



**BLUESTONE EDGE**  
building sound cultures

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## ACCESS ALL LEVELS

Review & scope for a national education program on illicit & performance enhancing drugs for sub-elite & community level sport

OCTOBER 2013

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## EXECUTIVE SUMMARY

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*“Tell me and I forget. Teach me and I remember. Involve me and I learn.”<sup>1</sup>*

A range of research, studies, reports and anecdotal evidence obtained throughout this review suggest that the use of Performance and Image Enhancing Drugs (PIEDs), illicit drugs and banned supplements, at professional, sub-elite and grassroots levels in sport, are growing issues that warrant serious concern and action.

Currently, there are a number of government agencies backed by national frameworks, strategies and plans doing a significant amount of quality work with sport to address anti-doping and illicit drug issues in sport. The Australian system, which solidifies cooperation between the anti-doping authority and other government agencies, has been recognised as a success by the World Anti-Doping Authority (WADA), and has been adopted by other national anti-doping organisations. Similarly, the funding provided to NSOs who have participated in the federal Government’s Illicit Drugs in Sport (IDIS) program has been utilised to provide information and resources; with many excellent outcomes from the program to date. To paraphrase one interview participant: “In contrast to the rest of the world we are doing a lot”.

There is no question that these agencies and sport are working hard to address these issues and are making an impact. However, there are considerable knowledge barriers and gaps; with the channels of information and education not effectively reaching down to the sub-elite or community sport levels.

The review identified that many people at the grassroots level indicated a need and want for information and education on anti-doping, supplements or illicit drugs in sport, but did not know where to access it. Feedback from interview participants indicated that ASADA ‘is not on the radar’ for many in state and local level sport and that it’s e-learning needed to be modified to club and school level to widen the audience base. In addition, the IDIS program and resources were not widespread across the majority of sporting organisations, and did not always penetrate to the community sport level. Supplements were also identified as a major ‘grey area’ due to the lack of knowledge and confusion around their legal status, and where to find accurate information about what they contain and their effects. For such an important topic it is crucial that reliable, accessible information is available to people involved at all levels of sport - this is not the case at present.

The review revealed particular concern at the current ‘deficit reduction, not capacity building’ approach to anti-doping and the focus on punitive tools of

<sup>1</sup> Quote by Benjamin Franklin.



investigation, detection and punishment rather than education, enablement and prevention. There was strong agreement that anti-doping rules needed to empower, not entrap athletes, and the best way to do this was through increasing their knowledge through information, education, advocacy and support.

Many interview participants saw good governance around effective leadership, the promotion of policies and codes of behaviour, and the need for a greater focus on the development of ethics, values and moral reasoning training for athletes, coaches and support staff as the strongest deterrent to using illicit, PIEDs and supplements at the local club level.

The new proposed national education program on illicit, PIEDs and supplements for the sub-elite and grassroots sporting community combines multi-faceted enforcement, capacity building education, plus a new ground-up approach of advocacy and support. The program aims to influence people to make good choices by promoting the enforcement regime and codes, as well as highlighting the negative health and sporting career consequences. The model also balances these consequences with conversations – so athletes, coaches and support personnel can share their experiences and challenges, and have some ownership in the development of the learning and solutions.

To be effective, the program needs a coordinated approach across Commonwealth and state/territory sport and health agencies, to reduce duplication, ensure messages are consistent and assist participants in grassroots sport to access information, education and support. The program we have proposed does this by establishing clear 'one-stop shops' for: anti-doping (ASADA); illicit drugs in sport and integrity issues (National Integrity in Sport Unit) and; advocacy and support across all topics, including supplements (*Play by the Rules*).

There was a clear consensus from interview participants that *Play by the Rules* was a solution to the barriers and gaps identified in the current system, and the most suitable platform and forum for information, education, advocacy and support on these issues for people at the sub-elite and community sport levels.

As one interview participant said: "There will always be the ones we can't reach as the risk is worth the end result to them, but many others get caught up in drugs and substance use and don't have the tools in place or the knowledge to say I don't want to". The newly proposed national education program hopes to address this, so the resources are accessible and the literacy levels are raised for grassroots sporting participants.



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## BACKGROUND – 'THE THREAT IS REAL'

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*'Some of these substances are perceived by athletes to be undetectable, making them attractive to those seeking to gain unfair advantage'<sup>2</sup>*

The 12-month investigation by the Australian Crime Commission, supported by the Australian Sports Anti-Doping Authority (ASADA) and the Therapeutic Goods Administration, was a bombshell to the sporting community. Its report revealed that substances prohibited by the World Anti-Doping Authority (WADA), including a new form of Performance and Image Enhancing Drugs (PIEDs) known collectively as peptides and hormones, were being used by professional athletes in Australia, and in cases facilitated by some quasi-sports scientists, high performance and sports staff. This wasn't a case of one-off doping, this was organised and systematic, and presents a major threat to the integrity of sport in this country.

The project, code named Project Aperio, also revealed that illicit drug use by professional athletes is more prevalent than is reflected in official sports drug testing program statistics, and that there is evidence that some professional athletes are exploiting loopholes in the illicit drug testing programs of their codes to avoid testing and detection. Some players are also allegedly using both PIEDs and illicit drugs, with evidence to suggest that some athletes are supplying others with illicit drugs.

While there has always been public awareness of the use of prohibited substances in sport by athletes at the elite level, both domestically and internationally, what rocked many to the core was the report highlighted the extent to which this issue had infiltrated to the grassroots level of sport and the potential that it may involve kids in our local parks, fields and pools. It spelt out how new generation PIEDs, which were previously thought to be only used by elite athletes, were now widely available and being used by a broad cross-section of the community. It revealed *'in addition to elite athletes using peptides and hormones, these substances are also being used by sub-elite athletes competing at various levels of competition, for example at the state and club level'<sup>3</sup>*. It also highlighted how sub-elite athletes are now considered a high-risk group for doping due to: the highly competitive environment in attaining a position in elite sport, and; the ability to make significant gains in strength and power through the use of PIEDs.<sup>4</sup> The gravity of this report rippled through grassroots sport like an after-tremor.

As the then Minister for Sport Senator Kate Lundy said in May this year: "What we learned from the ACC Report is that there are many threats to the integrity of sport – threats that go beyond doping, illicit drugs".<sup>5</sup> This was made very clear in the ACC report, particularly in relation to the threats posed by illicit

<sup>2</sup> Australian Crime Commission, *Organised Crime and Drugs in Sport report*, 2013; p4.

<sup>3</sup> Australian Crime Commission, *Organised Crime and Drugs in Sport report*, 2013; p8.

<sup>4</sup> Australian Crime Commission, *Organised Crime and Drugs in Sport report*, 2013; p18.

<sup>5</sup> Senator Kate Lundy, *Anti-doping and sports integrity funding boost*, media release, 4 May 2013. Viewed at: <http://www.katelundy.com.au/2013/05/04/anti-doping-and-sports-integrity-funding-boost/>



drug use and criminal associations: *'Illicit drug use by athletes leaves them particularly vulnerable to exploitation for other criminal purposes, including match fixing and fraud arising out of the provision of 'inside information'.*<sup>6</sup> The nexus between illicit drug use and doping, supply and distribution networks, criminal infiltration and match fixing suddenly became obvious.

However, this report was wider than PIEDs, supplements and illicit drug use by athletes and assistance by coaches and supporting staff; wider than match fixing and the involvement of criminal identities and groups infiltrating sports clubs and associations; this went to the core of the essence of Australian sport and how it is perceived. The report highlighted significant issues at all levels of Australian sport, which as a consequence of their use and involvement serve to undermine the principles of fair play as a broader integrity issue and the community's enduring faith in sport. These principles are reflected in the ASC's *Essence of Australian Sport*, which outlines how players of sport at all levels should strive to uphold the principles of fairness and operate in the spirit of the rules, never taking an unfair advantage, and making informed and honorable decisions at all times. It highlights: *'...it is vital that the integrity of sport is maintained. The main responsibility for this lies with decision makers at every level of sport, who should ensure that all policies, programs and services are based on the principles of fairness, respect, responsibility and safety.'*<sup>7</sup>

The world's foremost anti-drugs crusader, US Anti-Doping Agency Chief Executive Travis Tygart, described the investigations that have resulted from the report as "the tipping moment for Australian sport". "Hopefully ... people realise that Australia is not immune from these same pressures of drug use and organised crime or whatever may be that's going to undermine the integrity of sport," he said. "Hopefully it will further the resolve of all of those who love sport to do even more to protect it. Hopefully it will send a powerful deterrent message to the next generation of athletes that there are no shortcuts to athletic success."<sup>8</sup>

There are a number of agencies and national strategies and plans in place that specifically aim to address anti-doping and illicit drug issues in sport, these include: ASADA, the key agency and focal point for efforts to eliminate doping in sport (underpinned by the National Anti-Doping Framework); the National Integrity of Sport Unit (NISU); and the federal Department of Health's National Drug Strategy (including the Illicit Drugs in Sport National Education & Action Plan).

<sup>6</sup> Australian Crime Commission, *Organised Crime and Drugs in Sport report*, 2013; p33.

<sup>7</sup> Australian Sports Commission, *The Essence of Australian Sport*, 2012; p2. Viewed at: [http://www.ausport.gov.au/\\_\\_data/assets/pdf\\_file/0011/312869/A4\\_brochure\\_7\\_05-V5.pdf](http://www.ausport.gov.au/__data/assets/pdf_file/0011/312869/A4_brochure_7_05-V5.pdf)

<sup>8</sup> Adrian Prosenko, *Make ASADA judge, jury, executioner*, 11 August 2013, SMH. Viewed at: <http://www.smh.com.au/sport/make-asada-judge-jury-executioner-20130810-2rovb.html#ixzz2hJSeCk87>



The federal Government has also recently aimed to further strengthen the integrity of Australian sport on the back of the ACC's report by increasing funding to ASADA to assist with investigations, increasing its powers and further supporting the recently-established National Integrity of Sport Unit to assist individual sports to strengthen their integrity systems.

While there is some capacity at the professional sport level and also at national and state/territory institute/academy levels to further entrench these strategies and increase education and awareness programs for athletes and coaches around anti-doping and illicit drugs, there seems to be little capacity at the State Sporting Organisation (SSO) level and below to resource and develop education and training in this area.

The development of a nationally-consistent and universally-accessible education program and resources on illicit and PIEDs at the grassroots level is vital for ensuring the issues and challenges highlighted in the ACC report are addressed at all levels across the Australian sporting sector. To do this effectively, we first need to comprehensively review what education and resources currently exist in this area, both within sport and at a community level. We can then start to plan a coordinated approach across Commonwealth and state/territory sport and health agencies, to reduce duplication, ensure messages are consistent and assist participants in grassroots sport to access information, education and support.

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## SCOPE OF REPORT

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This project is consistent with the priority areas for cooperation outlined in the National Sport and Active Recreation Policy Framework, including to *'safeguard integrity of sport and active recreation'* and *'ensure sport and active recreation is valued and viable'* by the community and will provide *'a robust evidence base for activities in the sport and active recreation system'*<sup>9</sup>.

The terms of this project involve:

- Conducting a review of the current programs that exist in the area of illicit and performance enhancing drugs education at the sub-elite and grassroots level of sport and wider community;
- Investigating how *Play by the Rules* can be expanded to undertake and deliver such programs, specifically for community level to sub elite, and;
- Developing a scope for a National Education Program on Illicit, Performance and Image Enhancing Drugs and supplements for community to sub elite level, identifying the intended audiences and how the programs are to be tailored to the differing needs.

<sup>9</sup> National Sport and Active Recreation Policy Framework, June 2011.  
Viewed at: <http://www.regional.gov.au/sport/resources/reports/nsarpf.aspx>



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## METHODOLOGY

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The central research approach chosen for this project was critical ethnography. This approach allowed for the best representation of people's views and experiences directly from those who are involved with the issues and who work, coach and participate in this area.

Throughout this project we used primary data gathering techniques utilising qualitative research methods, including semi-structured interviews, to illicit responses from participants and give them a voice to respond in a way that accurately represented their own perspective and experiences. This qualitative data was referenced against secondary sources such as government reports and statistics, research articles, industry records and literature, and then categorised to identify specific themes and topics. The data was then 'triangulated' against organisational records, literature reviews, strategic plans, annual reports and articles. All of this information was then categorised to identify specific themes and topics and analysed to draw conclusions and recommendations.

As part of the process we:

- reviewed existing evidence-based research around the issues, motivations and challenges around anti-doping and illicit drugs
- conducted a desktop audit on relevant federal, state/territory and private/ NGO education and training options related to illicit and performance enhancing drugs
- researched international best practice in sport and health areas related to anti-doping and illicit drug education programs, methodologies, campaigns and new communication technologies
- conducted semi-structured interviews with over 40 key stakeholders in government, sport, health, fitness, education and training, academia, legal, media, sports medicine and nutrition, sports science and athletes and coaches at all levels
- analysed the information and interview insights to develop strategies and recommendations.

In conducting this research project, we didn't just want to find out what information and education resources were available in this area, and what was used by athletes, coaches, parents, teachers and trainers; we wanted to dig deeper, a lot deeper. We wanted to find out what the gaps and barriers were, whether this information and education was accessible, whether it helped to create greater knowledge and understanding, whether it was relevant to peoples' situation and needs in grassroots sport, and whether it actually helped increase peoples' confidence and capacity to deal with these issues and make the right decisions when they were confronted with difficult choices.



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**CHAPTER 1:  
INTRODUCTION –  
WHY WE PLAY &  
WHY WE DOPE**

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### Why do we play sport?

Sport is very much an integral part of the social and cultural landscape of Australia, and its health and psychological benefits are well documented. We will see from the enforcement, compliance and consequence arguments and activities throughout this report what we should and shouldn't do when we play sport – however, a central theme should be on why we play sport in the first place.

“The important thing in life is not to triumph, but to compete,” said Pierre de Coubertin, founder of the modern Olympics. “The day when a sportsman stops thinking above all else of the happiness in his own effort and the intoxication of the power and physical balance he derives from it, the day when he lets considerations of vanity or interest take over, on this day his ideal will die.”<sup>10</sup>

Is sport a representation of our best selves? Our national identity? Our character? Is it for fun and health? Pride? Esteem? Glory? Has the relentless drive to win meant that people have potentially forgotten something about why we play sport? Where once sport was considered a pastime, it has now evolved into a potential career choice. The catch is there are only a relative few who can make a career out of sport. It all boils down to the reason we have sport in the first place.<sup>11</sup> Somewhere in time, have athletes, parents, coaches and schools got confused, and started to believe that the goal is to be elite? How does cheating or gaining an unfair advantage through the use of PIED's relate to each of these potential purposes?

Researchers in sport, culture and values, Hemphill and Fry suggest we need ‘to develop a more sophisticated understanding of the culture and ethos of sport, an understanding that goes beyond aphorisms such as “Whatever it takes”, “Winning at any cost” and “Giving 110%” - which arguably make drug use and supplement use the rational thing to do. This will require that governing bodies, club officials and players develop their knowledge on just how much these ideals hold sway in local sports clubs, schools, sports academies and sports institutes’.<sup>12</sup>

This is why having a conversation with sport and sports people about the ‘why’ is so important - it offers the strongest anchor on attitudes, and subsequently, behavioural choices. The objective should be to influence people to make good choices based on consequences, health, and not least, what it is that they want sport to mean to them and to others.

<sup>10</sup> Michael Brick, *The Real Problem in DC: Sportsmanship*, in Esquire.

Viewed at: <http://www.esquire.com/print-this/sportsmanship-washington?page=all>

<sup>11</sup> Craig Duncan, *Do we really need elite sports training in schools?*, in The Conversation, 29 September 2013.

Viewed at: <http://theconversation.com/do-we-really-need-elite-sports-training-in-schools-18610>

<sup>12</sup> Dennis Hemphill & Craig Fry, *Bring on new values in sport, whatever it takes*, in The Age, 2 August 2013.

Viewed at: <http://www.theage.com.au/comment/bring-on-new-values-in-sport-whatever-it-takes-20130801-2r1z5.html#ixzz2iK3V18zK>



## The extent of the issue

### Performance and Image Enhancing Drugs

The use of enhancement 'substances' for sporting events dates back to the ancient Greeks and ancient Maya. Performance potions were utilised by the Greeks to increase their abilities, just as cocoa leaves were thought to be used by the ancient Maya to increase theirs.<sup>13</sup>

The widespread use of the term 'Performance and Image Enhancing Drugs' (PIEDs) has evolved over the last five years in Australia. The major substances of concern are human and veterinary anabolic-androgenic steroids (AAS), growth hormone, other reproductive hormones, diuretics, stimulants, beta-2 agonists (e.g. clenbuterol), and hormones such as insulin and thyroxine (*Henry-Edwards, 2004*). The most commonly used PIEDs are AAS, although peptides have become increasingly popular among professional and amateur athletes, due to the fact that they are hard to detect as they are rapidly metabolised.<sup>14</sup>

While a small proportion of PIEDs are prescribed by a doctor for therapeutic reasons, many of the substances used in Australia are believed to be obtained and used illicitly, and the ACC have confirmed there is an active black market for PIEDs. Their use often occurs without medical supervision, and in amounts that greatly exceed recommended therapeutic doses. Assessing the health risks can be difficult as users often take complex combinations of drugs.<sup>15</sup>

Data from the ACC's 2010 Illicit Drug Data Report indicates that the market for PIEDs has expanded, with record numbers of seizures, detections and arrests. The ACC reports that the number of steroid detections at the Australian border had increased by 74% in 2009-10, the highest recorded in the last decade, and the number of national steroid arrests had increased by 47%. A large number of detections involved small quantities, which suggest they are being imported for personal use.<sup>16</sup> If we accept this as the tip of the iceberg, then it suggests that the use of steroids is increasing in our society.<sup>17</sup>

A survey of over 22,000 high school students in Australia found that around 2% of 12-17 year olds had used steroids "without a doctor's prescription" in an attempt to make them "better at sport, to increase muscle size or to improve your general appearance". Research by Sydney University dietician Dr Jenny

<sup>13</sup> <http://www.drugfreesport.com/drug-resources/performance-enhancing-drugs-steroids.asp>

<sup>14</sup> Briony Larence, Louisa Degenhardt, Paul Dillon, Jan Copeland, *Use of performance and image enhancing drugs among men: a review*, National Drug & Alcohol Research Centre technical report No.232, 2005.

<sup>15</sup> Ibid.

<sup>16</sup> Australian Crime Commission, *Organised Crime and Drugs in Sport* report, 2013; p4.

<sup>17</sup> Matthew Dunn, *More young men using steroids but do they know the harms?*, 7 September 2013. Viewed at: <https://theconversation.com/more-young-men-using-steroids-but-do-they-know-the-harms-3021>

<sup>18</sup> Matthew Dunn and Victoria White, *The epidemiology of anabolic-androgenic steroid use among Australian secondary school students*, in *The Journal of Science and Medicine in Sport*, Volume 14, Issue 1, January 2011.



O'Dea showed 5.6% of year 12 students reported using medication attained through gyms or drug dealers, such as steroids, insulin injections and muscle building pills (this figure lowered to 1.7% of year 11 students).<sup>19</sup>

Another study by the University of Canberra conducted for WADA, whose findings were presented to the Australian Psychological Society's annual conference in Cairns in October 2013, found that an alarmingly high number of elite teenage athletes said they plan to take performance enhancing drugs. The study, which mainly recruited athletes through sports clubs in Queensland during 2011 and included various sports (rugby league, soccer, AFL, netball and hockey), found that of 436 elite development athletes aged 12-17, 34 intended to use PEDs within the next year and a further 38 athletes were undecided.<sup>20</sup>

These figures are very alarming, but this isn't an issue for Australia alone. Studies commissioned by the European Commission have also revealed that amateur athletes are making increased use of performance enhancing drugs. Public Health England also says the number of those who use image and performance-enhancing drugs has grown rapidly over the past 20 years. Jim McVeigh, from the Centre for Public Health at Liverpool's John Moores University said: "Injectors of anabolic steroids and associated drugs are now the biggest client group at many needle and syringe programs in the UK".<sup>21</sup>

### **Illicit drugs**

Illicit drugs are used by many people in the community, including young adults, so it is highly likely that some members of local sporting clubs will have access to them, particularly illegal drugs used for social purposes.

Illicit drugs include illegal drugs (such as cannabis), pharmaceutical drugs (such as pain-killers, tranquillisers) when used for non-medical purposes (strictly an illicit behaviour), and other substances used inappropriately (such as inhalants). Illicit drugs fall into three main categories: stimulants (amphetamines, cocaine), depressants (opiates including heroin) and hallucinogens (LSD, Magic Mushrooms).

Generally, there is little research available related specifically to drug use in the sporting context. The majority of research relates to drug use in the community and is usually reported across gender, age, occupation and

<sup>19</sup> Amy Bainbridge, *Prestigious high schools warn students about drug use*, 14 July 2013, Viewed at: <http://www.abc.net.au/news/2013-07-14/prestigious-high-schools-warn-students-about-drug-use/4818956>

<sup>20</sup> Kate Hagan, *Sports drugs tempt teens*, in *The Age*, 5 October 2013. Viewed at: <http://www.theage.com.au/national/sports-drugs-tempt-teens-20131004-2uzvx.html#ixzz2hHuaJiHC>

<sup>21</sup> AAP, *HIV warning for injectors of performance enhancing drugs*, 13 September 2013. Viewed at: [http://www.medicalobserver.com.au/news/hiv-warning-for-injectors-of-performance-enhancing-drugs?utm\\_medium=email&utm\\_campaign=enews+13-09+new+format+ii&utm\\_content=enews+13-09+new+format+ii+CID\\_bfd5b9024d8744cf52176c79d7dbfa27&utm\\_source=Email%20marketing%25](http://www.medicalobserver.com.au/news/hiv-warning-for-injectors-of-performance-enhancing-drugs?utm_medium=email&utm_campaign=enews+13-09+new+format+ii&utm_content=enews+13-09+new+format+ii+CID_bfd5b9024d8744cf52176c79d7dbfa27&utm_source=Email%20marketing%25)



cultural groups. The 2010 National Drug Strategy Household Survey (NDSHS) report, which surveyed 26,000 people aged 12 years or older, found that there was only a small overall rise in illicit drug use. In 2010, around 1 in 7 (14.7%) people aged 14 years or older reported having used an illicit drug in the last 12 months, still below the 1995 proportion (16.7%), but statistically significantly higher than in 2007 (13.4%).<sup>23</sup>

The 2011 Australian Secondary School Students' use of tobacco, alcohol and over-the-counter and illicit substances (ASSAD) report shows 15.6% of 12-17 year old students reported using any illicit drug, including cannabis, in their lifetime. These rates were either stable or decreasing for all illicit drug use (apart from cannabis) when compared to the 2008 ASSAD survey.<sup>24</sup>

Illicits, PIEDs and supplements are not mutually exclusive; some illegal drugs used socially may also be used to enhance sporting performance.

### Supplements

Supplement use may include vitamins, minerals, herbal remedies, amino acids and various other ergogenic (i.e., performance enhancing) substances.

Supplements can assist athletes to achieve peak performance. However, poor regulation of the supplement industry allows athletes to be bombarded with marketing hype that exaggerates or completely invents unproven benefits arising from their use. Unfortunately, the driving force behind the supplement practices of many athletes is not sound science applied to the specific needs of a sport, instead some athletes are motivated by fear that their competitors might be taking supplements and that they can't afford to miss out on any 'performance edge'. The results of the present frenzy of supplements in sport are: a small, but real risk of a positive 'doping' outcome; money being wasted on products that simply do not work; time, money and belief being distracted away from the factors that can really enhance health, recovery and performance.<sup>25</sup>

ASADA also advises that taking supplements increases the risk of testing positive for a banned substance - "On average, 40 per cent of all positive drug tests we collect are resultant from supplement use and people didn't know there's a banned substance inside it".<sup>26</sup>

<sup>22</sup> 2010 National Drug Strategy Household Survey (NDSHS) report, Australian Institute of Health and Welfare, July 2011. Viewed at: <http://www.aihw.gov.au/publication-detail/?id=32212254712>

<sup>23</sup> Ibid.

<sup>24</sup> 2011 Australian Secondary School Students' use of tobacco, alcohol and over-the-counter and illicit substances report, Centre for Behavioural Research in Cancer, The Cancer Council Victoria, December 2010. Viewed at: [http://www.nationaldrugstrategy.gov.au/internet/drugstrategy/Publishing.nsf/content/BCBF6B2C638E1202CA257ACD0020E35C/\\$File/National%20Report\\_FINAL\\_ASSAD\\_7.12.pdf](http://www.nationaldrugstrategy.gov.au/internet/drugstrategy/Publishing.nsf/content/BCBF6B2C638E1202CA257ACD0020E35C/$File/National%20Report_FINAL_ASSAD_7.12.pdf)

<sup>25</sup> <http://www.ausport.gov.au/ais/nutrition/supplements>

<sup>26</sup> Amy Bainbridge, *Prestigious high schools warn students about drug use*, 14 July 2013, Viewed at: <http://www.abc.net.au/news/2013-07-14/prestigious-high-schools-warn-students-about-drug-use/4818956>



ASADA has provided repeated warnings on these products and updated their education resources: including a new e-learning update, a new video and promotion of the issue via the web and social media. The online substances tool 'Check Your Substances', which enables athletes to find out whether specific medications and substances are permitted or prohibited in their sport, had 49,935 visits in 2011-12, compared with 42,512 in 2010-11 and 16,355 in 2009-10.<sup>27</sup>

### Why do athletes dope?

The reason people take drugs is wide and varied - sometimes it's the prizes, money or fame. Others take them to increase confidence or may feel pressure from coaches, parents or themselves to be the best or to make a team, and see doping as the only way that can help them reach the next level. Pressure is mounting on talented children at younger and younger ages these days – they need to be excelling very early if they want a future in sport and this is heightened by a 'win at all costs' culture. Some athletes use drugs to overcome injury and speed up recovery, with some trainers or coaches pushing them along for the sake of the team.

One athlete interviewed for this project said: "You want to know where the boundaries are (as an athlete) and what is legitimate and what's not. If you bust your balls training three times a day you want to know what else you can do to get the edge over others". One thing is sure, the competitive nature of sport, and its emphasis on mastery, achievement and performance, is also a two-edged sword when it comes to assessing its links to drug use (Deci & Ryan, 2000; Frederick-Recascino & Schuster-Smith, 2003).<sup>28</sup>

An understanding of athlete values, beliefs and motives is central to the development of effective drugs-in-sport policy (British Medical Association, 2002) and education programs around this, yet less well established are the values, beliefs, and motivations of sport participants who employ drugs for performance advantage and image (Donovan, Egger, Kapernick, & Mendoza, 2002).<sup>29</sup>

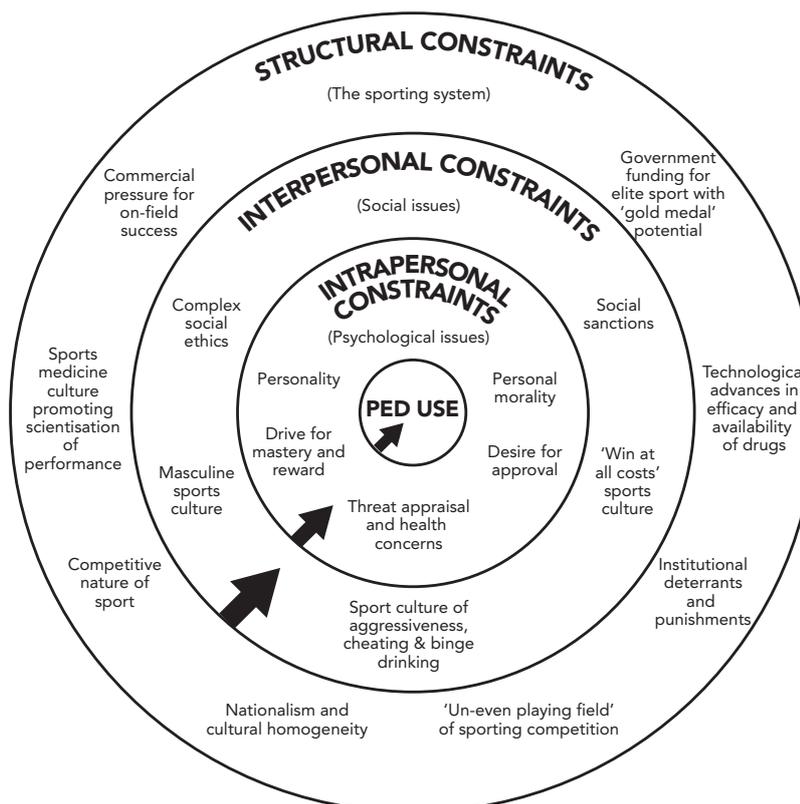
Donovan and his associates (2002) developed a model containing six major inputs contributing to an athlete's attitudes and intentions with respect to PED usage. These are, *threat appraisal*, reflecting the deterrence factor or the cost of being caught; *incentive appraisal*, representing the benefits of drug use; *reference group opinions*, highlighting the importance of peer approval; *personal morality*, illustrating an athlete's views on right and

<sup>27</sup> Australian Sports Anti-Doping Authority Annual Report 2011-2012; p38

<sup>28</sup> Bob Stewart and Aaron C.T. Smith, *Drug Use in Sport – Implications for public policy*, in *Journal of Sport & Social Issues*, Vol 32, No.3, August 2008, Sage Publications; p286.

<sup>29</sup> Ibid; p278.

wrong; the perceived legitimacy of the drug authority's position; and finally, personality factors, which are individualised variables linked to self-esteem and optimism.<sup>30</sup>



**Figure One** provides a good outline of the holistic system of factors influencing PEDs use in sport.<sup>31</sup>

Anti-doping consultant and former Australian Sports Drug Agency (ASDA) employee Nicki Vance said in her keynote presentation to the 6th Society of Chinese Scholars on Exercise Physiology and Fitness Annual Conference that ‘in general athletes fall into five groupings:

1. Athletes who never contemplate doping;
2. Athletes who think about it but are deterred by the anti-doping strategies put in place by sport and/or governments;
3. Athletes who take banned substances without being aware that the substances are banned — generally known as inadvertent doping;

<sup>30</sup> Ibid; p279.

<sup>31</sup> Ibid; p291.



4. Athletes who decide to take the risk and use detectable banned substances, sometimes using manipulation techniques to try and avoid being caught; and
5. Athletes who are really pushing the boundaries & use new undetectable substances or methods.

Vance stresses that our strategies (to educate) must be different for each athlete grouping, and 'we must always support, recognise and encourage athletes who do not dope'.<sup>32</sup> As one interview participant said: "A 'one-size-fits-all' approach will never work".

A recent University of Canberra study found that athletes who intended to use drugs or were undecided commonly used strategies to switch off their normal moral code to justify doping. Some compared doping to something else ("at least I'm not taking cocaine"), others minimised the consequences ("it doesn't hurt anyone"), while some blamed others such as coaches or the media.<sup>33</sup> Assoc. Professor Stephen Moston, who conducted the study, said: "One of the reasons people start taking drugs is because they think everybody else is", they also believed their teammates or coach would encourage them to use performance-enhancing drugs, and that drugs were prevalent in their sport.<sup>34</sup> "All my friends were doing it so I thought, why not?" and "Well, you used drugs" were identified as reasons young people also give for using illicit drugs.<sup>35</sup>

This study's findings reflect the Achievement Goal Theory by Nicholls (1989; Duda & Hall, 2001), which suggests that cheating behaviour revolves around the performance mastery rather than the task mastery. This leads to the ego-orientated motivation towards success, resulting in inter-individual comparisons (i.e. they're using EPO, therefore it's only fair that I do too) and the emphasis on outcome success with no view on the process.<sup>36</sup>

Deci's (1975; Deci & Ryan, 1985) Cognitive Evaluation Theory suggests that the reward of using performance enhancing drugs reduces intrinsic motivation and therefore reduces pleasure and self-satisfaction. This develops into a reliance and acceptance that doping is the only way to success and extrinsic rewards.<sup>37</sup> Italian cyclist Marco Pinotti counters this theory in a recent interview: "The connection between being a good athlete and being completely against

<sup>32</sup> Nicki Vance, Developments in anti-doping in elite sport, in *Journal of Exercise, Science and Fitness*, Vol 5, No.2, 2007; p76.

<sup>33</sup> <http://www.drugs.health.gov.au/internet/drugs/publishing.nsf/content/parents3>

<sup>34</sup> Ibid.

<sup>35</sup> Lisa Cornish, *Drugs in sport: Study suggests children beginning to see them as normal*, 6 October 2013. Viewed at: [www.news.com.au/lifestyle/health/drugs-in-sport-study-suggests-children-beginning-to-see-them-as-normal/story-fneuz9ev-1226733413297](http://www.news.com.au/lifestyle/health/drugs-in-sport-study-suggests-children-beginning-to-see-them-as-normal/story-fneuz9ev-1226733413297)

<sup>36</sup> Jack Marlow, *What could have motivated Lance Armstrong to cheat?*, 24 May 2013. Viewed at: <http://www.thesportinmind.com/articles/what-could-have-motivated-lance-armstrong-to-cheat/>

<sup>37</sup> Ibid.



using banned drugs is enormous. “Put simply, using banned substances is the shortest way to achieving what you want at a higher level. The only problem is, apart from being an excuse not to train and being illegal, it takes away the value of everything you succeed in doing.”<sup>38</sup>

There are arguments by those such as Malcolm Gladwell that doping in sport actually serves to level the playing field, by helping people to overcome natural limitations. Roger Pielke Jnr argues that this approach to doping is fine if there are no rules and anything goes, however sport is governed by rules, including those governing performance enhancement, and where to draw the line reflects both broad social values and the values of the sports community.<sup>39</sup> And it is clear from a University of Queensland survey conducted on the public attitudes towards the use of performance enhancing drugs in sport that permitting their use would be at odds with the attitudes of the vast majority of participants. Of the 1265 people in Queensland surveyed, only 3.6% agreed that people who play professional sport should be allowed to use PEDs if they wanted to.<sup>40</sup> One could argue this would be significantly lower if referring to amateur sportspeople.

Others such as researcher Dr Jason Mazanov say that anti-doping will never work and should be replaced with a different approach, citing former WADA President John Fahey who declared the “war on drugs in sport” unwinnable.<sup>41</sup> Some pose an alternative proposition that controlled doping would be far better off for all levels of sport. This idea poses enormous ethical and medical questions and will not necessarily level the playing field. One major issue with these proposals is that we do not know the long-term health effects of many synthetic substances that are used by dopers, and as Australian anti-doping researcher and author of *'Blood sports'*, Robin Parisotto asks: “would you want your children to be put on drugs when they are otherwise healthy?”<sup>42</sup>

The findings from the University of Canberra study sparked calls for psychological profiling to identify athletes at risk of doping so these individuals could be targeted for extra education and drug tests. “There are concerning attitudes even at this young age that need to be factored into education programs,” Professor Moston said. Athletes aren’t the only ones who should be targeted for education. A study conducted by researchers from

<sup>38</sup> Lee Rodgers, *A generation on dope and reasons to hope*, 8 October 2013. Viewed at: <http://www.theroar.com.au/2013/10/08/a-generation-on-dope-and-reasons-to-hope/>

<sup>39</sup> Roger Pielke Jr., *Flaws in the case of doping*, 10 September 2013. Viewed at: <http://leastthing.blogspot.com.au/2013/09/flaws-in-case-for-doping.html>

<sup>40</sup> Partridge, Brad, Lucke, Jayne and Hall, Wayne, *A comparison of attitudes toward cognitive enhancement and legalized doping in sport in a community sample of Australian adults*, *AJOB Primary Research*, 2012, Vol 3 No.4.

<sup>41</sup> Dr Jason Mazanov, *AFL, NRL – it’s time to move on from anti-doping*, 21 August 2013. Viewed at: <http://theconversation.com/afl-nrl-its-time-to-move-on-from-anti-doping-17310>

<sup>42</sup> Robin Parisotto, *The Farce of legalized doping*, 26 August 2013. Viewed at: [http://www.theroar.com.au/2013/08/26/the-farce-of-legalised-doping/?utm\\_source=twitter&utm\\_medium=social+media&utm\\_campaign=singe+top+share+bar](http://www.theroar.com.au/2013/08/26/the-farce-of-legalised-doping/?utm_source=twitter&utm_medium=social+media&utm_campaign=singe+top+share+bar)



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the Dept. of Physical and Sports Education at University of Granada concluded that coaches seem to be the principle influence and source of information for athletes when it comes to starting or not starting to take banned substances, while doctors and other specialists are less involved.<sup>43</sup> As one interview participant said: “We need a holistic approach that sports really invest in, which covers athletes, coaches & support personnel”.

<sup>43</sup> Morente-Sánchez J and Zabala M, *Doping in Sport: A Review of Elite Athletes’ Attitudes, Beliefs, and Knowledge*, in *Sports Medicine*, 27 March 2013.



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## CHAPTER 2: PIEDS & ANTI-DOPING EDUCATION

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### The international and domestic framework

#### The international system

Australia's efforts to rid sport of doping takes place in a global environment. The World Anti-Doping Agency (WADA) are responsible for defining, reviewing and developing the World Anti-Doping Code, which has been adopted by most countries and more than 600 sporting organisations around the world, including ASADA. This 'harmonised' system ensures a consistent approach to drug-testing and scientific research, and guarantees valuable sharing of knowledge internationally.

International federations, international and national Olympic and Paralympic committees, major event organisations and national anti-doping organisations are direct signatories to the code, while governments accept the code through a different mechanism. The UNESCO International Convention against Doping in Sport harmonises national anti-doping laws for global coordination and gives governments the practical tool for aligning their domestic policies with the Code. The Australian Government ratified the UNESCO Convention on 17 January 2006 and the Convention entered into force on 1 February 2007. Regional Anti-doping organisations (RADOs) have also been established in each of the five Olympic regions to assist countries and organisations to develop anti-doping programs.

#### Our domestic framework

Australia has a National Anti-Doping Framework which aligns domestic anti-doping efforts through an agreed set of principles, alongside clear cooperation between the roles and responsibilities of the Commonwealth, state and territory governments. This is a revolutionary model that solidifies cooperation between the anti-doping authority (ASADA) and other government agencies. Members of the National Framework include: Department of Regional Australia, Local Government, Arts and Sport (now Department of Health), ASADA, Australian Sports Commission, state and territory governments, national sports organisations, state sporting organisations and professional associations. Other Australian Government agencies that play a role in the framework include: National Measurement Institute, Australian Customs and Border Protection Service, Therapeutic Goods Administration, Australian Federal Police and the Australian Crime Commission.



### **ASADA – our key anti-doping agency**

In 2006, ASADA replaced the Australian Sports Drug Agency (ASDA), which was established in 1990 by the Australian Government as a result of the Senate Drugs in Sport Inquiry. Besides education and testing, ASADA was given increased powers to conduct investigations, present cases at sporting tribunals, recommend sanctions, and approve and monitor sporting organisations' anti-doping policies. In June 2013, the *Australian Sports Anti-Doping Authority Amendment Bill 2013* provided ASADA with increased investigation powers, including the right to compel those it believes have knowledge about doping practice or a specific doping violation to attend an interview and to produce related documents.<sup>44</sup>

ASADA's stated mission is to protect Australia's sporting integrity through the elimination of doping. To achieve this objective of 'pure performance' ASADA focuses on three key themes: to *deter* (prohibited doping practices through education), *detect* (breaches of a sport's anti-doping policy via its doping control (testing) and investigation programs), and *enforce* (breaches of a policy through prosecution and sanction). In 2011/12, ASADA conducted 3,996 government-funded tests across 45 sports and 3,200 user-pays tests for Australian sporting bodies and other organisations.<sup>45</sup>

It is the key implementation agency and focal point for the Australian Government's efforts to eliminate doping in sport.

### **How sport fits into the equation**

National Sporting Organisations (NSOs) work in partnership and consultation with ASADA, and their relevant international federation, to:

- reduce the number of athletes contemplating doping;
- reduce the percentage of inadvertent anti-doping rule violations; and
- raise anti-doping awareness throughout the Australian sporting community.<sup>46</sup>

Key to the success of education under this framework is ASADA and state and territory governments, primarily at present through state institutes/academies of sport, working cooperatively to achieve agreed anti-doping outcomes. State Sporting Organisations (SSOs) have a role under the framework in the education of athletes, particularly junior athletes, as to the dangers of doping and their obligations as athletes.

<sup>44</sup> Drugs in sport in Australia. Viewed at: [http://en.wikipedia.org/wiki/Drugs\\_in\\_sport\\_in\\_Australia](http://en.wikipedia.org/wiki/Drugs_in_sport_in_Australia)

<sup>45</sup> Australian Sports Anti-Doping Authority Annual Report 2011-2012.

<sup>46</sup> National Anti-Doping Framework, February 2011. Viewed at: <http://www.regional.gov.au/sport/programs/anti-doping-framework.aspx>



As a condition of federal funding, all NSOs must have an ASADA approved anti-doping policy that is compliant with the WADA code. SSOs are obliged through their affiliation to the NSO to abide by these policies, which specifically address the issue of performance and image enhancing drugs and methods. The NSO anti-doping policy would bind anyone who is a member of his or her sport (i.e. even at the club level). Most sporting associations and clubs have also developed or adopted generic codes of behaviour/conduct for players, coaches, officials, spectators, which include statements that convey generally accepted expectations on personal behaviour in a sporting environment.

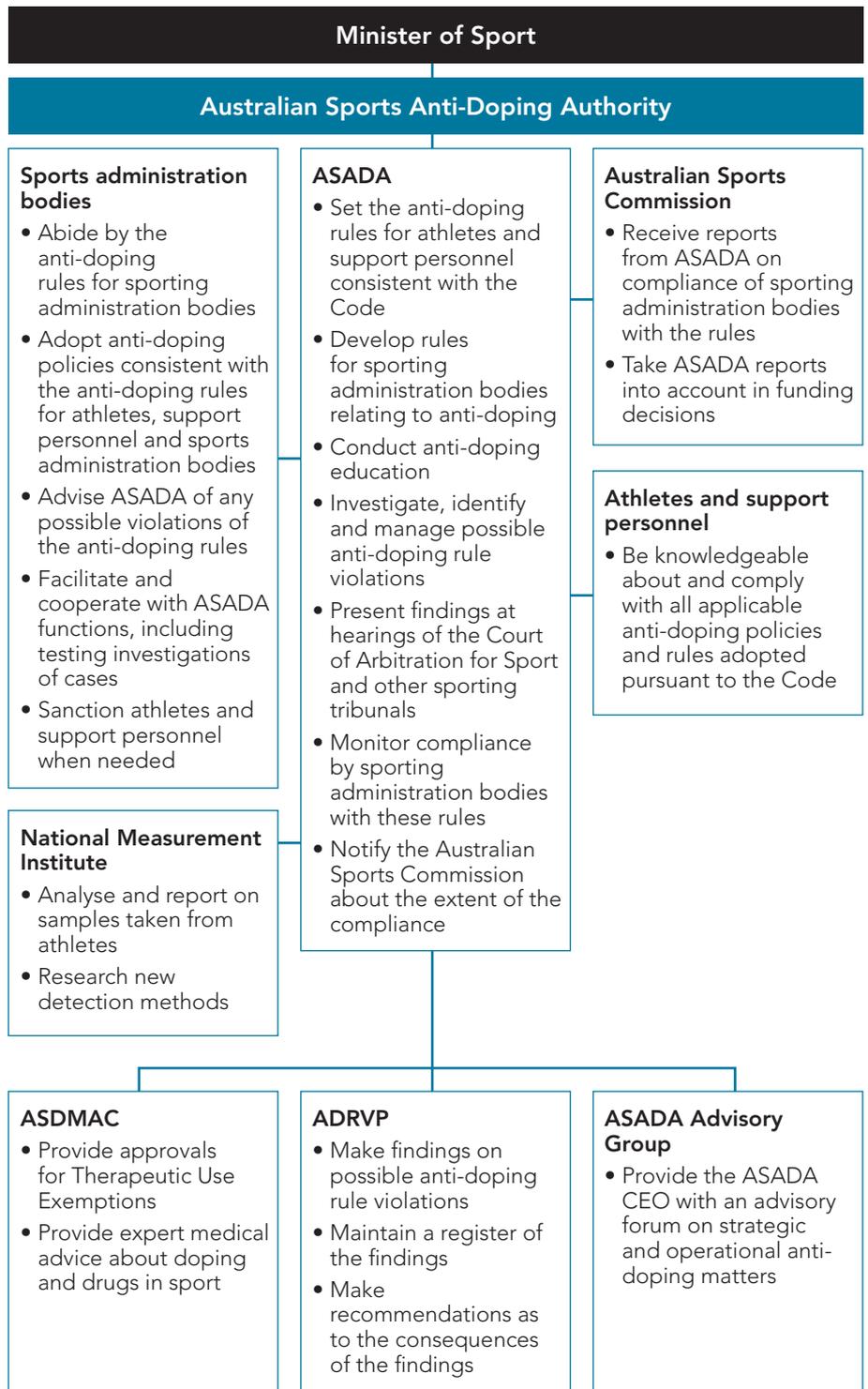
As athletes are individually responsible for the substances they take and the methods they use in taking them, they must be aware of the rules associated with the code, their sport and their club.

### **The wider network**

Relevant professional associations (eg. medical associations, pharmaceutical bodies) also have a role in developing and implementing codes of conduct, good practices and ethics relating to sport practices that are consistent with the principles of the Code.

It is through legislation, regulation, policies and administrative practices, that governments, sport and professional organisations adopt measures to achieve drug-free sport. The following table provides an overview of Australia's anti-doping framework (Note: this is correct as of 2011/12).<sup>47</sup>

<sup>47</sup> Australian Sports Anti-Doping Authority Annual Report 2011-2012; p20.





## What education exists in sport?

### The 'go to' portal

One of ASADA's key strategic priorities is to 'develop and implement comprehensive education, communication and awareness programs and initiatives'.<sup>48</sup> ASADA provides education to individuals, groups and organisations to develop the necessary knowledge to be effective and responsible in their adherence to the anti-doping code. In the last year, more than 14,000 people from across the sporting community have accessed a variety of ASADA's learning options, which includes: Level 1 and 2 online anti-doping courses, online learning updates on current topics, online facilitator program for trainers, sports videos, face-to-face anti-doping presentations, a range of print resources and anti-doping education strategy development for organisations.

A key element of ASADA's education is an e-learning portal ([www.asada.gov.au/education/](http://www.asada.gov.au/education/)), which is one of the prime education sources for the Australian sporting community to learn about the key areas of anti-doping. The e-learning course comprises six x 15-minute modules, called Pure Performance Online, which covers topics such as prohibited substances and methods, therapeutic use exemptions, doping control and whereabouts. A further 15-minute module is also available for those who want to be a Pure Performance Supporter. A supporter is provided with information and resources to champion anti-doping messages in their sporting community. For people who already have experience in facilitation, training or education they can complete a further 15-minute module as a Pure Performance Facilitator. A facilitator is provided with information and resources to run anti-doping education sessions within their community.

ASADA has experienced significant growth across their digital communications channels including: the ASADA website; the online tool (Check Your Substances), and other social media such as the blog, Facebook, Twitter and YouTube.<sup>49</sup> In 2011-12 ASADA reached 11,395 participants, including 7837 online completions of ASADA e-learning, 1738 viewed the DVD or attended face-to-face activities and 1820 participated in the Outreach programs. Anti-doping education participants in 2011-12 identified with 77 different stakeholder organisations.<sup>50</sup>

<sup>48</sup> <http://www.asada.gov.au/about/index.html>

<sup>49</sup> Australian Sports Anti-Doping Authority Annual Report 2011-2012; p30.

<sup>50</sup> Ibid; p37.



### **National Integrity in Sport Unit (NISU)**

The Australian Government established the National Integrity of Sport Unit to provide national oversight, monitoring and coordination of efforts to protect the integrity of sport in Australia from threats of doping, match-fixing and other forms of corruption. The primary focus of NISU is on the elite and sub-elite level of sport.

The unit coordinates legislation, regulation, policies and administrative practices between the Commonwealth/states to allow governments to adopt measures to ensure sport is corruption-free.

At the Sport and Recreation Ministers' meeting in July this year, Ministers endorsed the expanded role of the NISU to include more proactive integrity threat identification, assessment and advisory services for sport, and the establishment of the Australian Sports Integrity Network (ASIN) to become the primary vehicle through which sporting organisations will discuss and coordinate responses to sport integrity issues.<sup>51</sup> Their role has also included assisting NSOs to set up integrity units and frameworks.

The NISU web-section ([www.regional.gov.au/sport/national\\_integrity/index.aspx](http://www.regional.gov.au/sport/national_integrity/index.aspx)) provides access to up-to-date information, including integrity tools (code of conduct template), education (fact sheets, reports), contacts and research on anti-doping and illicit drugs in sport. It also includes information and an e-learning course to understand match fixing called Keeping Australian Sport Honest (<http://elearning.sport.gov.au>) and there are plans to expand the resources in the future to include the IDIS e-learning course.

### **The ASC/AIS**

The Australian Sports Commission develops and implements, in consultation with ASADA, comprehensive programs and education initiatives for AIS scholarship holders and National Talent Identification and Development athletes about illicit, PIEDs and supplements.

The AIS Sports Supplement program is a cutting-edge program that provides world's best practice in the research, education and provision of sports foods and supplements for AIS athletes and coaches. One of its aims is to minimise the risk of supplement use leading to an inadvertent doping offence. The program is available to other sporting bodies (NSOs and members of the National Institute Network in Australia) via non-exclusive, royalty-free licence, and limited program activities and resources are available to the public via the AIS Sports Nutrition website: (<http://www.ausport.gov.au/ais/nutrition/supplements>).

<sup>51</sup> Sport and Recreation Ministers' meeting communiqué, 11 July 2013. Viewed at: [http://www.development.tas.gov.au/\\_\\_data/assets/pdf\\_file/0003/77205/Final\\_Communique\\_11\\_July\\_Meeting.pdf](http://www.development.tas.gov.au/__data/assets/pdf_file/0003/77205/Final_Communique_11_July_Meeting.pdf)



The ASC have developed a Beginning Coaching General Principles online course to assist new coaches to learn the basic skills of coaching, particularly those working with children. The course includes modules on safety and the role and responsibilities of coaches. The course is currently free to Australian coaches ([www.ausport.gov.au/participating/coaches/education/generalprinciples](http://www.ausport.gov.au/participating/coaches/education/generalprinciples)). There is also an Intermediate Coaching General Principles course for coaches operating at the club/regional level that includes a module on anti-doping in sport. The program is available through state/territory departments of sport and recreation - some offer face-to-face programs, while others offer the modules via correspondence. Some national and state/territory sporting organisations also deliver the modules as part of their sport-specific accreditation programs. The ASC's High Performance Decision Making course has elements of responsibilities, values and leadership included as part of the module.

The ASC also provides information about drugs in sport and research/articles and updates through its Clearinghouse for Sport (<https://secure.ausport.gov.au/clearinghouse>).

### **All levels of sport**

In respect to providing general information for all about anti-doping, NSO's usually include a webpage with links referring back to the ASADA website and e-learning, the WADA website and code, and the sports' own anti-doping policy and testing information. This is usually replicated on state and territory institute of sport/academy websites and/or department of sport and recreation websites. Sometimes (rarely) some links are included on websites at the association/club level. This level of information is too simplistic for people at grassroots levels and needs a more comprehensive solution.

Many interview participants advised that their NSOs ran anti-doping presentations (usually 1 hour) at the elite level for national and high performance teams and how they had received some training at the AIS as part of state teams or on national camps held in Canberra. However, responses were mixed as to the level of knowledge and awareness provided about anti-doping policies and processes at the state level. Some indicated that this information was provided as part of their training as they moved up to state representative levels and talent identification squads through state academies, while others said there was no education at all on the issue until they reached the national level. The education provided varied from face-to-face presentations and guest speakers (doctors, sports scientists, lifeskills consultants) to "just putting on the ASADA DVD". Another said that drug education was included for five minutes as part of wider information on health and nutrition. Some participants advised that coaches also received some face-to-face education and gained some knowledge through the Level 1 and 2 coaching courses, but again "the time and resources spent on this issue was limited in respect to other priorities in the sport".



Some state departments of sport and recreation facilitate drugs in sport presentations (NSW) and anti-doping and recreational drugs in sport education (WA and SA), but in the main information is usually provided by institutes of sport/academies via their websites or training to state representative squads.

One participant said their sport was grappling with who should take ownership on educating about anti-doping at the lower levels - NSOs or SSOs - while admitting that there was no education at the club level. Some indicated that that 'education to the masses' was usually through tips or an anti-doping update in e-newsletters and leaflets that were sent out to clubs.

At the grassroots level, there were stories told by participants of coaches providing energy tablets to children playing in an under 9 game and of parents providing supplements and energy shakes for their children at half-time during sporting events. The problem is "coaches and clubs don't know how to act or what to advise as this is new territory for them and they don't know where to get credible information to be able to respond". Some also said there was confusion around whether 'weekend warriors' at the club level were covered under their state or national anti-doping policy as they were just amateur athletes and "why social drugs they took in their own time was any business of their sports club".

Many saw good governance around effective leadership, and promotion of policies and codes of behaviour as the strongest deterrent at the local club level.

### What's out there in the community?

This review found a number of providers of anti-doping information, resources and education and training in the general community. These included:

- **Sports Medicine Australia:** Sports Medicine Australia (SMA) is Australia's peak umbrella body for sports medicine and sports science. CleanEdge is SMA's Anti-Doping and Body Image Program for all participants of sport, physical activity, recreation and fitness in the community. The CleanEdge website (<http://www.cleannedge.com.au/>) is a hub of information for athletes, parents, coaches, sports clubs and teachers on anti-doping, nutrition and supplements, body image and alternative healthy ways to build sports performance. (Vic, SA and WA S&R also link to the SMA/ CleanEdge resources from their websites). SMA also run an online 'Drugs in sport' module (<http://sma.org.au/training-courses/group-training-programs/drugs-in-sport/>), and has produced a drugs in sport podcast and supplement webinars. The SMA (WA Branch) continues to manage the WA Drugs in Sport education project (with funding from WA Sport



and Recreation) to provide education, presentations, support services and resources to athletes, schools and sporting clubs in the WA community (<http://www.bedrugfree.com.au/BeDrugFree/Education.html>). Similarly, SA Sport and Recreation are providing grant funding for SMA (SA) to run an illicit drugs in sport program.

- **Australian Drug Foundation:** the ADF have a range of general online resources about alcohol and drugs, education packs for schools, seminars, webinars and training. These include fact sheets about drugs in sport, an online search facility (<http://www.druginfo.adf.org.au>) for information and resources, consultancy services for state/national sporting organisations or professional clubs, and a resource for Australian families talking openly about alcohol and other drugs called 'The Other Talk' (<http://theothertalk.org.au/about/#sthash.6tECRar2.dpuf>). The ADF's Good Sports program ([www.goodsports.com.au](http://www.goodsports.com.au)), which reaches over 6000 community sports clubs in Australia, has been an effective way to create family-friendly cultures and reduce alcohol-related harm, both within sporting clubs and the wider community. The program also provides information and guidelines for committee members of community sporting clubs on illicit drugs and how to manage the issue in clubs. Their [www.somazone.com.au](http://www.somazone.com.au) website, specifically for young people, also provides anonymous question and answer services about drugs, mental health, abuse and other issues.
- **Headspace:** offers a free training package called 'Mind your Game' for adult sports-club leaders (trainers, coaches and mentors) interested in extending their support of young people in their clubs around youth mental health and substance use problems (<http://www.headspace.org.au/headspace-centres/headspace-wollongong/training>).
- **Sports Community Australia:** is a multimedia information web-portal (<http://sportscommunity.com.au/training/>) developed for grassroots sports club volunteers. They also provide face to face training courses, including one around positive club culture, which includes information on the use of illicit or PEDs at clubs.
- Many other organisations include a link back to the ASADA website on their webpages (such as School Sports Australia); others do occasional media releases or fact sheets related to sports and doping or supplements (Sports Dieticians Australia, Pharmaceutical Society of Australia, Australian Medical Association, Australian Crime Commission); and some have done in-depth reports (Australian Crime Commission report 'Organised Crime and Drugs in Sport').
- Other agencies provide general information related to illicit substances and supplements such as Food Standards Australia (information around food labelling), Therapeutic Goods Administration (information on medicines



brought into or taken out of Australia), Customs Australia (information on imported and prohibited goods), Nutrition Australia, Fitness Australia, ESSA etc.

- ANZSLA has been conducting drugs in sport seminars around the country over the last few months.
- Private consultants also provide lifeskills education and training, some provide education programs for school students, and others regularly speak at seminars and conferences.

### Key insights

Throughout the interviews for this project we probed deeply to find answers to the following questions: Is this system effective? Are people literate? Do people have the right resources and information? Do they know how to access this information? What's missing? What are the barriers? Do people have the confidence and capacity to face these challenges? Following are some of the key issues identified in relation to education related to PIEDs in sport:

#### More carrot, less stick

Anti doping rules approaches need to empower not entrap athletes and the best way to do this is through increasing their knowledge through information and education. There was concern shown by many interview participants about the current 'deficit reduction, not capacity building' approach to anti-doping and the focus on punitive tools of investigation, detection and punishment rather than education, enablement and prevention.

It is argued that perhaps consideration should also be given to some form of harm-minimization policy that focuses more on the health and well being of athletes and less on the need to remove cheaters from sport and maintain a level playing field.<sup>52</sup> This particularly holds true at the sub-elite level, where the commercial and reputational cost of losing sports' integrity is arguably less acute, but the associated personal and social health issues around PIEDs use are strong.

One of the outcomes from the 2007 report that examined drugs in sport in the WA community was: 'If a policy is draconian in its sanctions, it is highly likely that people will seek to avoid detection. Likewise, it is unlikely that others will raise concerns about another person's use if expulsion is the only outcome'.<sup>53</sup>

<sup>52</sup> Drugs in sport in Australia. Viewed at: [http://en.wikipedia.org/wiki/Drugs\\_in\\_sport\\_in\\_Australia](http://en.wikipedia.org/wiki/Drugs_in_sport_in_Australia).

<sup>53</sup> Report of the working party examining illicit drugs and the Western Australian Sporting Community, Department of Sport and Recreation WA, November 2007, p6. Viewed at: <http://www.vicsport.asn.au/Assets/Files/Western%20Australia%20Working%20Party%20Report%20on%20Illicit%20Drugs%20in%20Sport%202007.pdf>



Interview participants told how ASADA was seen as “all about catching the bad guys, not supporting the good guys”. One participant said in their sport: “ASADA was seen by some as the enemy, not here to help you”. Several people also noted that the previous organisation (ASDA) had a much greater focus on education, particularly to grassroots clubs and schools, whereas ASADA was focused more on sanctions and investigations.

Banned VFL footballer Matthew Clark concurred with these views in a media interview recently, saying that ASADA must do more to help athletes from falling into the trap of taking energy drinks that contain illegal substances and should play a role as a public advocate. Clark said he could not know the drink was illegal as the banned ingredient was listed 27th of 54 complex ingredients. “A lot of blokes are making the same mistake,” he said, “It seems like ASADA needs to do more to educate these kids”.<sup>54</sup> Ben Koh, a doctoral researcher of complementary and alternate medicine at the University of Technology, Sydney, said: “I’ve come across instances where sportspeople have been treated badly by administrators, whether it be doping or not, or received advice they are not happy with. There’s nowhere for them to deal with this.”<sup>55</sup>

ASADA acknowledges that its focus is predominantly on the elite and sub-elite level and advised that the grassroots level had been ignored mostly from a resource perspective as there were few positive tests (from athletes at this level). However, with new intelligence picking up more people at the lower levels of sport (using prohibited substances), ASADA considers there may be a need for more (targeted) education now.

The on-going conversation needs to be as prevalent as the enforcement regime or consequences. It takes a wider angle than education as it has been done to date, where those with the power to enforce stand at the ‘front of the classroom’. A model for future protection of sport should have conversation and consequence as parallel tram tracks. Value-based education is critical, but you can’t enforce that; you can’t teach it in the same way you can other topics, you have to let people find their place within it, see themselves and their aspirations within it. It has to be empowering and guiding, not restricting and risk-managing alone.

<sup>54</sup> Jon Ralph, *Banned footballer says ASADA is letting athletes down with a lack of information*, Herald Sun, 31 July 2013, viewed at: <http://www.foxsports.com.au/afl/afl-premiership/banned-footballer-says-asada-is-letting-athletes-down-with-a-lack-of-information/story-e6frf3e3-1226689055339#ixzz2hHrYWFuI>

<sup>55</sup> Adrian Prosenko, *Calls to create doping ombudsman to help protect athletes*, in SMH, 13 April 2013. Viewed at: <http://www.smh.com.au/rugby-league/league-news/calls-to-create-doping-ombudsman-to-help-protect-athletes-20130412-2hqxk.html#ixzz2hHe8wDc>



### Where do we start?

One of the questions asked to interview participants at every level of sport was whether they thought people in sport (athletes, coaches, parents, trainers, administrators) were literate in regards to anti-doping. The general consensus was that people did not know where to go for this information at the grassroots level. It seems the channels of promotion from national to state to local level are not working. Ben Koh, pointed to research that showed athletes were reticent to go to ASADA for advice, with a survey showing that coaches (87.85%), GPs (86.53%) and the internet (82.83%) ranked much higher than ASADA (23.34%) as a preferred source of information.<sup>56</sup>

There is no doubt from this review that the ASADA online resources are seen as the central portal for information on anti-doping in Australian sport and are referred to generally by NSOs and state and territory academies/institutes of sport. Figures from 2012/13 indicate that approx. 3500 users from the club/recreation level and 3000 users from the state level identify as using the ASADA resources.

Sports Medicine Australia recently urged for the need of more drug education focussed at grassroots sports clubs. SMA spokesperson and physiotherapist, Mark Brown, said with the prevalence of supplements at an all-time high, clubs need to be educating athletes on the potential effects and dangers of PIEDs. "Education and increased communication is the key to helping all involved understand the issues surrounding drug use in sport," said Mr Brown, "The problem often encountered with education is that many sporting clubs don't know where to start."<sup>57</sup>

The key strategy to reduce inadvertent doping is providing good information to ensure that athletes know what is banned and what is not, and to provide resources for the athletes and their support personnel to know where to find this information when it is required.<sup>58</sup> Feedback from interview participants indicated that ASADA "is not on the radar" for many in state and local level sport and that its e-learning needed to be modified to club and school level to widen its audience base.

<sup>56</sup> Adrian Prosenko, *Calls to create doping ombudsman to help protect athletes*, in SMH, 13 April 2013. Viewed at: <http://www.smh.com.au/rugby-league/league-news/calls-to-create-doping-ombudsman-to-help-protect-athletes-20130412-2hqxk.html#ixzz2hHe8wDc>

<sup>57</sup> Sports Medicine Australia, *SMA urges sports clubs to focus on drug education*, media release, 15 February 2013. Viewed at: [https://www.google.com.au/search?client=safari&rls=en&q=Sports+Medicine+Australia+urges+sports+clubs+to+focus+on+drug+education&ie=UTF-8&oe=UTF-8&gws\\_rd=cr&ei=ADpbUvHxEIWeiQe10ICwCg](https://www.google.com.au/search?client=safari&rls=en&q=Sports+Medicine+Australia+urges+sports+clubs+to+focus+on+drug+education&ie=UTF-8&oe=UTF-8&gws_rd=cr&ei=ADpbUvHxEIWeiQe10ICwCg)

<sup>58</sup> Nicki Vance, *Developments in anti-doping in elite sport*, in *Journal of Exercise, Science and Fitness*, Vol 5, No.2, 2007; p76.



### **Is it relevant and accessible?**

Another issue highlighted by participants was that there were a number of different sources on where to access information and education (NISU, ASADA and NSO websites), but none were considered relevant or applicable for grassroots sporting participants.

ASADA feedback from survey participants in both online and face-to-face education services, showed 90% agreement that the material covered was relevant and 89% agreed that the solution increased their knowledge of anti-doping. However, only 80% agreed the way ASADA educates about prohibited substances and methods in sport in Australia is effective and 81% agreed the way ASADA educates about athlete rights and responsibilities in relation to anti doping in Australia is effective.<sup>59</sup> There was a strong perception from many interview participants for this project that the ASADA information and e-learning was focused on high performance and elite athletes. Some suggested that it would need to be modified for club/school use or a new course would need to be developed for this audience.

Ongoing research, including through independent stakeholder surveys, shows that ASADA key audiences have a strong preference for accessing information on anti doping and prohibited substances online. The results of the research showed a preference for accessing anti doping information through the website (58 per cent) and a strong preference for checking substances through the search tool available on the website (82 per cent) or online (33 per cent).

Mazanov, Hemphill and Connor argue despite the wealth of anti-doping education programs conducted by NADOs, there is little evidence that they have any effect in terms of PED use behaviour.<sup>60</sup> There are, however, two programs that have been empirically assessed among adolescent athletes in the United States participating in team based sports at risk of steroid use: the ATLAS (for males) and ATHENA (for females) programs. These programs use constructivist pedagogy to engage adolescent athletes to develop their own reasons for avoiding the use of drugs in sport. The research underpinning these programs demonstrates that the effect of reducing steroid use generalises to other drug use behaviours, such as marijuana and ecstasy. That is, these programs have been shown to reduce drug use among adolescents relative to their unexposed peers.<sup>61</sup>

<sup>59</sup> Australian Sports Anti-Doping Authority Annual Report 2011-2012; p38.

<sup>60</sup> Jason Mazanov, Dennis Hemphill & James Connor, *Fearless research and frank advice on anti-doping policy*, in SMA's SportHealth, Volume 26, Issue 1, Autumn 2008; p10.

<sup>61</sup> Ibid.



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There was agreement by interview participants on the value of online information and e-learning education, but that this needed to be combined with face-to-face training, webinars and seminars, and that participants needed to be involved in the education process so they could pass on the experiences and challenges they encounter and interact to flesh out many of the 'grey areas' that exist around anti-doping.

The rationale for an interactive, theoretical and experiential approach comes from 21st Century learning and the notion that people don't buy-in unless they can weigh-in with their own views. While we can establish that people know the information and have learnt the rules using a more traditional expert-lecture model, it doesn't tell us much about attitudinal change and transfer of the learning to behaviour. Athletes need to be heard as well as told if we want to deepen their personal responsibility on the topic. They need to have some ownership of the issue as well as navigate the rules on the issue. The most effective approach is to guide athletes through the complex conversations about sports doping.



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## CHAPTER 3: ILLICIT DRUGS EDUCATION

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Australians are concerned about the use of illicit drugs in general society. The National Drug Strategy 2010-2015, a cooperative between Australian, state and territory governments and the NGO sector, is the overarching policy framework across Australia for addressing licit and illicit drug issues. The National Drugs Campaign specifically aims to reduce young Australians' motivation to use illicit drugs by increasing their knowledge about the potential negative consequences of drug use.<sup>62</sup> The campaign includes posters, print and radio ads, postcards, fact sheets, wristbands, booklets etc.

The Australian school system also plays an important role in providing youth with access to education opportunities about health and drugs. This project found many examples of schools drugs education programs, which were general and not specific to sport in nature.

Australians are also concerned about the use of illicit drugs in sport, not only due to the health and harm implications for athletes at all levels, but their use brings the sport into disrepute. The use of illicit drugs can affect sporting performance and careers, destroy reputations, impact friends, families, teams and community support, and potentially lead athletes into the murky world of crime syndicates and match fixing. Sport is seen as an important tool in modeling positive behaviours that can potentially reduce the number of people taking harmful drugs.

### What education exists in sport?

Consistent with the National Drug Strategy, in June 2009 the Australian Government launched the \$20.1 million Illicit Drugs in Sport - National Education and Prevention Action Plan to help tackle illicit drug use in sport and in the broader community. The plan includes a comprehensive approach that recognises the importance of education, prevention, detection and rehabilitation. It was developed in consultation with experts in the field, with endorsement of the Australian National Council on Drugs (ANCD).

Through the Illicit Drugs in Sport (IDIS) Program, the government supports National Sporting Organisations to ensure Australian athletes have the education and support to make the right choices when it comes to illicit drugs. The main aims of the program are to:

- prevent illicit drug use in elite sport through education programs targeted at athletes, coaches and administrators
- harness the power of positive sporting role models to help deliver community education about the harms of illicit drug use, and
- assist athletes identified with a drug problem in getting help.<sup>63</sup>

<sup>62</sup> <http://www.health.gov.au/internet/drugs/publishing.nsf/content/campaign>



A range of NSOs have received funding support through program grants to develop and deliver IDIS education programs and have specifically tailored the programs to meet the needs of their sport. These include Athletics Australia, AFL, ARL, ARU, Basketball Australia, CAMS, Cricket Australia, FFA, Netball Australia, Rowing Australia, Surf Life Saving Australia, Surfing Australia and Swimming Australia. This funding was due to expire on 31 July 2013 (in most cases), but has been extended to 30 June 2014 (in most cases). This funding has been used by sports to set up IDIS information on their websites, conduct training and presentations, promote messages through role models and create awareness at events.

The ASC also received funding to develop and deliver an out-of-competition Education and Testing Program on AIS scholarship athletes in accordance with the ASC's IDIS policy, which was implemented in October 2010 (this is due to end on 31 December 2013).

National, state/territory and grassroots associations and clubs all have policies and codes of conduct which provides rules and procedures that govern and guide behavior in relation to drugs and maintaining a drug-free culture. Like all policies however, they are only as good as their promotion and dissemination and how they are made to 'live', not just sit on a shelf or website and be known to a few select committee members in each club.

### **What's out there in the community?**

There are many different federal and state/territory governments and NGOs that provide general information, research and education around illicit drugs. These agencies include, but are not limited to: AMA, Australian Institute of Health and Welfare, Australian Drug Information Network, Australian Drug Foundation, The Centre for Addiction Research and Education and its DRUG ARM resource centre, CEIDA, National Drug and Alcohol Research Centre, Department of Education, Employment and Workplace Relations Resilience Education and Drug Information (REDI), WA School Drug Education Project, Victorian – Drug Education, National Drug Research Institute and Australian Health Promoting Schools Association.

<sup>63</sup> Illicit Drugs in Sport National Education and Action Plan. Viewed at: [https://secure.ausport.gov.au/\\_\\_data/assets/pdf\\_file/0016/310156/IllicitDrugs1.pdf](https://secure.ausport.gov.au/__data/assets/pdf_file/0016/310156/IllicitDrugs1.pdf)



## Key insights

Throughout the interviews for this project we probed deeply to find answers to the following questions: Is this system effective? Are people literate? Do people have the right resources and information? Do they know how to access this information? What's missing? What are the barriers? Do people have the confidence and capacity to face these challenges? Following are some of the key issues identified in relation to education related to illicit drugs in sport:

### NSO's and IDIS education

It is clear that the funding provided to the NSOs who have participated in the federal Government's IDIS program have promoted information on the harmful effects of illicit drug use along with the impacts on sports performance to athletes, coaches and administrators in various levels of their organisations. There have been many excellent outcomes from the program to date. For example, FFA has used the funding to enhance the myFootball career drug education program to players at the elite level and national youth league competitions; education sessions have been run by Netball Australia with their players, coaches, administrators and umpires at national championships and junior competitions; Surfing Australia has developed a comprehensive program that includes education messages to the broader surfing community, through event sponsorship, DVDs, resources for grassroots boardriders clubs, including IDIS rash shirts, trade stands, role model ambassadors and parent information nights; while Surf Life Saving Australia have engaged a private presenter for national and state high performance squads and team management framework, and create mass awareness to 8000 competitors through promotions at the Australian Surf Life Saving Championships.

However, from interviewing many sports administrators involved in the IDIS program, it seems (other than the web resources which are available to all) that the training and education in many cases has not reached past the elite level (national teams and high performance teams only). It should also be highlighted that the program was only funded by Office for Sport (now NISU) for a select group of mostly larger sports, leaving a large number of NSOs (recognised by the ASC) with no support for education on illicit drugs at any level of their organisation.

The IDIS National Action Plan provided for access to 'e-learning opportunities' to provide flexible education opportunities for the entire sporting community' – however, this has not been made available to date. An IDIS e-learning course is near finalisation, and the NISU have advised that there are plans for it to be situated on their website in the near future.

Interview participants showed concern at the uncertainty around the future of the IDIS program after the funding extension (to 30 June 2014) is due to



expire. Several sports administrators indicated that they would continue the illicit drugs education in some form, but suggested that the education and resources, particularly to the grassroots level, would have to be pared back substantially if there was no funding support.

### **Education for grassroots sport**

Central to the IDIS National Education and Action Plan, were goals to develop and implement community education and prevention initiatives that help tackle illicit drug use in the broader community, in partnership with national, state and local sporting organisations. The plan indicates that appropriately targeted messages to be delivered to the general Australian community through a range of activities will include:

- using the medium of sport to enhance initiatives in secondary schools;
- coaching clinics for junior athletes (15-17 years);
- information packs and support resources for use in local sporting organisations and access to e-learning modules;
- support of local mass participation events; and
- working in partnership with elite sports people to promote appropriately targeted messages regarding illicit drug use.<sup>64</sup>

Despite the Plan outlining that the Australian Government would work with experts in the field and the sporting community to develop and implement the initiative, it seems much of the focus and activities at the grassroots level have never been fulfilled. This is disappointing as sporting bodies are in a key position to provide community leadership in establishing positive cultural models in our community that will assist in preventing and/or delaying illicit drug use.<sup>65</sup>

Several interview participants raised the point whether illicit drugs should be seen as a 'sport issue' or a wider 'health issue', and that information, education and support activities are already available and conducted in the wider community by federal, state and territory health agencies, NGOs and schools.

<sup>64</sup> Ibid.

<sup>65</sup> Report of the working party examining illicit drugs and the Western Australian Sporting Community, Department of Sport and Recreation WA, November 2007; p4. Viewed at: <http://www.vicsport.asn.au/Assets/Files/Western%20Australia%20Working%20Party%20Report%20on%20Illicit%20Drugs%20in%20Sport%202007.pdf>



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Decreasing drug use is a complex problem that relies upon a comprehensive range of strategies that are implemented by government, non-government, industry and community groups, families and individuals. Only active engagement with the issue, through increased awareness and establishment of policies, environments and behaviours that support a culture of discouraging drug use, can make a difference.<sup>66</sup> The role that sport plays in this area will be strongly dictated by the support that it receives from government funding.

<sup>66</sup> Ibid; p4.



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## CHAPTER 4: WHAT WORKS ELSEWHERE?

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Part of this review also investigated different programs, campaigns, resources and education that is being used domestically (both in and outside sport) and some best practice and innovation being used internationally. Following is a selection of these:

### **Chat rooms/online forums**

The key to communicating is to have multiple forms of engagement as people access their information and interact in many different ways. One interview participant said all the athletes he knew went to internet chat rooms and discussion forums to find out whether a supplement was banned or not, while another said that many young people access their drugs information from social media and networking sites such as facebook, YouTube and Twitter these days. If this is the case, agencies need to provide information through these channels and engage in online forums/chat rooms to ensure accurate information is being shared from authoritative sources.

### **Seminars**

An IQ2 debate, 'Is it Ok to use performance enhancing drugs', was recently held in Sydney and broadcast on BBC Worldwide; a 'Doping in Sport' public forum was held by University of NSW Law in October; and UK Anti Doping's 100%Me also hold 'Roaming Roadshows' in the UK.

### **Podcasts**

A general podcast on 'drugs in sport' by Sports Medicine Australia and a podcast series by Adrian Rainey (a rugby league player banned for taking PEDs) and Eric Grothe Jnr called The Offense (<http://punterspodcast.com.au/the-one-about-drugs-in-sport-episode-1/>) where he provides advice to young players coming through the ranks.

### **Webinars**

The 'tackling doping' webinar featuring the Director General of WADA, David Howman by World sports Law Report in September was very informative.

### **Videos/CSAs**

The *Play by the Rules/Racism It Stops With Me* campaign was successful in promoting messages around anti-racism in sport; while the Recording Artists Against Drink-driving (RAAD) campaign has used recording artists and sports stars to promote message around drink driving, which has also been very effective.



### **Social media campaigns**

#ChooseTheRightTrack is a campaign which demands that world sport provides an approach to anti-doping that regains the trust of the public. It includes a public call to action to support the campaign by signing a petition for change that will be presented to the IOC and to WADA at the end of the tour. The petition sits on SKINS' Pure Sport website (<http://puresport.skis.net/wada#sthash.AzjLO43X.dpuf>); Say NO! to Doping is an awareness campaign for organisations to unite behind their support for doping-free sport - people share their experience by tweeting #no2doping.

### **Apps**

web-based applications are very useful in helping young people in isolated communities to access otherwise hard to reach advice and services, and are an efficient and cost-effective delivery method. The free online Application MoodGym had been proven in trials to be at least as effective as face-to-face therapy for treating young people suffering mild to moderate depression. The Real Winner program has also developed a phone app that contains some of their learning modules, which is proving popular.

### **Websites/online education resources**

Websites are a vital communication medium for sharing a range of information, training, campaigns, tools and multi-media applications and are the front line portal for educating diverse audiences in a cost-effective manner.

Modern websites should provide a range of resources, the latest up-to-date information, and highly interactive e-learning modules that include quizzes, games, audiovisual elements, motion and infographics to emphasise key messages and utilise real-life scenarios. Ideally the education resources should be available online and via DVD and in different languages. Sites should also include tailored information related to athletes, parents, coaches and support personnel.

Following are examples of some of the best websites, tools and education resources accessed throughout this review:

**WADA** – WADA believes that a long-term solution to preventing doping is achieved through effective values-based education programs that can foster anti-doping behaviors and create a strong anti-doping culture. They have created a free online library of education and information tools (<http://www.wada-ama.org/en/education-awareness/>) that includes: Say NO! to Doping awareness campaign, YouthZone, CoachTrue – a computer-based anti-doping learning tool, Play True interactive quiz, and Outreach Model with tools and templates.



Each year WADA also publishes an updated 'Prohibited List' of substances and methods that athletes must avoid. The list is based on broad expert consultation and the most recent scientific and medical advances available. Substances or methods are included on the list if they potentially enhance sporting performance, pose health risks to athletes, or violate the 'spirit of the sport'.<sup>67</sup>

**Drug Free Sport** – The US National Center for Drug Free Sport provides drug testing services, drug screening policies and drug education programs in sport. The education includes myPlaybook - a web-based drug education tutorial created specifically for college and high school students-athletes, and customised education programs and speakers (<http://www.drugfreesport.com>).

**USADA** – The US Anti-Doping Agency (USADA) is the national anti-doping organisation for the Olympic movement in the United States. Focusing on ethical issues related to the use of performance-enhancing substances and the associated health risks, USADA's education program seeks to inform both elite athletes and those participating in sport at a young age of the dangers and consequences of using prohibited substances. The True Sport program includes a range of resources for schools, coaches and parents to support and protect the positive life lessons learned through sport ([www.truesport.org](http://www.truesport.org)). They also have a sub-portal (<http://www.usada.org/thatsdope/>), which features games and information on doping.

**UK Anti-Doping** – UK Anti-Doping is responsible for protecting sport in the United Kingdom from doping. Their education program – 100% me – includes an anti-doping curriculum, education strategies with National Governing Bodies of Sport and the development of education resources, all designed to ensure that athletes are supported in understanding anti-doping throughout their careers. Aspects of the 100% me program include interactive workshops, sprint sessions - which cover key anti-doping topics - webinars, sports events education, athlete inductions, a support phone line and facebook community. Their Athlete Zone features resources on anti-doping relevant to every level in sport, supporting athletes from beginner to elite level. (<http://www.ukad.org.uk/athletes/100percentme> ). Coach Clean is an interactive e-learning program designed to give coaches the knowledge and understanding to help guide athletes in clean sport. Coach Clean has been developed by Sports Coach UK and UK Anti-Doping (UKAD) and is the only anti-doping course that relates to the coach's role ([http://shop.skillsactive.com/index.php?dispatch=products.view&product\\_id=2661](http://shop.skillsactive.com/index.php?dispatch=products.view&product_id=2661) ).

<sup>67</sup> Colleen Ricci, ASADA: Policing our sports, in SMH, 2 September 2013. Viewed at: <http://www.smh.com.au/national/education/asada-policing-our-sports-20130829-2ss4h.html#ixzz2hZNiCZuY>



**Real Winner program** – The successful anti-doping education and certification program ([www.realwinner.org](http://www.realwinner.org)) has already been implemented by eight national anti-doping organisations and 10 international sports federations and comes in 16 languages. Featuring online and CD versions, the program includes 12 modules and has had more than 34,000 users to date. The program can also be customised by organisations.

**True Champion or Cheat** – True Champion or Cheat (<http://truechampionorcheat.org>) is the online educational program of the UCI aimed at fighting against doping for riders and support personnel of all levels. The program, available in eight languages, comprises a series of eight x 10-15 minute videos. During these videos, participants are required to interact with the actors and reply to quizzes throughout the different modules.

### **Sport education programs**

**Keep Rugby Clean** – the International Rugby Board’s interactive anti-doping website aims to educate and inform the global rugby community on anti-doping procedure and best practice. ([www.keeprugbyclean.com](http://www.keeprugbyclean.com)) features all the latest anti-doping information and news, video and interactive elements, as well as testimonies from Keep Rugby Clean ambassadors.

**Natural Power** – Say No! to Doping - IPC Powerlifting announced in October an extensive program of education and support to reduce doping in the sport. It will target lifters, their coaches and the support networks and will provide one-on-one education, training and practical testing of the knowledge they have gained.

**IRONMAN I AM TRUE Day** – October 8 was designated as the ‘I AM TRUE’ day at the Ironman World Championship Triathlon in Kailua-Kona, Hawai‘i. The IRONMAN Anti-doping Program highlighted the ‘I AM TRUE’ campaign through the launch of its IMAntiDoping Twitter and Facebook pages, both of which will be a key component of expanded education, outreach and information sharing.

### **International projects**

In September 2013, 27 new project proposals (totaling more than US\$600,000) were approved by the Approval Committee for the UNESCO Fund for the Elimination of Doping in Sport at UNESCO Headquarters in Paris (France). Most of the projects are focused on education, they include:

- Preventing doping: sport as school of values (Spain)
- Building Awareness on anti-doping measures amongst Indian Sportspersons (India)



- Anti-doping education and establishment of a behavioral pattern in Belarusian society preventing doping by young athletes (Belarus)
- Development of the national anti-doping education programme (Former Yugoslav Republic of Macedonia)
- Yes I can....Play True (Panama)
- Understanding prohibited substances, anti-doping education, prevention and information programmes (Montenegro)
- Anti-doping education, printing materials for athletes and monitoring activities of sports federations in making their own anti-doping regulations (Bosnia and Herzegovina)
- Awareness and commitment campaign on anti-doping in Philippine sports (Republic of the Philippines)
- Capacity-development for leaders of national anti-doping sports federations and the simplification of national anti-doping rules (Togo)
- Educating new national federations about anti-doping and their roles and responsibilities as partners of JADO in fighting doping in sport (Jordan)
- 'Ik Sport Clean' (I Compete Clean - Suriname)
- Capacity for National Anti-Doping Organizations (NADOs), coaches and sport physicians in the Indian Ocean region Regional Project (Seychelles)
- Sensitize and educate young athletes on the fight against doping during the finals of the National School Sports Games (Cameroon)
- "Outreach Program" 2014 Central American and Caribbean Games, Veracruz Regional project (Guatemala)
- Development of the national anti-doping education program and improvement of administrative procedures of National Anti-Doping Commission (NADC) to strengthen the fight against the use of prohibited substances and methods in sport (Albania)
- Regional seminar on anti-doping in sport for capacity development of National Anti-Doping Organizations in member countries of the South Asian Regional Anti-Doping Organization Regional project (Maldives)
- Playing Clean: Cayman Islands Anti-Doping Workshop, School Visits and Team Preparation (United Kingdom (on behalf of the Cayman Islands))
- Anti-doping education and awareness in Vietnam (Vietnam)
- Fair-Play Day (United States of America (on behalf of Puerto Rico))
- Spreading awareness in the fight against doping in Iraq through teachers and students (Iraq)
- No doping, No danger, Clean win (Côte d'Ivoire)



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- Training and awareness-raising programme to strengthen anti-doping education (Mexico)
- Refresher seminar for top Bolivian athletes on the list of prohibited substances and methods (Bolivia)
- Anti-Doping Activity in Mongolia (Mongolia)
- A training session for members of NOC medical commissions and doctors of national teams in the member countries of Africa Zones II and III RADO Regional project (Niger)
- Capacity development to strengthen the Africa Zone V Regional Anti-Doping Program Regional project (Burundi)
- Creating Play True and anti-doping education advocates (Dominican Republic)<sup>68</sup>

<sup>68</sup> UNESCO, *Fights against doping: 27 new projects supported*, media release. Viewed at [http://www.unesco.org/new/en/social-and-human-sciences/themes/sv/news/fight\\_against\\_doping\\_27\\_new\\_projects\\_supported/#.UIZltxbqLdk](http://www.unesco.org/new/en/social-and-human-sciences/themes/sv/news/fight_against_doping_27_new_projects_supported/#.UIZltxbqLdk)



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## CHAPTER 5: WHAT DO PEOPLE WANT?

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Several major themes emerged from the extensive interviews conducted as part of this project on what the main issues and challenges were around anti-doping and illicit drug education at the grassroots level, and what people wanted and needed to help reduce the gaps and barriers in the current system. Following are some of the main issues that have been highlighted:

### Help us navigate the supplements 'minefield'

Sports supplement stores say schoolboys aged 15 to 17 are increasingly taking products such as protein powders and creatine to gain muscle mass. "The industry is definitely growing," said Daniel Shprung, of Maximum Muscle Sports Supplements in St Kilda. I get 15, 16, 17-year-olds usually coming in with a parent, most of them want to bulk up because they're very skinny".<sup>69</sup> That desire to look "buff", "ripped" or "bulk" - also known as the Adonis Complex - is driving many boys to take performance and image enhancing products.<sup>70</sup> Dr David Mulford, headmaster of Newington College, says earlier selection for elite sport is adding to the pressure. "All sports now have elite sport programs, earlier and earlier to find talent, so there's pressure to try to take short cuts," he said.<sup>71</sup>

One young athlete at the sub-elite level interviewed for this project said that online suppliers, gyms and health shops were the main places where people were buying supplements and that: "this is where the conversations are taking place on what to take or what's banned". The concerning point raised was "People don't care if they are illegal or not, in fact if they find out it's illegal they want it more as they think it's more effective". This is similar to a story about a team he described who got caught for using a banned substance and all of the other teams in the competition were then sourcing this supplement as they thought it must be the best around (to improve performance).

Athletics Australia now have a 'no supplements policy' and supplements are banned in rowing at the under 23 level, mainly due to the risks involved in quality control and doubts about any benefits they may have. As former Wallabies captain John Eales said recently: "On the topic of supplements and sports science, there needs to be very clear and transparent guidelines. Ambitious and impressionable young men will seek the edge of performance, either for ambition or body image, and they prove time and again vulnerable to making poor decisions."<sup>72</sup>

<sup>69</sup> Peter Munro, *Schools urged to spell out risks of sports drugs*, in *The Age*, 18 May 2013. Viewed at: <http://www.theage.com.au/national/schools-urged-to-spell-out-risks-of-sports-drugs-20130517-2js5b.html#ixzz2hjm15Llv>

<sup>70</sup> Peter Munro, *Bigorexia: school sport's big drug fight*, in *SMH*, 18 May 2013. Viewed at: <http://www.smh.com.au/national/health/bigorexia-school-sports-big-drug-fight-20130517-2jrvh.html>

<sup>71</sup> Amy Bainbridge, *Prestigious high schools warn students about drug use*, 14 July 2013, Viewed at: <http://www.abc.net.au/news/2013-07-14/prestigious-high-schools-warn-students-about-drug-use/4818956>

<sup>72</sup> John Eales, *Eye on the all-round prize in pursuit of sporting excellence*, in *SMH*, 14 October 2013. Viewed at: <http://m.smh.com.au/sport/eye-on-the-allround-prize-in-pursuit-of-sporting-excellence-20131014-2visj.html?rand=1381738987023>



Interview participants consistently said that athletes do not always know what they are taking and there is a general lack of understanding regarding supplements and health maintenance. Some suggested that often supplement use may be independent of expert (e.g. physicians and dieticians') advice, and athletes may not know if the supplements used are banned in sports. There was also concern about unlabelled synthetic drugs that are sold over the counter in shops.

Another issue which was highlighted was that even if athletes have the relevant scientific knowledge and are aware of the legalities of the active ingredients of supplements they are taking, not all supplements are regulated, and traces of substances that may be banned in sport may be present but not listed on the supplement bottle. One of the first comprehensive studies to evaluate the doping risk posed by dietary supplements showed that about 15% of a total of 634 supplements purchased in various countries in 2000 and 2001 contained varying levels of cross-contaminations with prohibited anabolic androgenic steroids (AAS).<sup>73</sup> The area was described as 'a minefield'.

Around 40% of athletes who have been sanctioned for anti-doping rule violations in Australia have been as a result of using a supplement that contains a prohibited substance or was contaminated with one during manufacture. For such an important 'grey area' it is crucial reliable, accessible information is available to people involved at all levels of sport. However, because supplement manufacturing processes can lead to their contents varying from batch to batch, ASADA cannot advise whether, at any particular time, a specific supplement, or batch of a supplement, contains prohibited substances. This is a less than ideal way to support athletes and prevent them from transgressing.

### Supplement use in schools – a growing issue

The use of sports supplements by schoolboys was also identified as a growing concern. A Sydney University study last year of 1090 boys from public and private high schools in NSW found more than a quarter of those in years 11 and 12 reported having used supplements, vitamins or minerals, to gain weight and muscle.<sup>74</sup> While a recent Victoria University pilot study of 140 undergraduate students, who competed in sports at various levels, indicated 93 per cent had taken a legal supplement in the past 12 months.<sup>75</sup>

<sup>73</sup> Ben Koh, *A food and supplement standard for sport?*, in Sports Business Insider, 30 July 2013. Viewed at: <http://sportsbusinessinsider.com.au/features/a-food-and-supplement-standard-for-sport/>

<sup>74</sup> Peter Munro, *College accused of 'buying' team with scholarships*, in SMH, 24 September 2013. Viewed at: <http://www.smh.com.au/national/education/college-accused-of-buying-team-with-scholarships-20130923-2uabj.html>

<sup>75</sup> Peter Munro, *Schools urged to spell out risks of sports drugs*, in The Age, May 18, 2013. Viewed at: <http://www.theage.com.au/national/schools-urged-to-spell-out-risks-of-sports-drugs-20130517-2js5b.html#ixzz2hjm15Llv>



“You do see a trend towards a drive for muscularity and masculinity, particularly for better self image but also for better sports performance,” said body image and health education researcher Jennifer O’Dea.<sup>76</sup> Cultural differences, rather than socio-economic status, were identified as factors in driving boys to take supplements or drugs. Middle Eastern and Pacific Islander boys were more likely to be obese and prone to body dissatisfaction and weight loss attempts. Boys of an Asian or Anglo-Caucasian background were more concerned about being too thin.<sup>77</sup>

According to O’Dea, coaches are using whatever they can and think it’s very tempting for them to be using whatever they can get away with. “It seems to be right throughout every sport that involves strength and endurance, especially in boys. “There is definitely that expectation ... that part of the progression towards professionalism is doing whatever you can to get the edge and taking whatever the coach tells you to take.”<sup>78</sup>

Several prestigious high schools are now taking action against PIEDs by running education programs for students and parents.

### **A focus on real food first**

There is a clear lack of knowledge and confusion around supplements, their legal status and where to find accurate, reliable information about them. One interview participant said all the athletes he knew went to internet chat rooms and online discussion forums to find out whether a supplement was banned or not.

The Australian Institute of Sport’s head of nutrition, Louise Bourke, says there are practical advantages to taking protein supplements in addition to protein-rich foods, such as dairy products or meat, as part of a sports program, but is concerned that there are no long-term studies on the possible health risks of taking such powders. “Boys do need protein and, sometimes, there are practical reasons for wanting to have something that is able to be packaged and transported in the way normal food cannot be,” Bourke said. “But our approach is always food first. While there are some legitimate uses for these products, I think they are over-promoted, over-hyped and overpriced.”<sup>79</sup>

The AIS Sports Science/Sports Medicine Best Practice Principles suggest that ‘Sporting organisations should educate athletes, coaches and staff in relation to the organisation’s SSSM policies, specifically in relation to the

<sup>76</sup> Peter Munro, *College accused of ‘buying’ team with scholarships*, in SMH, 24 September 2013. Viewed at: <http://www.smh.com.au/national/education/college-accused-of-buying-team-with-scholarships-20130923-2uabj.html>

<sup>77</sup> Ibid.

<sup>78</sup> Ibid.

<sup>79</sup> Ibid.



appropriate use of prescription medications and supplements'.<sup>80</sup> The AIS recently held the inaugural National Summit on Medications and Supplements in Sport in Canberra (2-3 October), which brought together NSOs and state/territory institutes and academies of sport to provide information on the AIS's Best Practice Principles. While a report on the Practice of Sports Science in Australia from the Senate Standing Committees on Rural and Regional Affairs released in July this year supported 'an independent advisory group to provide information on substances and practices impacting athlete health and welfare'.<sup>81</sup>

While the need for education and advice is clear, several sports raised the issue of the potential for 'conflict of interest' by having sport supplement companies sponsor their high performance programs and/or allow them to educate their athletes and coaches on nutrition and the benefits and safe use of supplements. One interview participant told how a coach was handing out a supplement to his athletes and it turned out the product contained banned substances.

Gyms and fitness centres were identified by several interview participants as being 'hot spots' for the use of PIEDs. Staff who have managed and worked in centres told of their experiences finding people "shooting up PIEDs" in their change-rooms and having to cancel memberships and report people to the Police who were using illegal substances at their centres. They advised that education material such as posters, information on risks in newsletters to members and signs in change-rooms were essential to instill a good culture at gyms.

Anti doping rules and processes need to empower athletes not entrap them. Participants interviewed for this report generally believed that education programs at the club level were the most effective way for teaching athletes about the dangers of using supplements and banned substances, and to help mitigate any mistakes they may make at the higher elite levels.

<sup>80</sup> AIS Sports Science/Sports Medicine Best Practice Principles. Viewed at: [http://www.ausport.gov.au/ais/australias\\_winning\\_edge/sports\\_science\\_sports\\_medicine\\_best\\_practice\\_principles](http://www.ausport.gov.au/ais/australias_winning_edge/sports_science_sports_medicine_best_practice_principles)

<sup>81</sup> Report on the Practice of Sports Science in Australia from the Senate Standing Committees on Rural and Regional Affairs, July 2013. Viewed at: [http://www.aph.gov.au/~media/wopapub/senate/committee/rrat\\_ctte/completed\\_inquiries/2010-13/sports\\_science/report/report.ashx](http://www.aph.gov.au/~media/wopapub/senate/committee/rrat_ctte/completed_inquiries/2010-13/sports_science/report/report.ashx)



## Supporting athletes through good and bad

Sports journalist Tracey Holmes says: “We are pushing into a corner a group of young Australians called athletes. We idolize them and demonise them in equal measure. They are discouraged from drinking, taking drugs (either socially or to rid themselves of pain), gambling and generally living the Australian lifestyle. When they fail to live up to expectations that most of us would never subscribe to, we vilify them.”<sup>82</sup> She raises an important point about the need to support athletes when they make bad choices and are sanctioned (in fact, especially at this time).

Adrian Rainey, a former second-rower who tested positive to the anabolic steroid stanozolol not long after winning the rookie of the year award at Western Suburbs rugby league club in 1998, also talks about the need for support when young players are confronted by sanctions and bans from sport, saying it was a difficult environment to be in when things turned sour. “Sometimes people can go on a downward spiral and not come out of it. I can sympathise with guys who are in that position. You feel like you’ve let your family down, your friends, lost your livelihood, you’ve told lies. If young guys in rugby league go through something like this, instead of slamming them, it might be a good idea to check in and ask if they’re OK.”<sup>83</sup> One interview participant told of advice he received from his Police rep who did illicit drug training: “Whatever you do don’t kick kids out of clubs (if they are caught using drugs), they will go back to negative influences”.

The report which looked into illicit drugs in sport in WA, found that sport by its nature exposes participants to a range of key protective factors that have been found to reduce the likelihood of an individual experiencing significant short-term and/or longer-term problems associated with substance misuse. Sport achieves this by creating a sense of belonging, inclusiveness and connectedness to a community. It can encourage positive values that discourage a drug using culture.<sup>84</sup>

Counselling and referral centres are readily available (and referred to on ASADA, NISU and NSO/SSO websites), however, several interview participant indicated that awareness of these services needs to be more broadly advertised and promoted to the general sporting community.

<sup>82</sup> Tracey Holmes, *Outrage on steroids: our obsession with drugs in sport*, in The Drum Media, 8 February 2013. Viewed at: <http://www.abc.net.au/unleashed/4508154.html>

<sup>83</sup> David Sygall, *Reformed drug cheat has special advice for Earl*, in SMH, 15 September 2013. Viewed at: <http://www.smh.com.au/rugby-league/league-news/reformed-drug-cheat-has-special-advice-for-earl-20130914-2trep.html#ixzz2hJFQ0KxE>

<sup>84</sup> Report of the working party examining illicit drugs and the Western Australian Sporting Community, Department of Sport and Recreation WA, November 2007. Viewed at: <http://www.vicsport.asn.au/Assets/Files/Western%20Australia%20Working%20Party%20Report%20on%20Illicit%20Drugs%20in%20Sport%202007.pdf>



## Making the right choices

Article 7 of the UNESCO Charter on Physical Education and Sport recommends that: '*A prominent place must be assigned in curricula to educational activities based on the values of sport and the consequences of the interactions between sport, society and culture*'.<sup>85</sup> While in the recent Senate Committee report on the Practice of Sports Science in Australia, all committee members supported the recommendations '*for the government to develop a statement of sports ethics, and that sports ethics be taught to students at a tertiary level and athletes within sporting organisations*'.<sup>86</sup> Donovan et al (2002) also agree that 'a firm anti-doping values base would be one of the most effective protective factors inhibiting drug usage'.<sup>87</sup>

Sport has long been considered an ideal medium to teach social and moral values such as cooperation, respect for others and for the rules, compassion and honesty (Donovan et al. 2002; *Dynamic Opportunities for Youth, 2007* and *Kugluktuk Grizzlies, 2007*). This concept of morals and ethics has led some countries, such as the US, UK and Canada, to develop programs and education resources which promote moral reasoning and ethical decision-making in sport. For example, the Canadian Centre for Ethics in Sport (the Canadian equivalent of ASADA) has assisted in the development of independent organisations such as True Sport, which promotes fair play programs at all levels of sport; while the Swiss and Norwegian NADO's are currently co-operating on the development of two new Real Winner education modules that deal with ethics in sport.

Looking at the number of people who have completed the ASADA e-learning and education sessions means very little without understanding what affect it has had on their behavior. Many of the interview participants suggested the need for a greater focus on the development of ethics, values and moral reasoning training for athletes, coaches and support staff at the grassroots level. Education might inform and increase awareness but it cannot uniquely change behaviour. We need to measure the impact of drug/anti-doping/supplement campaigns/education in terms of their ability to enlighten and contribute to informed decision making.

<sup>85</sup> Thomas H Murray, *Preserving Sporting Values and Ethics: The relationship between anti-doping and sport values and ethics*, UNESCO SHS/2010/PI/H/1; p3.

<sup>86</sup> Report on the Practice of Sports Science in Australia from the Senate Standing Committees on Rural and Regional Affairs, July 2013. Viewed at: [http://www.aph.gov.au/~media/wopapub/senate/committee/rrat\\_ctte/completed\\_inquiries/2010-13/sports\\_science/report/report.ashx](http://www.aph.gov.au/~media/wopapub/senate/committee/rrat_ctte/completed_inquiries/2010-13/sports_science/report/report.ashx)

<sup>87</sup> Report of the working party examining illicit drugs and the Western Australian Sporting Community, Department of Sport and Recreation WA, November 2007. Viewed at: <http://www.vicsport.asn.au/Assets/Files/Western%20Australia%20Working%20Party%20Report%20on%20Illicit%20Drugs%20in%20Sport%202007.pdf>



### The power of peers & role models

Many interview participants spoke of the important and influential part that role models play in promoting positive messages around healthy living, ethical decision-making and warnings around doping in sport. One said: “The best trainers know from experience and articulate to young people what the real issues are and acknowledge that drugs are part of growing up and you will encounter them. The important thing is helping people to choose the right path and how to handle it with correct decision making”.

USADA have athlete ambassadors (Olympians and Paralympians) to deliver messages around integrity, health, sportsmanship and promote clean sport to audiences of all ages, and many of the UK’s top athletes support the 100%Me campaign and champion doping-free sport.

Speakers in Australia, such as Michael Jeh, have been engaged by many sports (Surfing Australia, ARU, SLISA, Swimming Australia) to talk at national training camps and young people about risk-taking behaviours, substance abuse, reputation and leadership in his lifeskills programs, which uses pragmatic, real world situations.

Ben Johnson was recently in Australia with PureSport as the face of the new anti-doping campaign #ChooseTheRightTrack and made quite an impression during his talks. David Millar, caught up in the world of drugs and professional cycling over the last 20 years, is now a WADA Athletic Committee member passing on his experience for good. While former rugby union and league international Wendell Sailor, who was banned for taking recreational drugs, now educates kids in schools on the dangers.

This raises the question: should drug cheats, having served their sanction, be invited back to warn young athletes about the damage drugs in sport can do? The answer from most interview participants was a resounding ‘yes’.

### A re-focus on schools

The World Anti-Doping Agency has recently called for every Australian school student to be taught about the dangers of performance-enhancing drugs. The Agency’s President, John Fahey, said revelations of professional athletes using peptides and hormones highlighted the need to educate young people. “We tend to follow the champions, we don’t follow the suburban athletic fields. But so much of what has gone wrong in terms of doping in sports is not limited to people at the elite level,” he said. “We need to get that message into the curriculum at schools ... we will win this fight if we focus on kids at an early age.”<sup>88</sup>

<sup>88</sup> Peter Munro, Schools urged to spell out risks of sports drugs, May 18, 2013, in The Age. Viewed at: <http://www.theage.com.au/national/schools-urged-to-spell-out-risks-of-sports-drugs-20130517-2js5b.html#ixzz2hjm15Llv>



The message has already been picked up in Japan where every school has the WADA education course around drugs in sport at the primary and secondary level. WADA has also developed lesson plans for schools, as have USADA and UK Anti-Doping to name a few.

While drugs in sport is a topic covered in some state/territory curriculums (e.g. Legal studies in NSW) and health and nutrition is covered more generally in the PE curriculum, many participants suggested that basic education around drugs in sport (and in society) and the principles around ethical decision-making and values/responsibilities should be taught in the school environment. ASADA have indicated that they are looking at what they can provide for school curriculums - this is a positive move and may signal a return to a greater focus on schools as an area of education; a priority that was strong in the early days of ASDA.

### A sharing network

In an environment where even the world's most well-resourced anti-doping agencies are struggling to keep abreast of developments in doping substances, techniques and distribution channels, Twaits asks is it appropriate for ASADA to seek to hold athletes entirely responsible for their own education on anti-doping matters?<sup>89</sup> As mentioned in the National Anti-Doping Framework, there are a whole range of members and agencies that make up a broader information and education network that could assist grassroots participants further.

One interview participant from sports administration suggested that new seminars could be held with speakers from different areas such as: ASADA, AIS, Play by the Rules, sports science, nutrition, College of Physicians, Customs and the AFP, to come and present, so all areas are covered in one session. Following this, it was suggested that the information, resources and research in relation to drugs in sport could be shared through the network.

In researching this report, several sectors were identified as currently conducting activities that may be valued by sport and its participants, these include:

**Fitness Australia** is currently looking at the best way to educate its fitness professionals and members on these issues. They are looking to develop a paper and guidelines on drugs in fitness centres and to distribute information resources nationally. They advised that this may be supported by a webinar

<sup>89</sup> Andrew Twaits, *Turning a negative into a positive: guarding against inadvertent doping in sport*, 15 March 2013. Viewed at: <http://andrewtwaits.com/turning-a-negative-into-a-positive-guarding-against-inadvertent-doping-in-sport/>



**BLUESTONE EDGE**  
building sound cultures

series on drugs in sport which will be accessible on their website for the wider industry.

The **Pharmaceutical Society of Australia** also recognise that pharmacists have a key role in supporting athletes in maintaining their health, aiding recovery and providing essential information about the quality use of medicines in the context of their engagement with sport. They acknowledge that medicines literacy is a critical aspect for athletes, including an understanding of the nature, safety, quality and status of supplements and substances purchased from a variety of sources.<sup>90</sup>

**Exercise & Sports Science Australia** holds regular webinars, podcasts, seminars and roadshows on various issues to provide professional development for their members, including information on issues in sport. In the UK, the British Association of Sport and Exercise Sciences (BASES) has recently partnered with UK Anti-Doping (UKAD) in a clear commitment to clean sport. BASES will work with UKAD to develop an education and information program, support staff and members to operate within the anti-doping rules and help athletes to meet their anti-doping responsibilities.

As one interview participant said: “There will always be the ones we can’t reach as the risk is worth the end result to them, but many others get caught up in drugs and substance use and don’t have the tools in place or the knowledge to say I don’t want to”. A connected sharing network would greatly assist these people in grassroots sport.

<sup>90</sup> Pharmaceutical Society of Australia, Drugs in sport and the Pharmacist’s role, media release, 16 September 2013. Viewed at: <http://www.psa.org.au/media-releases/drugs-in-sport-and-the-pharmacists-role>



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## CHAPTER 6: CONSEQUENCES AND CONVERSATIONS

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### A new conversation

The proposed national education program on illicit, PIEDs and supplements for the sub-elite and grassroots sporting community needs to combine multi-faceted enforcement, capacity building education, plus a new ground-up approach of advocacy and support.

Value-based education is a critical element, but you can't enforce this; you can't teach it in the same way you can other topics, you have to let people find their place within it, see themselves and their aspirations within it. It has to be empowering and guiding, not restricting and risk-managing alone. We need to have the conversation with sport and sports people, not impose that conversation on them.

An effective education program needs to influence people to make good choices by promoting the enforcement regime and codes, as well as highlighting the negative health and sporting career consequences. The model also needs to balance these consequences with conversations – like parallel tram tracks they are both needed to get to the right destination.

### Understanding how sport operates

It is vital that any new education program recognises how sport operates and how governance issues are managed at the community level, including in metropolitan, regional and remote community settings.

Local sporting clubs and associations are the responsibility of volunteers in the main. These people are time and resource poor and have a plethora of competing priorities; foremost which is running the club, keeping it financial, finding sponsors, attracting new members and volunteers, and running competitions. It is in this environment that agencies are hoping to influence and converse with sport and sports people about anti-doping, illicit drugs and supplements.

While creating awareness, ensuring adherence to policies and codes, and influencing attitudes and behaviour are crucial to the continuing integrity and reputation of sport, the reality is that these issues (drugs and doping) sit way down the list of priorities in community sport. The challenge of this new program will be to raise the relevance and importance of good choices and behaviour as core elements of a positive sporting culture.



### Co-ordination and clarity

Similar to the federal Government's National Drugs Strategy and Campaign, a new education program on illicit drugs, PIEDs and supplements for the sub-elite and grassroots sporting community needs to be coordinated between, and supported by, a host of federal and state/territory government agencies in the wider framework and network, including: ASADA, NISU, ASC/AIS, Play by the Rules, NSOs, SSOs, clubs and various independent associations and organisations.

The program needs to be very clear on where and how people can access specific information, education, advocacy and support relating to the different topics of anti-doping, illicit drugs and supplements. It should be remembered that it is not only athletes who need information and education - those in the circle of trust for those at a young age are usually coaches, parents, trainers and club administrators. These people need access to relevant information and support for their own needs and for their athletes'/childrens' needs as they progress further in sport.

### Finding out what works

Researchers in the areas of alcohol, smoking and mental health have been very effective in the last decade in evaluating what does and doesn't work in regard to compliance, capacity building and behavioral change. Sport could learn a lot on how researchers in these fields have conducted qualitative and quantitative surveys, reviews and longitudinal studies. The Good Sports program for example has just completed four-year randomized control research into the effects of their program and found a 15% reduction in risky drinking at community sport level.

A 2011 Australian Sports Commission-funded review of integrity in sport literature recommended the '*need for significant further research on the behaviour, values and attitudes relating to integrity and ethics among younger sports players*'. It is argued that we need to start with a greater understanding of the social, cultural and environmental conditions that produce athletes who choose to play outside the rules.<sup>91</sup>

Comprehensive research is required to provide evidence-based information on emerging trends to inform program development and implementation, and also to determine the effectiveness of programs and activities around anti-doping, illicit drugs and supplements in sport.

<sup>91</sup> Craig Fry, *New anti-doping powers won't fix culture of drugs in sport*, in *The Conversation*, 26 June 2013. Viewed at: <http://theconversation.com/new-anti-doping-powers-wont-fix-culture-of-drugs-in-sport-15479>



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## WHAT COULD A NEW NATIONAL PROGRAM LOOK LIKE?

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The proposed new national education program would feature three major topic areas (anti-doping, illicit drugs in sport, and supplements), with the information, education and advocacy delivered through three major channels and providers (ASADA, NISU and Play by the Rules). This program would include top-down complex and multi-faceted enforcement and capacity building alongside ground-up advocacy and support, as follows:

### One-stop-shop for Anti-Doping - ASADA

The ASADA website is known by those at the elite and sub-elite level as the main portal for information and education around anti-doping. It is also currently promoted by NSOs, SSOs and state and territory academies/institutes of sport through the network as 'the' place to go. This review has established that this is less the case for those in grassroots sport, who go to PBTR, the ASC/AIS, association or club websites for this type of information. ASADA's e-learning is also predominantly viewed as being focused on elite athletes, and not seen as applicable for the general sporting community.

At present, people at all levels of sport who do the ASADA Pure Performance online e-learning course are presented with the essential details about the WADA code, rules and implications. A multi-dimensional process for supporting ASADA to evolve athlete education on sports doping is also recommended. This would assist to deepen the conversation with athletes on ethical conduct and personal responsibilities around doping. It would also help to shift the conversation back to thinking about why doping is a problem in the first place, what the cost is if we seek to win at all costs, and why the integrity of fair sport ought be protected through regulatory influence such as the WADA code.

In addition, there is room for a more thorough discussion about how athletes, like everyone else, make choices 'in the grey area', when things are not completely black and white according to the rules. This means that personal ethics need to be explored; the questions of what we each value, what we believe is good and right or bad and wrong and how we bring our individual moral codes to bear in our choices.

### Recommendation 1:

The ASADA website become the key provider and focal point of information, education and training to all levels of sport around anti-doping. ASADA should be promoted throughout the network as a 'one-stop shop' in this area.



### **Recommendation 2:**

Feedback from interview participants indicated that ASADA “is not on the radar” for many in state and local level sport and that its e-learning needed to be modified to club and school level to widen its audience base. As such, the ASADA website should be updated to include information for: elite and sub-elite athletes; grassroots athletes; coaches and support personnel. The e-learning course for athletes, supporters and facilitators should be updated so they are suitable for the general sporting community.

### **Recommendation 3:**

There is a need to deepen the conversation with athletes on ethical conduct and personal responsibilities around doping. As such, ASADA should develop a new face-to-face training program and deliver to sport.

### **Cost implications**

To implement these activities, ASADA would be required to make updates to their website; update their Pure Performance e-learning course for athletes, supporters and facilitators; and develop and roll-out new face-to-face training for sport. The costs will depend on the degree of updates made to the website and current e-learning course, while the face-to-face training component would cost approx. \$75,000.

### **One-stop-shop for Illicit drugs in sport - National Integrity in Sport Unit**

The nexus between illicit drugs and substance abuse, unethical behaviour, criminal elements and match fixing and betting in sport is now clear – the ACC report established this beyond doubt. Athletes and clubs need to be aware of the potential for further integrity issues if they start on the slippery slope of using drugs, individually or part of a club culture. The National Integrity in Sport Unit is the focal point for information and education around integrity issues in sport, and have already made available a free online e-learning course on match fixing called *Keeping Sport Honest*.

### **Recommendation 4:**

The NISU website become the key provider and focal point of information, education and training to all levels of sport around illicit drugs in sport. NISU should be promoted throughout the network as a ‘one-stop shop’ in this area.



### **Recommendation 5:**

The NISU website should be updated to include a general version of the Illicit Drugs in Sport (IDIS) e-learning course (which is waiting to be finalised), that is suitable for the general sporting community.

### **Recommendation 6:**

If funding grants to NSOs under current the IDIS program do not continue after 30 June 2014, the IDIS information and resources should be made available through the NISU website and links provided more generally to drugs information and education available in health departments, schools and NGOs.

### **Cost implications**

To implement these activities, the NISU would be required to make updates to their website and IDIS e-learning course - the costs will depend on the degree of updates made to the e-learning course.

### **Advocacy and support across all topics - Play by the Rules**

*Play by the Rules* (PBTR) is a multi-stakeholder initiative that operates within a federated system to assist sport and recreation clubs and their administrators, officials, coaches, players and spectators to keep sport safe, fair and inclusive. *Play by the Rules* is clearly seen by the sport and recreation industry as the pre-eminent program to deliver news, resources, online training and national and social media campaigns to grassroots individuals and organisations.

At the PBTR Management Committee meeting held in March 2013, it was agreed that the scope for the PBTR program could be extended to also cover information and awareness around anti-doping and drugs in sport. It was agreed that this would fit in with its vision for 'a safe, fair, inclusive environment in sport and recreation' and its strategic focus of 'building capacity of all people involved in sport and recreation to prevent and deal with behaviour that does not fit with safe, fair and inclusive participation'.<sup>92</sup>

Due to its close, trusted relationship with grassroots sport and its reputation for neutrality and separation from the governance focus of some government agencies, *Play by the Rules* is in a unique position to become an advocacy-based central agency that empowers and guides sports people through delivering multi-media education, resources and campaigns.

<sup>92</sup> <http://www.playbytherules.net.au/home/our-strategic-plan>



### **A grassroots network**

*Play by the Rules* has developed strong relationships with a range of government agencies, sports federations, national and state sporting organisations, associations and clubs and has a track record of developing strategies to address key issues in the sport sector. *Play by the Rules* is not just a sports network; it connects and supports equal opportunity commissions, local councils, lawyers, academics, schools, gyms and fitness centres. There are over 1400 people and organisations that subscribe to the PBTR e-bulletin – a valuable network that will only expand in the future.

*Play by the Rules* and the ASC have also set up a network of over 500 Member Protection Information Officers throughout all sports and at all levels. They are the people responsible for providing information and options to people in sporting clubs who have an issue, are making a complaint or are raising a concern, as well as providing information sources and support during the process. This network could be easily educated about where to access information and education around anti-doping, illicit drugs and supplements for people at the club level as required.

*Play by the Rules* is also promoted directly to over 3700 leagues/associations, 30,000 clubs and 180,000 teams, through a partnership arrangement with SportingPulse. Articles by PBTR's on their GameDay advice webpage on anti-doping and supplements would consequently reach the biggest network of community sport league and club websites in the country.

### **New resources and tools**

Many interview participants saw good governance around effective leadership, the promotion of policies and codes of behaviour, and the need for a greater focus on the development of ethics, values and moral reasoning training for athletes, coaches and support staff as the strongest deterrent to using illicit, PIEDs and supplements at the local club level.

The PBTR website provides an excellent channel to promote and distribute this type of information, resources and tools about anti-doping, illicit drugs and supplements. However, it would require a major upgrade to the site and substantial funding to develop and promote new information and multi-media education. Much of the new multi-media education to be developed should provide a channel for athletes' voices; this could include developing: interactive scenarios, competitions for the best video vignettes, podcasts, interactive webinars, quest-style mini documentaries, crowd-sourced campaigns, interviews, apps etc. Through using these methods and mediums it could open up the conversation so it is athlete-owned and driven, and made appealing for them to be involved.



### **Supplements information and training**

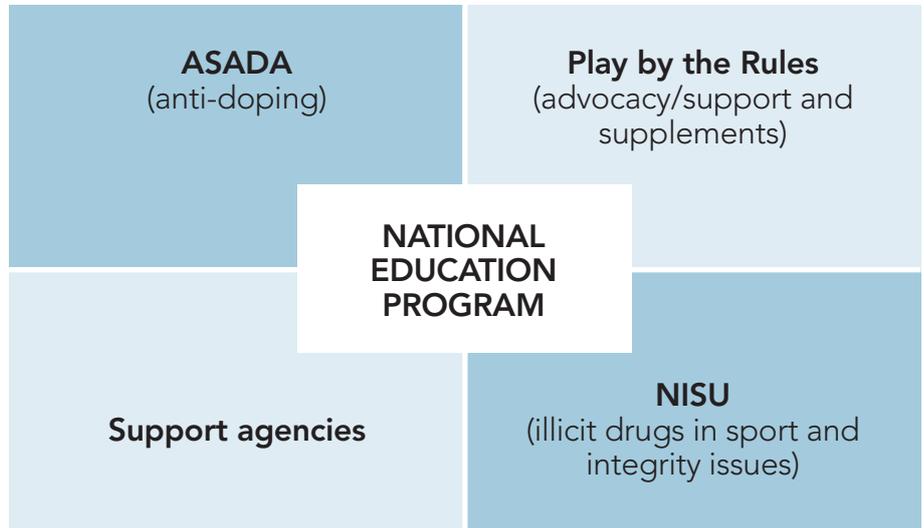
*Play by the Rules* could become the key provider and focal point of information, education and training to sub-elite and grassroots sport around supplements in sport. Part of this could include developing a new supplements e-learning course for the general sporting community, which is made freely available on the website (which links to the ASC e-learning platform where the existing PBTR course on child protection and discrimination sit).

This course could include information, conversations and experiential learning on the importance of good nutrition as the base requirement for athletes, and supplements framed as 'sprinkling on top of the cake' to assist performance at the higher levels of sport.

### **'Integrity in sport' national roadshow/campaign**

*Play by the Rules* and the Australian and New Zealand Sports Law Association (ANZSLA) have previously run a series of highly successful forums (which was funded by SCORS) in 2008/09, which included presentations on topical issues in sport. PBTR, ANZSLA and ASADA have recently indicated that they would be interested in participating in a new series of forums, held throughout the country, to share information on their role/services and on topical issues in sport.

With this in mind, a joint 'roadshow' could be held which includes all the key stakeholder (ASADA, NISU, PBTR (including ANZSLA)) and presents a central theme of describing who does what and how in their respective 'one-stop shops', and then each agency could present a more detailed session on their core topic issue (as per the table below). The forums would be hosted in each state and territory, with the local Department of Sport and Recreation promoting the event to their local SSOs, associations, clubs and local communities, to get them engaged and build their capacity. Each key stakeholder could distribute educational materials/resources at the forums and the presentations would be filmed for wider dissemination to rural and regional clubs. Follow-up webinars could also be held to tease out questions raised from the forums.



A concurrent marketing/social media campaign would be held alongside the 'Integrity in sport' roadshow, which would act as a massive awareness raiser for the new system on where grassroots sporting participants can now access information and training on anti-doping, illicit drugs in sport and supplements.

### **TV and radio ads – a big hit!**

The *Play by the Rules* radio and television Community Service Announcements (CSAs) have been very effective in extending positive sporting messages about racism in sport, respect for women, inclusion in sport, parents not yelling at kids or referees, more broadly to the general community. The videos have received extensive airplay on free-to-air and Pay TV and radio networks and feature many of our national sporting icons and role models. Many sporting organisations and athletes have promoted the CSAs on their websites, through their own social media channels and at their events.

Several interview participants suggested a TV and radio CSA campaign around the use of 'real' foods, rather than supplements, to debunk the idea that you can't perform in sport unless you are taking something – an attitude that seems to be prevalent in younger athletes. Suggestions included using celebrity chefs, experts such as AIS Nutritionist Louise Bourke and AIS Chief Medical Officer David Hughes and sporting role models. Others suggested a campaign focusing on the effects of doping in sport and what it can do to your health, reputation and career - these campaigns could be jointly branded and promoted by ASADA, NISU and PBTR. The topic, content and voices in the CSAs should be guided by athletes, coaches, trainers and parents in sport.



### **Resources for teachers**

Developing curriculum-linked education resources for schools (primary and secondary) and making them freely available on the PBTR website for teachers would raise awareness of the issues surrounding doping and drugs in sport, provide skills to increase resilience and influence attitudes towards healthier behaviours. The resources could also include information on ethics, respect and values to help instil a moral and ethical background in relation to integrity issues in sport. Such programs can teach young people about potential harm associated with the use of banned substances in sport and encourage them to remain safe and fair in sport. These resources could also be promoted through the ASC's Active After School Communities program – the national initiative that provides primary school children with access to free sport and other structured physical activity programs in after-school.

### **Recommendation 7:**

*Play by the Rules* is promoted throughout the network as an advocacy-based central program that delivers resources, multi-media education, CSA/social media campaigns and forums on anti-doping, illicit drugs and supplements to sub-elite and grassroots sport. It also empowers and guides people on the development of ethics, values and moral reasoning for athletes, coaches and support staff at the grassroots level.

### **Recommendation 8:**

*Play by the Rules* promotes information through its network, MPIO network (of over 500 MPIO officers) and Sporting Pulse network (where *Play by the Rules* is promoted directly to over 3700 leagues/associations, 30,000 clubs and 180,000 teams through the GameDay Advice section and weblinks).

### **Recommendation 9:**

If *Play by the Rules* is to play integral role as a 'one-stop shop' for information and education around illicit, PIEDs and supplements to sub-elite and community level sport then its website is in need of a major upgrade, and consideration is needed for a revised structure and format so the resources can be delivered more effectively on the site.

The website must be capable of providing information, resources and new multi-media education such as: visual fact sheets, infographics and motiongraphics to emphasise key messages, interactive scenarios and quizzes utilizing real-life scenarios, video interviews and mini-documentaries, podcasts with athletes, coaches and experts, and webinars and online forums featuring 'real-time' questions. The site should feature customised information for athletes, parents, coaches and support personnel.



To maintain the quality of resources and the use of the latest online technologies, ongoing funds would need to be dedicated to ensure continued development of the site in the future.

**Recommendation 10:**

Many interview participants saw good governance around effective leadership, and promotion of policies and codes of behaviour as the strongest deterrent at the local club level. *Play by the Rules* should continue to promote the importance of codes of conduct and behaviour throughout the club network.

**Recommendation 11:**

*Play by the Rules* develops a new supplements e-learning course for the general sporting community, which is made freely available on the website (which links to the ASC e-learning platform where the existing PBTR course on child protection and discrimination sit).

**Recommendation 12:**

*Play by the Rules* be the lead agency in organising and coordinating a national 'Integrity in sport' roadshow of forums involving itself and other key stakeholders (ASADA, NISU, ANZSLA) and using past athletes who have had anti-doping rule violations. A national marketing/social media campaign should be run alongside these forums to promote the concept and messages.

**Recommendation 13:**

*Play by the Rules* develops athlete and sport-led TV and radio CSAs and social media campaigns. These could include CSAs on the use of supplements and others featuring athletes who have had anti-doping rule violations warning young athletes about the damage that drugs in sport can do.

**Recommendation 14:**

A 2011 Australian Sports Commission-funded review of integrity in sport literature recommended the 'need for significant further research on the behaviour, values and attitudes relating to integrity and ethics among younger sports players'. It is recommended that comprehensive research is conducted on this topic to provide evidence-based information to inform program development and implementation.

**Cost implications**

To implement these activities, *Play by the Rules* would be required to make major updates to its website (and look at revising its structure and format), develop new resources and multi-media education, CSA/social media



campaigns, and organise and coordinate a national 'Integrity in sport' roadshow of forums. Approx. cost \$120,000.

*Play by the Rules* would also be required to develop a new supplements e-learning course – the cost which would depend on the type, length and complexity of the content. Approx. cost \$60-80,000.

The time involved in developing this new web-section and resources, coordinating CSAs/campaigns and overseeing forums is beyond the capacity (and scope) of the current PBTR National Manager. To do these activities effectively would require an additional 0.5 FTE staff member for one year (to be assessed following this time period).

Additional funding would also be required to conduct further research on the behaviour, values and attitudes relating to integrity and ethics among younger sports players'.

### **Direct reach to club-land**

In addition to online e-learning by ASADA, NISU and PBTR, face-to-face information sessions for players, coaches, support staff and parents in sporting clubs about drugs in sport would be very beneficial. These sessions should be conducted by people with significant experience in the alcohol/drug field, and ideally the presenter should approach the issue from the perspective of ensuring the welfare, health and safety of all players and club members.

### **The Australian Drug Foundation's Good Sports program**

Anecdotal evidence from participants from the 6000 clubs involved in the Good Sports program showed that alcohol was causing more damage at a club level, but members were more fearful of drugs and their effects. This has led Good Sports to believe there is a market in sport that wants: to know about the impact of drug abuse; policies and practices to deal with issues from a health and well-being focus, and; how to influence behaviour to get the culture right at clubs. As such, the ADF have indicated that they intend to extend their Good Sports program to cover drugs as a topic, as well as their alcohol education, in the very near future. This would take face-to-face education on drugs in sport to thousands of grassroots sporting clubs and individuals.

### **VicHealth' Healthy Sporting Environments program**

VicHealth have surveyed the managers of the regional sports assemblies (who implement their Healthy Sporting Environments program) on what else they would like to see included in the course and most indicated more information on recreational drugs and PIEDs. All anecdotally reported an increase in the



use of drugs at this level and a high level of uncertainty from coaches and administrators on how to navigate the line between what people do in their personal lives and how this intersects with their involvement in sport. Through including information around drugs in sport as a component of their Healthy Sporting Environments program, VicHealth could also directly reach a range of sporting clubs and individuals across regional and rural Victoria.

**Recommendation 14:**

Meet with the ADF and VicHealth to discuss what their plans are in relation to including a 'drugs in sport' component in the Good Sports program and Health Sporting Environments program, and pursue possibilities of promoting the information and education from ASADA, NISU and PBTR through these programs.

**Cost implications**

Any costs associated with conducting these activities would be the responsibility of the respective organisations/agencies.



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## CHAPTER 7: TO SUM IT UP

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Following is a summary of the key recommendations and costings for the proposed new national education program on illicit and PIEDs to cover all levels of sport.

### Recommendations summary

#### Recommendation 1:

The ASADA website become the key provider and focal point of information, education and training to all levels of sport around anti-doping. ASADA should be promoted throughout the network as a 'one-stop shop' in this area.

#### Recommendation 2:

The ASADA website should be updated to include information for: elite and sub-elite athletes; grassroots athletes; coaches and support personnel. The e-learning course for athletes, supporters and facilitators should be updated so they are suitable for the club and general sporting community.

#### Recommendation 3:

There is a need to deepen the conversation with athletes on ethical conduct and personal responsibilities around doping. As such, ASADA should develop a new face-to-face training program and deliver to sport.

#### Recommendation 4:

The NISU website become the key provider and focal point of information, education and training to all levels of sport around illicit drugs in sport. NISU should be promoted throughout the network as a 'one-stop shop' in this area.

#### Recommendation 5:

The NISU website should be updated to include a general version of the Illicit Drugs in Sport (IDIS) e-learning course (which is waiting to be finalised), which is suitable for the general sporting community.

#### Recommendation 6:

If funding grants to NSOs under current the IDIS program do not continue after 30 June 2014, the IDIS information and resources should be made available through the NISU website and links provided more generally to drugs information and education available in health departments, schools and NGOs.



**Recommendation 7:**

*Play by the Rules* is promoted throughout the network as an advocacy-based central program that delivers resources, multi-media education, CSA/social media campaigns and forums on anti-doping, illicit drugs and supplements to sub-elite and grassroots sport. It also empowers and guides people on the development of ethics, values and moral reasoning for athletes, coaches and support staff at the grassroots level.

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**Recommendation 9:**

If *Play by the Rules* is to play integral role as a 'one-stop shop' for information and education around illicit drugs, PIEDs and supplements to sub-elite and community level sport then its website is in need of a major upgrade, and consideration is needed for a revised structure and format so the resources can be delivered more effectively on the site.

The website must be capable of providing information, resources and new multi-media education such as: visual fact sheets, infographics and motiongraphics to emphasise key messages, interactive scenarios and quizzes utilizing real-life scenarios, video interviews and mini-documentaries, podcasts with athletes, coaches and experts, and webinars and online forums featuring 'real-time' questions. The site should feature customised information for athletes, parents, coaches and support personnel.

To maintain the quality of resources and the use of the latest online technologies, ongoing funds would need to be dedicated to ensure continued development of the site in the future.

**Recommendation 10:**

Many interview participants saw good governance around effective leadership, and promotion of policies and codes of behaviour as the strongest deterrent at the local club level. *Play by the Rules* should continue to promote the importance of codes of conduct and behaviour throughout the club network.



**Recommendation 11:**

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**Recommendation 12:**

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**Recommendation 13:**

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**Recommendation 14:**

A 2011 Australian Sports Commission-funded review of integrity in sport literature recommended the 'need for significant further research on the behaviour, values and attitudes relating to integrity and ethics among younger sports players'. It is recommended that comprehensive research is conducted on this topic to provide evidence-based information to inform program development and implementation.

**Recommendation 15:**

Meet with the ADF and VicHealth to discuss what their plans are in relation to including a 'drugs in sport' component in the Good Sports program and Health Sporting Environments program, and pursue possibilities of promoting the information and education from ASADA, NISU and PBTR through these programs.



### Costing summary

While it is difficult to be definitive, the following gives an indication of the approximate costs associated with implementing the activities outlined in the proposed national education program for each key stakeholder.

**ASADA** – To implement these activities, ASADA would be required to make updates to their website; update their Pure Performance e-learning course for athletes, supporters and facilitators; and develop and roll-out new face-to-face training. The costs will depend on the degree of updates made to the website and current e-learning course, while the face-to-face training component would cost approx. \$75,000.

**NISU** – The costs will depend on the degree of updates made to the current IDIS e-learning course.

**Play by the Rules** – To implement these activities, *Play by the Rules* would be required to make major updates to its website (and revise the structure and format), develop new resources and multi-media education, CSA/social media campaigns, and organise and coordinate a national 'Integrity in sport' roadshow of forums. Approx. cost \$120,000.

*Play by the Rules* would also be required to develop a new supplements e-learning course – the cost which would depend on the type, length and complexity of the content. Approx. cost \$60-80,000.

The time involved in developing this new web-section and resources, coordinating CSAs/campaigns and overseeing forums is beyond the capacity (and scope) of the current PBTR National Manager. To do these activities effectively would require an additional 0.5 FTE staff member for one year (to be assessed following this time period).

Additional funding would also be required to conduct further research on the behaviour, values and attitudes relating to integrity and ethics among younger sports players'.



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building sound cultures

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## THE FINAL WORD

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As one interview participant said: “Sport is not immune – what happens on the streets will happen in sport”. However, when reports like the recent one from the ACC identify sub-elite and community level sport and its participants as new focus areas of concern for doping and PIEDs, or you start to see headlines in our major newspapers such as: *‘Drugs in sport: Study suggests children beginning to see them as normal’*<sup>93</sup>, then you know it’s time to get very concerned.

It’s true, there are many barriers and gaps in the way we communicate and educate about anti-doping, illicit drugs and supplement use to grassroots sporting participants. We should remember, that despite the challenges with the current system, there is a significant amount of quality work being done by governments, ASADA, NISU and sport to deal with these major issues in sport; which are having a real impact.

We do however need to keep things in context. Olympic rower Kim Crow tweeted recently: ‘It’s so sad. I worry that the media hype over supplements and PEDs distorts the fact that cheating is the exception, not the rule’. Anti-doping expert Nicki Vance echoed these comments in saying: “We must always support, recognise and encourage athletes who do not dope”.

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## WHO IS BLUESTONE EDGE

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Bluestone Edge is a consultancy business committed primarily to helping sports people and organisations flourish. We believe great people build sound cultures. Our working models are based on good ethical thinking, optimal organisational performance and active leadership. At Bluestone Edge we believe in building the capacity of organisations and people to be their best and give their best. This means an authentic investment in people and a continued effort to make sport all it can be to society.

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<sup>93</sup> Lisa Cornish, ‘Drugs in sport: Study suggests children beginning to see them as normal’, 6 October 2013. Viewed at: <http://www.news.com.au/lifestyle/health/drugs-in-sport-study-suggests-children-beginning-to-see-them-as-normal/story-fneuz9ev-1226733413297>