 2009. States Parties would then be requested to provide their responses four months prior to the Conference. Following receipt of the completed questionnaires it is likely that some additional translation would be required, particularly any qualitative responses as States Parties may

submit reports in one of the official languages of UNESCO in accordance with Article 31 of the Convention. The Secretariat would then have to enter the information into an Excel database. While this database tool is relatively effective for collating information, there would be limited capacity to thoroughly analyse the data or to compare different variables. Nevertheless, the Secretariat could use this system to compile a report for distribution during the Conference of Parties. This report would also have to be translated and printed in each of the six official languages of UNESCO.

Financial and other Resource Implications

6. The overall costs of developing a paper-based questionnaire are estimated to be $38,000. A large proportion of these costs are for temporary staff to enter the data and to prepare a comprehensive report based on the information provided by States Parties. It is difficult to envisage that the Secretariat would be able to manage these functions without additional support, particularly in the period leading up to the Conference of Parties, when a range of other reports will be required. This is because the Secretariat of the Convention consists of one full-time professional staff member in conformity with Article 32 of the Convention, which states that financing from the regular budget of UNESCO should be on a strictly minimal basis. The remaining costs are largely for document translation and production.

Table 1:
Estimated Costs

Item	Cost
Questionnaire development and translation	$5,000
Printing costs	$2,000
Translation of responses	$5,000
Temporary staff (data entry and report preparation)	$13,000
Report Translation	$8,000
Report Printing	$5,000
Total	**$38,000**

7. These costs will remain relatively constant over time. Each biennium a comparable sum would need to be allocated for temporary staff, translation, report preparation and printing.

Compatibility with other Monitoring Frameworks

8. This option would not be compatible with existing monitoring mechanisms employed by WADA or the Council of Europe. Even if there was a great deal of alignment between the questionnaires the competent national authorities, in most instances National Anti-Doping Organizations (NADOs), would have to complete the UNESCO questionnaire separately. This would potentially add a second or third reporting requirement, and thus increased compliance costs for these organizations. This is an important consideration because there is the potential for reporting and administrative requirements to detract from their core business overseeing the implementation effective anti-doping programmes.

Internet-Based Questionnaire/Computer-Based Tool

9. The second option would be for UNESCO to develop a computer-based system to monitor the Convention. In this regard, the Secretariat has investigated the tool developed by WADA (*WADA Logic*) to monitor compliance with the Code. This system, which could be easily refined to monitor the Convention, consists of two interlinked computer programmes. One system provides a user interface so that interested parties can report on compliance while a second system is used for the management and analysis of the data provided.

10. Similar tailor-made software (*Anti-Doping Logic*) could be purchased to facilitate reporting under the Convention. The primary user interface would consist of a simple online survey featuring a number of multi-choice questions. However, these questions could be varied, depending on responses to preceding questions utilizing a series of underpinning decision trees. In this way more complex data could be collected from those States Parties with established anti-doping systems. Each questionnaire could also a short explanatory note, which highlights the relevant article of the Convention, to reduce any misunderstanding. Other options include automated password generation so that States Parties are able to protect access to their data as well as the ability to generate email messages to encourage completion of the questionnaire.

11. The supporting software for the analysis of responses would allow a number of possibilities. Particular questions could be weighted depending on the level of importance so that compliance with core obligations under the Convention can be distinguished from optional provisions. For example, measures to prohibit the availability of performance enhancing drugs, including measures against trafficking, might be given greater weight than the conduct of anti-doping research. UNESCO could also apply a factor of confidence to the responses of all States Parties, to take into account any shortcomings or omissions in the data. The *Anti-Doping Logic* system would be able to produce reports on individual States Parties as well as producing a global report. It could also group responses in terms of compliance or non-compliance with the provision of the Convention if that was desired by the Conference of Parties. These features alongside several others have been identified (see Table 2 below) by the Secretariat as desirable.

Table 2:
System Requirements

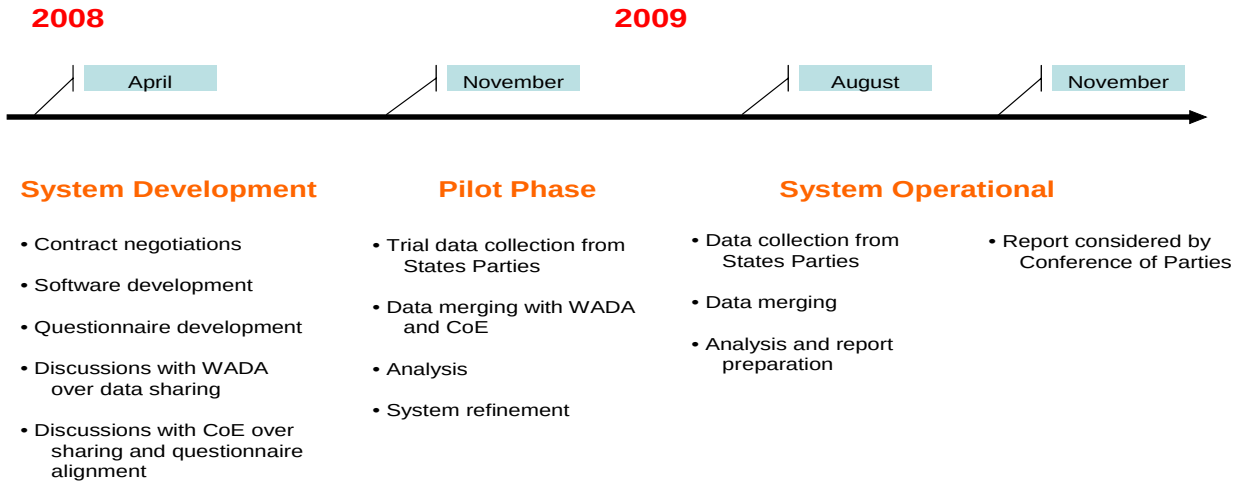
Anti-Doping Logic	
User Interfaces	• Ability for respondents to complete the on-line questionnaire in any of the six languages of UNESCO (English, French, Spanish, Russian, Arabic and Chinese) • Ability to generate email to prompt respondents • Potential for multiple responses to certain questions (tick boxes) • Use of sub-questions (drop-down boxes), depending on the responses to certain questions
Compatibility	• Ability to align with *WADA Logic* • Ability to import Excel files (to allow the incorporation of data collected by the Council of Europe – subject to the harmonization of questions)
Development	• Development and validation of survey questions (approximately 35 questions)

Functionality	• Ability to view responses by country and by question • Ability to view all respondents and all non respondents • Application of fuzzy logic to responses • Ability to apply weighting factors to particular questions (three different weights) • Ability to apply a confidence factor to the responses (five factors of confidence) • Ability to determine compliance or non-compliance
Reporting	• Ability to produce written reports and tables/graphs, based on the data, in the six languages of UNESCO (English, French, Spanish, Russian, Arabic and Chinese).

System Development and Implementation

12. If this option is selected, the development of the *Anti-Doping Logic* system would take approximately six months from the signing of the contract with the provider. It would be undertaken in several different phases. The first phase would consist of the software development by the provider and, in parallel, the development of the questionnaire by the Secretariat. Once the development phase is completed, the Secretariat proposes to pilot the system at the end of 2008. Accordingly all States Parties would be invited to respond to the online questionnaire and their responses would be analysed using the *Anti-Doping Logic* software. This would have the advantage of identifying any faults with the system and the appropriateness of the questions as well as collecting initial data on compliance with the Convention at the same time as WADA monitors compliance with the Code. That way the relevant data collected from NADOs for certain provisions of the Convention would be accurate and up-to-date. Any faults identified in the system could be removed prior to States Parties submitting their reports to the second session of the Conference of Parties in 2009.

Figure 1: Proposed Timeline



Financial and other Resource Implications

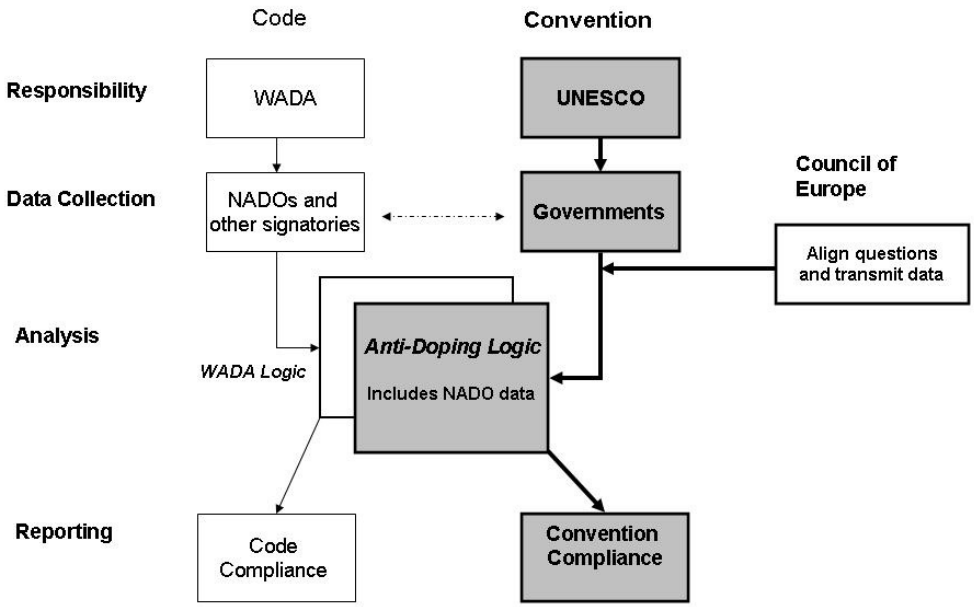
13. UNESCO has received a quotation for the development of the *Anti-Doping Logic* system with a total one-off cost of $75,000. In addition, a further $5,000 would likely be required to allow for the translation of all questions into the six languages of UNESCO and for ancillary development costs. Although the proposed quotation includes ongoing support costs, it seems prudent to also allow limited funding for the refinement of the system in the future. A biennial allocation of $5,000 would allow for any translation costs and for minor additions to be made to the functionality of the system.

14. The development of the *Anti-Doping Logic* system would require a significant initial investment by the Secretariat. A substantial amount of time would need to be spent during its development to ensure the long-term utility of the system. However, once in place, the system should not require a great deal of day-to-day management. The ability of the system to generate computerized reports would significantly reduce the human resource requirements during the preparations for the Conference of Parties. The suppliers would also be able to provide system support and answer technical questions at any stage.

Compatibility with other Monitoring Frameworks

15. A compelling argument in favour of the *Anti-Doping Logic* system is the ability to share data with other anti-doping monitoring tools. As the system is based on the same technology employed by WADA for monitoring the Code, it is possible for some of this data, where appropriate, to be used to answer questions pertaining to the implementation of the Convention. UNESCO would simply need to obtain the approval of WADA and those providing the data for it to be used for this purpose. The provider of the *Anti-Doping Logic* system has also confirmed that any data collected by the Council of Europe for the purposes of monitoring the Anti-Doping Convention 1989 could be imported via an Excel spreadsheet. However, this would be dependent on the harmonization of the questions. If the above steps were completed, the *Anti-Doping Logic* system would allow the merging of data (see Figure 2 below) and remove the potential for NADOs, in particular, to have to submit multiple compliance reports.

Figure 2: System Compatibility



FUNDING SOURCES

16. An allocation for the paper-based questionnaire has already been made within the regular budget of UNESCO for the 2008-2009 biennium. This is a core function of the Secretariat and adjudged to be a fixed cost alongside the organization of the Conference of Parties every two years. Therefore, an appropriate level of funding has already been earmarked for this purpose. However, if States Parties select the *Anti-Doping Logic* system alternative funding options should be considered. This is because development of this system represents a departure from the norm. Investment in a more sophisticated tool that will meet reporting requirements under the Convention for the foreseeable future will require an additional allocation.

17. While it is feasible to allocate funding under the regular budget of UNESCO to meet the one-off development costs of $80,000 of the *Anti-Doping Logic* system, such a decision would impact on programme activities. This level of investment would represent approximately one-third of the total budget allocated to the Convention and would have a commensurate impact on activities to promote the Convention and to increase the number of States Parties, as well as UNESCO initiated education activities. However, the costs could be split between the regular budget and the Fund. In this regard, the Fund could be utilized to cover only the additional costs of the system over and above the costs of the basic paper-based tool. The investment of $40,000 from the Fund, which has a current balance of $1,200,000, would have a limited impact on the financial resources available (representing less than 3.5% of the total). Moreover, this option is consistent with Article 18 of the Convention, which states that the Fund may serve to cover some of the functioning costs of the Convention.

CONCLUSION

18. On balance, the computer-based tool is the preferred option. The overall expense of the *Anti-Doping Logic* system is reasonable and in the long term this option should prove to be very cost effective. There is also value buying an existing system and, given that the development cost is based on a fixed quotation, the risk of any cost overrun is mitigated. Finally, it meets the objective of compatibility with the monitoring systems for the Code and the Anti-Doping Convention 1989.

Table 3:
Comparative Costs

Options	2008-2009	2010-2011	2012-2013
Paper-based questionnaire	$38,000	$38,000	$38,000
Computer-based tool	$80,000	$5,000	$5,000

DRAFT RESOLUTION 1CP/10

19. The Conference of Parties may wish to adopt the following resolution:

The Conference of Parties,

1. Having examined document ICDS/1CP/Doc10,

2. Aware that States Parties are required to report on the measures taken by them for the purpose of complying with the provisions of the Convention at the second session of the Conference of Parties in 2009,

3. Approves the development of the *Anti-Doping Logic* system to monitor States Parties' compliance with the International Convention against Doping in Sport,

4. Approves notwithstanding Resolution 1CP/7 the use of $40,000 from the Fund for the Elimination of Doping in Sport to cover fifty percent of the total costs of development of the *Anti-Doping Logic* system (with the remaining fifty percent to be expended from the regular budget of UNESCO),

5. Requests the Secretariat to develop and test the *Anti-Doping Logic* system in 2008 so as to identify any potential problems.