



Arbitration CAS 2018/O/5676 International Association of Athletics Federations (IAAF) v. Russian Athletics Federation (RUSAF) & Mariya Beshpalova, award of 31 January 2019

Panel: Mr Jacques Radoux (Luxembourg), Sole Arbitrator

Athletics (hammer throw)

Doping (dehydrochloromethyltestosterone; use or attempted use of prohibited substances)

Standard of proof with regard to the alleged doping scheme

Means of proof and weighting of the evidence

Reliability of evidence

Proportionality in relation to the length of the disqualification

- 1. A sports body is not a national or international law enforcement agency. Its investigatory powers are substantially more limited than the powers available to such bodies. Since the sports body cannot compel the provision of documents or testimony, it must place greater reliance on the consensual provision of information and evidence, and on evidence that is already in the public domain. The CAS panel's assessment of the evidence must respect those limitations. In particular, it must not be premised on unrealistic expectations concerning the evidence that the sports body is able to obtain from reluctant or evasive witnesses and other sources. In view of the nature of the alleged doping scheme and the sports body's limited investigatory powers, the sports body may properly invite the CAS panel to draw inferences from the established facts that seek to fill in gaps in the direct evidence. The CAS panel may accede to that invitation where it considers that the established facts reasonably support the drawing of the inferences. So long as the CAS panel is comfortably satisfied about the underlying factual basis for an inference that an athlete has committed a particular anti-doping rule violation (ADRV), it may conclude that the sports body has established an ADRV notwithstanding that it is not possible to reach that conclusion by direct evidence alone. At the same time, however, if the allegations asserted against the athlete are of the utmost seriousness, i.e. knowingly benefitting from a doping scheme and system covering up positive doping results and registering them as negative in ADAMS, it is incumbent on the sports body to adduce particularly cogent evidence of the athlete's deliberate personal involvement in that wrongdoing. In particular, it is insufficient for the sports body merely to establish the existence of an overarching doping scheme to the comfortable satisfaction of the CAS panel. Instead, the sports body must go further and establish, in each individual case, that the individual athlete knowingly engaged in particular conduct that involved the commission of a specific and identifiable ADRV. In other words, the CAS panel must be comfortably satisfied that the athlete personally committed a specific violation of a specific provision of the applicable rules.**
- 2. In considering whether a sports body has discharged its burden of proof to the requisite standard of proof, a CAS panel will consider any admissible "reliable" evidence adduced**

by the sports body. This includes any admissions by the athlete, any “credible testimony” by third parties and any “reliable” documentary evidence or scientific evidence. Ultimately, the CAS panel has the task of weighing the evidence adduced by the Parties in support of their respective allegations. If, in the CAS panel’s view, both sides’ evidence carries the same weight, the rules on the burden of proof must break the tie.

3. If the standard of proof that was applied for the weighting of evidence was “beyond reasonable doubt”, that evidence meets a high threshold, and, thus, can be considered as sufficiently reliable.
4. The principle of proportionality requires a panel to assess whether a sanction is appropriate to the violation committed in the case at stake, excessive sanctions being prohibited. When assessing whether a sanction is excessive, a judge must review the type and scope of the proved rule-violation, the individual circumstances of the case, and the overall effect of the sanction on the offender. The question of fairness and proportionality in relation to the length of the disqualification period vis-à-vis the time which may be established as the last time that the athlete objectively committed a doping offence can also be taken into consideration.

I. PARTIES

1. The International Association of Athletics Federations (the “Claimant” or the “IAAF”) is the world governing body for track and field, recognized as such by the International Olympic Committee (the “IOC”). One of its responsibilities is the regulation of track and field, including, under the World Anti-Doping Code (“WADC”), the running and enforcing of an anti-doping programme. The IAAF, which has its registered seat in Monaco, is established for an indefinite period of time and has the legal status of an association under the laws of Monaco.
2. The Russian Athletics Federation (the “First Respondent” or the “RUSAF”) is the national governing body for the sport of Athletics in Russia, with its registered seat in Moscow, Russia. The RUSAF is a member federation of the IAAF for Russia, but its membership is currently suspended.
3. Ms. Mariya Bespalova (the “Second Respondent” or the “Athlete”), born on 21 May 1986, is a Russian athlete specialising in hammer throw. She competed, inter alia, in the 2012 London Olympic Games and it is uncontested that, for the purposes of the IAAF Competition Rules (the “IAAF Rules”), she is an “International-Level Athlete”.

II. FACTUAL BACKGROUND

4. Below is a summary of the relevant facts and allegations based on the Parties' written and oral submissions, pleadings and evidence adduced. Additional facts and allegations found in the Parties' submissions, pleadings and evidence may be set out, where relevant, in connection with the legal discussion that follows. While the Sole Arbitrator has considered all the facts, allegations, legal arguments and evidence submitted by the Parties in the present proceedings, he refers in its Award only to the submissions and evidence it considers necessary to explain its reasoning.
5. On 26 October 2015, the Athlete has been found guilty of an anti-doping rule violation after her sample collected on 6 September 2015 revealed the presence of Dehydrochloromethyltestosterone ("DHCMT"). She was sanctioned with a four-year Ineligibility period starting on 26 October 2015 and ending 25 October 2019 and saw all of her results from the date of the doping control disqualified.
6. On 13 December 2016, the Athlete was informed by the IOC that her sample collected on 7 August 2012 on the occasion of the 2012 London Olympic Games had been retested (the "London Retesting Violation") and tested positive for metabolites of Dehydrochloromethyltestosterone ("DHCMT").
7. On 15 March 2017, the IOC Disciplinary Commission found the Athlete to have committed an anti-doping rule violation ("ADRV") and disqualified her from the women's hammer throw event of the 2012 London Olympic Games in which she ranked 11th (the "IOC Decision"). The Athlete did not appeal the IOC Decision.
8. Consecutively, the case of the Athlete was referred to the IAAF for the imposition of consequences over and above those related to the 2012 London Olympic Games. On 28 July 2017, the IAAF notified the Athlete that her case would be referred to the CAS. The Athlete did not respond to this letter.
9. This case concerns a claim by the IAAF against the Second Respondent for having committed several further ADRV's, in particular Rule 32.2(a) (*Presence of a Prohibited Substance*) and Rule 32.2 (b) of the 2012 IAAF Rules (*Use or Attempted Use by an Athlete of a Prohibited Substance or a Prohibited Method*). The RUSAF has been included in the claim as First Respondent, as it has not been able, due to the suspension of its IAAF membership, to conduct a hearing process in the present case.
10. The claim is based, first, on the London Retesting Violation, which would, if recognised, constitute an ADRV for Presence of a Prohibited Substance, and, second, on elements relating to the so-called "*Washout Schedules*" which have been described by Prof. Richard H. McLaren in his first report, submitted on 16 July 2016 (the "First McLaren Report"), as well as in his second report, submitted on 9 December 2016 (the "Second McLaren Report") and the underlying evidence (the "Washout Allegation").
11. The key findings of the First McLaren Report were summarized as follows:

1. The Moscow Laboratory operated, for the protection of doped Russian athletes, within a State-dictated failsafe system, described in the report as the Disappearing Positive Methodology.
 2. The Sochi Laboratory operated a unique sample swapping methodology to enable doped Russian athletes to compete at the Games.
 3. The Ministry of Sport directed, controlled and oversaw the manipulation of athletes' analytical results or sample swapping, with the active participation and assistance of the Russian Federal Security Service, the Center of Sports Preparation of National Teams of Russia and both Moscow and Sochi Laboratories.
12. The Second McLaren Report confirmed these key findings and contained a description of the so-called "*washout testing*" prior to certain major events, including the 2012 London Olympic Games and the 2013 IAAF World Championships in Moscow. The washout testing started in 2012, when Dr. Grigory Rodchenkov, the former director of the formerly WADA accredited laboratory in Moscow, developed a secret cocktail called the "Duchess" with a very short detection window. According to the Second McLaren Report, "*this process of pre competition testing to monitor if a dirty athlete would test 'clean' at an upcoming competition is known as washout testing*".
 13. The Second McLaren Report went on to describe that the washout testing was used to determine whether the athletes on a doping program were likely to test positive at the 2012 London Olympic Games. At that time, the relevant athletes were, according to said Report, providing samples in official doping control BEREK Kits. While the results of the Laboratory's initial testing procedure ("ITP"), which show the presence of Prohibited Substances, were recorded on the washout list, the samples were automatically reported as negative in the Anti-Doping Administration and Management System ("ADAMS") as described in the Second McLaren Report.
 14. The Second McLaren Report went on to explain that the covering up of falsified ADAMS information only worked if the sample stayed within the control of the Moscow Laboratory, and later destroyed. Given that BEREK kits are numbered and can be audited or also seized and tested, the Moscow Laboratory realized that it would be only a matter of time before it was uncovered that the content of samples bottle would not match the entry into.
 15. Therefore, according to the Second McLaren Report, the washout testing program evolved prior to the 2013 IAAF World Championships in Moscow. It was decided that the washout testing would no longer be performed with official BEREK kits, but from containers selected by athletes, such as Coke and baby bottles filled with their urine. The athlete's name would be written on the selected container to identify his or her sample.
 16. The Second McLaren Report went on to explain that this "under the table" system consisted of collecting samples in regular intervals and subsequently testing those samples for quantities of prohibited substance to determine the rate in which those quantities were declining so that there was certainty the athlete would test "clean" in competition. If the washout testing

determined that the athlete would not test “clean” at competition, he or she was not sent to the competition.

17. According to the Second McLaren Report, the Moscow Laboratory developed a schedule to keep track of those athletes who were subject to this unofficial washout testing program (the “Washout Schedule”). This Washout Schedule was updated regularly when new washout samples arrived in the Laboratory for testing.
18. The Washout Schedule was made public by Prof. McLaren on a website (<https://www.ipevidencedisclosurepackage.net/>). Amongst other documents that were made public were numerous email exchanges containing references to or from the Washout Schedule. All documents contained on the website were anonymized for privacy reasons. However, each identified athlete was attributed one or more code numbers which were substituted for their name on the relevant documents. Prof. McLaren then informed the IAAF that the code numbers for the Athlete were A0079, A0499 and A0500.
19. On 27 October 2017, the Athletics Integrity Unit of the IAAF informed, on behalf of the IAAF, the Athlete that the evidence provided by Prof. McLaren (the “McLaren Evidence”) indicated that she had used prohibited substances in the lead-up to the 2012 London Olympic Games, benefitting from the Disappearing Positives Methodology and Washout Testing and that, as a consequence, the IAAF intended to refer not only the London Retesting Violation but also the McLaren Evidence against the Athlete to the CAS with a view to seeking disqualification of her competitive results back to the first positive sample on the London Washout Schedules, i.e. 17 July 2012. The passage of this letter referring to the evidence concerning the Athlete reads as follows:

“(i) Accessing the Documents

All documents contained on the EDP website were anonymised, not least in order to protect the integrity of the on-going investigations. Each identified athlete was attributed one or more codes, which were substituted for their name on the relevant documents.

Your our EDP code is A0085. You may access the relevant documents on the EDP website, in particular by entering into the search bar your individual athlete code, the relevant sample codes or by entering a specific EDP document reference code (e.g. EDP0019).

The principal evidence of your anti-doping rule violations is summarized below and the most relevant EDP document codes are provided for convenience.

(ii) London Washout Testing

Four of your (official) doping control samples feature on the London Washout Schedules as follows: (i) sample 2728640 collected on 17 July 2012 (see, for example, EDP0019), (ii) sample 2729771 collected on 21 July 2012 (see, for example, EDP0021), (iii) sample 2728437 collected on 25 July 2012 (see, for example, EDP0023) and (iv) sample 2730547 collected on 31 July 2012 (see, for example, EDP0026).

The following information is recorded on the London Washout Schedules in respect of the 17 July 2012 sample (see EDP0019):

- *Oral Turinabol 45,000*
- *Methasterone 400,000*
- *Desoxymethyltestosterone 80,000*

The following information is recorded on the London Washout Schedules in respect of the 21 July 2012 sample (see EDP0021):

- *Methasterone 140,000*
- *Oral Turinabol 20,000*
- *Desoxymethyltestosterone 20,000*

The following information is recorded on the London Washout Schedules in respect of the 25 July 2012 sample (see EDP0023):

- *Methasterone 90,000*
- *Oral Turinabol 12,000*
- *Desoxymethyltestosterone 10,000*

The following information is recorded on the London Washout Schedules in respect of the 31 July 2012 sample (see EDP0026):

- *Methasterone 20,000*
- *Oral Turinabol 3,500*

All Samples were reported as negative in ADAMS as a result of the automatic “SAVE” for athletes featuring on the London Washout Schedules”.

20. In the same letter, the IAAF stated that although it could not seek the imposition of a further period of Ineligibility then the four (4) year period the Athlete was already serving, it considered that on the basis of the McLaren Evidence against the Athlete, the IAAF would be seeking a disqualification of all competitive results of the Athlete from the first positive sample on the London Washout Schedules. The IAAF granted the Athlete a deadline until 17 November 2017 to provide her explanations in respect of the McLaren Evidence against her.
21. On 17 November 2017, the Athlete disputed the allegations put forward against her arguing, in essence, that the allegations had no grounds, as there was no reliable evidence. The

documents, which attribute her the code A0085, are not originals. Second, the Athlete noted that she has never violated any anti-doping rules either before or during the 2012 London Olympic Games and that she had never participated in any washout testing or in any doping scheme. Third, the Athlete argued that there were many mistakes in the McLaren Evidence and that it was not reliable evidence. Fourth, Dr. Rodchenkov is not a reliable source as he stated, on one hand, that the washout testing was designed to make sure only “clean” athletes would go to the 2012 London Olympic Games and that, on the other hand, it is apparently established that she was tested positive at the said Olympic Games. In any event the positive test of her sample taken at the 2012 London Olympic Games was due to the faulty detection method developed by Dr. Rodchenkov.

22. Not convinced by the explanations given by the Athlete, the IAAF informed the latter, on 15 January 2018, that her case would be referred to the CAS. The IAAF granted the Athlete a deadline to state whether she preferred a first instance CAS hearing before a sole arbitrator with a right to appeal to the CAS (IAAF Rule 38.3) or a sole instance before a panel of three arbitrators with no right to appeal, save to the Swiss Federal Tribunal (IAAF Rule 38.19).
23. Although the Athlete had, within the given deadline, indicated her preference for her case to be heard as a single hearing, it was impossible for the IAAF to proceed as wished, as the World Anti-Doping Agency (the “WADA”) did not give its consent to the Athlete’s request.

III. PROCEEDINGS BEFORE THE COURT OF ARBITRATION FOR SPORT

24. On 6 April 2018, the IAAF filed its Request for Arbitration against the RUSAF and Mariya Bespalova (together the “Respondents”) in accordance with Article R38 of the Code of Sports-related Arbitration (the “Code”). The IAAF asked for this Request to be considered as its Statement of Appeal and Appeal Brief for the purposes of R47 and R51 of the Code and in compliance with IAAF Rule 38.3 requested the matter to be submitted to a sole arbitrator, acting as a first instance body.
25. On 13 April 2018, the CAS Court Office initiated the present arbitration and specified that, in accordance with IAAF Rule 38.3, it had been assigned to the CAS Ordinary Arbitration Division but would be dealt with according to the CAS Appeals Arbitration Division rules, Articles R47 *et seq.* of the Code. The Respondents were further invited to submit, in line with Article R55 of the Code, their Answer within 30 days.
26. On 17 April 2018, the Second Respondent communicated her postal address to the CAS.
27. On 30 April 2018, the CAS Court Office noted the fact that the Second Respondent was represented by legal counsels and invited the Claimant and the First Respondent to state whether they had an objection to the Second Respondent’s request for an extension of time until 29 June to file her Answer. No such objections having been raised, the CAS Court Office, on 7 May 2018, informed the Parties that the Second Respondent was granted until 29 June 2018 to submit her Answer to the CAS.

28. On 16 May 2018, the CAS Court Office noted the agreement of the other Parties to the First Respondent's request to see the deadline to file its Answer extended to 29 June 2018 and, thus, granted the extension.
29. On 30 May 2018, the CAS Court Office, pursuant to Article R54 of the Code, informed the Parties that the arbitral panel appointed to hear the present case was constituted by: Mr. Jacques Radoux, Legal Secretary to the European Court of Justice in Luxembourg.
30. On 31 May 2018, the counsels to the Second Respondent informed the CAS Court Office that they would no longer represent the Second Respondent.
31. On 4 July 2018, the CAS Court Office, *inter alia*, noted that the Respondents had failed to submit a reply within the given deadline and invited the Parties to state, before 11 July 2018, whether they preferred a hearing to be held in this matter or for the Sole Arbitrator to issue an award based solely on the Parties' written submissions.
32. On 11 July 2018, the Claimant informed the CAS Court Office that it preferred for a hearing to be held in this matter. The Respondents did not express their position on the question of a hearing within the given deadline.
33. On 13 July 2018, the CAS Court Office informed the Parties that the Sole Arbitrator had decided to hold a hearing in this matter, which could be held in Lausanne on 16 August 2018 and that participation via Skype may be, upon request, allowed by the Sole Arbitrator.
34. On 26 July 2018, the CAS Court Office informed the Parties that given the availability of the Claimant, a hearing would be held on Wednesday 16 August 2018 at 15:00 (Swiss Time) at the CAS Court Office in Lausanne, Switzerland.
35. On 6 August 2018, on behalf of the Sole Arbitrator, the CAS Court Office issued an Order of Procedure that was sent to the Parties and the latter were informed that the hearing would take place on the 15 August 2018 at 4.00 pm (Swiss Time). The Claimant signed the Order of Procedure on 10 August 2018. None of the Respondents signed said Order of Procedure.
36. On 15 August 2018, at 4:00 pm (CET) a hearing took place at the CAS Court Office. The Sole Arbitrator was assisted by Mrs. Andrea Zimmermann, Counsel to the CAS, and joined by the following participants:

For the IAAF:

Mr. Ross Wenzel and Mr. Nicolas Zbinden, (counsels) (in person).
37. At the inception of the hearing, the Claimant confirmed that it had no objection to the constitution of the Panel. At the end of the hearing, the Claimant confirmed that its right to be heard and its right to a fair trial had been fully respected and that it had no objections as to the manner in which the proceedings had been conducted.

IV. SUBMISSIONS OF THE PARTIES

A. The IAAF's submissions

38. In its Request for Arbitration, the IAAF requested the following relief:

- i. CAS has jurisdiction to decide on the subject matter of this dispute.*
- ii. The Request for Arbitration of the IAAF is admissible.*
- iii. The Athlete is found guilty of one or more anti-doping rule violations in accordance with Rule 32.2(a) and/or Rule 32.2(b) of the IAAF Rules.*
- iv. All competitive results obtained by the Athlete from 17 July 2012 through to the commencement of her Ineligibility period on 26 October 2015 (to the extent not already disqualified by the First Decision) are disqualified, with all resulting consequences (including forfeiture of any titles, awards, medals, profits, prizes and appearance money).*
- v. The arbitration costs be borne entirely by the First Respondent pursuant to Rule 38.3 of the IAAF Competition Rules or, in the alternative, by the Respondents jointly and severally.*
- vi. The First Respondent, or alternatively both Respondents jointly and severally, shall be ordered to contribute to the IAAF's legal and other costs.*

39. The IAAF's submissions, in essence, may be summarized as follows:

- It follows from article R58 of the Code that the IAAF Anti-Doping Rules (the "IAAF ADR"), which entered into force on 6 March 2018, apply. Pursuant to Rule 13.9.5 of the IAAF ADR: "*In all CAS appeals involving the IAAF, the governing law shall be Monegasque law and the appeal shall be conducted in English, unless the parties agree otherwise*". The Athlete having been affiliated to RUSAF and having participated in competitions of RUSAF and IAAF, including at the time of the asserted ADRVs in 2012-2013, she is subject to the IAAF ADR. Pursuant to Rule 21.3. of the IAAF ADR, ADRVs committed prior to 3 April 2017 are subject, for substantive matters, to the rules in place at the time of the alleged ADRV and, for procedural matters, to the 2016-2017 IAAF Competition Rules, effective from 1st November 2015 (the "2016-2017 IAAF Rules"). The IAAF anti-doping regulations in force at the time of Retesting violation, which shall apply for substantive matters, were the 2012-2013 IAAF Competition Rules (the "2012-2013 IAAF Rules"). The same rules apply in respect of the violations resulting from the McLaren Evidence. According to Rule 32.2.(a) of the 2012-2013 IAAF Rules prohibits the Presence of a Prohibited Substance or its Metabolites or Markers in an Athlete's Sample. Rule 32.2.(b) of the 2012-2013 IAAF Rules forbids the Use or attempted Use by an athlete of a Prohibited Substance or a Prohibited Method. Pursuant to rule 33.3 of the 2012-2013 IAAF Rules, facts related to ADRVs "*may be established by any reliable means, including but not limited to admissions, evidence of third Persons,*

witness statements, experts reports, documentary evidence, conclusions drawn from longitudinal profiling such as the Athlete Biological Passport and other analytical information”.

- The IAAF submits that, given the final and binding character of the IOC Decision, it is established that the Athlete committed, in violation of Rule 32.2(a) of the 2012-2013 IAAF Rules, an ADRV for Presence of a Prohibited Substance (metabolites of DHCMT) at the 2012 London Olympic Games.
- The IAAF further submits that the Athlete committed Use violations in the year 2012 on the basis of the London Washout Schedules. She was one of the protected athletes who featured on the London Washout Schedules and who's positive samples, i.e. the samples of 17, 21, 25 and 31 July 2012 which contained, according to the ITP, DHCMT also known as Oral Turinabol, Methasterone and Desoxymethyltestosterone or only two out of these three exogenous anabolic steroids, in the lead up to the 2012 London Olympic Games were automatically reported as negative in ADAMS by the Moscow Laboratory. As a result of this monitoring of the Athlete's values, the sample provided by the Athlete on 7 August 2012 at the 2012 London Olympic Games was found to be negative. However, and the London retesting violation shows, the Athlete's sample did contain metabolites of DHCMT. The analytical result from the official doping control sample at the 2012 London Olympic Games, therefore, corroborates the reliability of the London Washout Schedules.
- DHCMT, Methasterone and Oral Turinabol are exogenous anabolic steroids, prohibited under S1.1a of the WADA Prohibited List. Thus, the Athlete has breached Rule 32.2(b) of the 2012-2013 IAAF Rules.
- The Athlete has received a first period of Ineligibility of four (4) years, which started on 26 October 2015. The ADRVs which are the object of the present proceedings cannot be considered a second violation for the purposes of the IAAF Rules. Thus the IAAF accepts that it cannot seek a further period of Ineligibility against the Athlete.
- However, the IAAF seeks a disqualification of the Athletes results in competition. According to Rule 10.8 of the IAAF ADR, the Athlete's results in competition should be disqualified from the date the sample that showed a positive result was collected through to the start of any provisional suspension or ineligibility period (with all of the resulting consequences including forfeiture of any medals, titles, ranking points and prize and appearance money), unless the Disciplinary Tribunal determines that fairness requires otherwise.
- Given that the first doping evidence dates back to the sample provided on 17 July 2012, the Athlete's results must be disqualified from this date through the commencement of her Ineligibility Period on 26 October 2015. In the present case the fairness exception should not apply given the severeness of the violations and the fact that the Athlete has committed another ADRV in 2015.

B. The Respondents submissions

40. Although having been formally and repeatedly invited to participate in the present proceedings, neither the RUSAF nor the Athlete filed any written submissions. Further, the Respondents did not participate at the hearing.

V. JURISDICTION

41. The IAAF ADR, which are applicable because the Request for Arbitration was filed on 6 April 2018, expressly permit ADRV cases to be filed directly with the CAS and referred to a single arbitrator appointed by the CAS. In this regard, IAAF ADR Rule 38.3 provides as follows:

“If a hearing is requested by an Athlete, it shall be convened without delay and the hearing completed within two months of the date of notification of the Athlete’s request to the Member. Members shall keep the IAAF fully informed as to the status of all cases pending hearing and of all hearing dates as soon as they are fixed. The IAAF shall have the right to attend all hearings as an observer. However, the IAAF’s attendance at a hearing, or any other involvement in a case, shall not affect its right to appeal the Member’s decision to CAS pursuant to Rule 42. If the Member fails to complete a hearing within two months, or, if having completed a hearing, fails to render a decision within a reasonable time period thereafter, the IAAF may impose a deadline for such event. If in either case the deadline is not met, the IAAF may elect, if the Athlete is an International-Level Athlete, to have the case referred directly to a single arbitrator appointed by CAS. The case shall be handled in accordance with CAS rules (those applicable to the appeal arbitration procedure without reference to any time limit for appeal). The hearing shall proceed at the responsibility and expense of the Member and the decision of the single arbitrator shall be subject to appeal to CAS in accordance with Rule 42. A failure of a Member to hold a hearing for an Athlete within two months under this Rule may further result in the imposition of a sanction under Rule 45”.

42. In this case, RUSAF was suspended and could therefore not hold a hearing in the deadline set out in Rule 38.3 of the IAAF ADR. Further, it is established that the Athlete is an International-Level Athlete in the sense of the IAAF ADR.
43. In the light of the foregoing, the Sole Arbitrator finds that the CAS has jurisdiction in this procedure. In addition, the jurisdiction of CAS was not contested by the Respondents.

VI. ADMISSIBILITY

44. Although the present procedure is a first-instance procedure and has, thus, been assigned to the Ordinary Arbitration Division, pursuant to Rule 38.3 of the IAAF ADR cited above, the rules of the appeal arbitration procedure set out in the Code shall apply. It has however to be noted that Rule 38.3 clearly states that this application is *“without reference to any time limit for appeal”*. Thus, the Request for Arbitration in the present case has to be considered made in a timely manner.
45. The Sole Arbitrator further notes that the Request for Arbitration, to be considered as combined Statement of Appeal and Appeal Brief for the purposes of articles R47 and R51 of

the Code, complies with the formal requirements set out by the Code. In addition, there are no objections as to the admissibility of the IAAF's claims.

46. In these conditions, the Sole Arbitrator finds that the Request for Arbitration is admissible.

VII. APPLICABLE LAW

47. The present procedure is based on Rule 38.3 of the IAAF ADR. As already mentioned above, it follows from that rule that in a case directly referred to CAS *“the case shall be handled in accordance with CAS rules (those applicable to the appeal arbitration procedure without reference to any time of limit for appeal)”*.

48. Thus, the Code provisions applicable to the appeal arbitration procedure are applicable in the present procedure.

49. Article R58 of the Code provides as follows:

“The Panel shall decide the dispute according to the applicable regulations and, subsidiarily, to the rules of law chosen by the parties or, in the absence of such a choice, according to the law of the country in which the federation, association or sports-related body which has issued the challenged decision is domiciled or according to the rules of law that the Panel deems appropriate. In the latter case, the Panel shall give reasons for its decision”.

50. Rule 13.9.4 of the IAAF ADR provides as follows:

“In all CAS appeals involving the IAAF, CAS and the CAS Panel shall be bound by the IAAF Constitution, Rules and Regulations (including the Anti-Doping Regulations). In the case of any conflict between the CAS rules currently in force and the IAAF Constitution, Rules and Regulations, the IAAF Constitution, Rules and Regulations shall take precedence”.

51. This case is not an appeal. However, the purpose of the direct hearing at the CAS is to shortcut the otherwise applicable procedure. The substantive outcome of the shortcut should not differ from the outcome of the otherwise applicable procedure. Therefore, Rule 13.9.4 must apply by analogy.

52. Pursuant to Rule 13.9.5 of the IAAF ADR, the governing law shall be Monegasque law. However, the IAAF rules in question are to be interpreted in a manner harmonious with other WADC compliant rules.

53. Pursuant to Rule 21.3 of the IAAF ADR, anti-doping rule violations committed prior to 3 April 2017 are subject, for substantive matters, to the rules in place at the time of the alleged anti-doping rule violation. With respect to the procedural matters, Rule 21.3 of the IAAF ADR provides that *“for Anti-Doping Rule Violations committed on or after 3 April 2017, these Anti-Doping Rules”* shall apply and that *“for Anti-Doping Rule Violations committed prior to 3 April 2017, the 2016-2017 IAAF Competition Rules”* shall apply. Thus the procedural issues of the present arbitration shall be governed by the 2016-2017 IAAF Competition Rules.

54. According to Rule 21.3 of the IAAF ADR: “*the relevant tribunal may decide it appropriate to apply the principle of lex mitior in the circumstances of the case*”.
55. The IAAF argues that the Athlete’s alleged ADRVs occurred in 2012 and that the 2012-2013 IAAF Rules should, thus, apply.
56. Given that the alleged ADRV’s are believed to have taken place in the year 2012, the Sole Arbitrator holds that the substantive aspects of the present procedure are to be governed by the 2012-2013 IAAF Rules. He further considers that in view of the wording of Rule 21.3 of the IAAF ADR the sanction should be determined on basis of the *lex mitior*, which could be the IAAF ADR.
57. The Sole Arbitrator notes that, pursuant to Rules 33.1 of the 2012-2013 IAAF Rules, the burden of proof that an ADRV has occurred is on the IAAF and that the relevant standard of proof is that he must be comfortably satisfied that the Athlete committed an ADRV before making a finding against said athlete (see, e.g. CAS 2015/A/4163; CAS 2015/A/4129 and CAS 2016/A/4486).

VIII. MERITS

A. The Anti-Doping Rule Violations

58. The IAAF claims that the Athlete breached Rule 32.2(a) of the 2012-2013 IAAF Rules, prohibiting the Presence of a Prohibited Substance or its Metabolites or Markers in an Athlete Sample, and Rule 32.2(b) of the 2012-2013 IAAF Rules, which prohibits the Use or Attempted Use of a Prohibited Substance or a Prohibited Method.

B. Discussion on the evidence taken into account by the Sole Arbitrator

59. In reaching his decision, the Sole Arbitrator has accepted into evidence all the evidence provided by the IAAF, in particular the McLaren Evidence.
60. In this regard, the Sole Arbitrator recalls that the admittance of evidence is subject to procedural laws. Given that the 2016-2017 IAAF Rules govern the admittance of evidence, the Sole Arbitrator has to refer to Rule 33(3) of these rules, which provides: “*Facts related to anti-doping rule violations may be established by any reliable means, including but not limited to admissions, evidence of third Persons, witness statements, expert reports, documentary evidence, conclusions drawn from longitudinal profiling such as the Athlete Biological Passport and other analytical information*”.
61. Regarding the alleged Presence Violation in the year 2012, the Sole Arbitrator notes that the sample provided by the Athlete on 7 August 2012 at the London Olympic Games tested positive for DHCMT and that the Athlete did not appeal the IOC Decision.
62. As regards the other alleged ADRV, considering the very large scope of elements that could be admitted as evidence, the Sole Arbitrator holds that the McLaren Evidence has to be

considered as evidence in the sense of the 2016-2017 IAAF Rules and that if considered as reliable, this evidence can be relied upon for the purpose of establishing facts related to an ADRV.

63. Further, when evaluating whether he was comfortably satisfied that an ADRV had occurred, the Sole Arbitrator did take into consideration all relevant circumstances of the case. In the context of the present case, and by analogy to other cases handled by the CAS concerning similar issues relating to similar evidence (CAS 2017/A/5379 and CAS 2017/A/5422), the relevant circumstances include, but are not limited, to the following:
- the IAAF is not a national or international law enforcement agency. Its investigatory powers are substantially more limited than the powers available to such bodies. Since the IAAF cannot compel the provision of documents or testimony, it must place greater reliance on the consensual provision of information and evidence and on evidence that is already in the public domain. The evidence that it is able to present before the CAS necessarily reflects these inherent limitations in the IAAF's investigatory powers. The Sole Arbitrator's assessment of the evidence must respect those limitations. In particular, it must not be premised on unrealistic expectations concerning the evidence that the IAAF is able to obtain from reluctant or evasive witnesses and other source.
 - in view of the nature of the alleged doping scheme and the IAAF's limited investigatory powers, the IAAF may properly invite the Sole Arbitrator to draw inferences from the established facts that seek to fill in gaps in the direct evidence. The Sole Arbitrator may accede to that invitation where he considers that the established facts reasonably support the drawing of the inferences. So long as the Sole Arbitrator is comfortably satisfied about the underlying factual basis for an inference that the Athlete has committed a particular ADRV, he may conclude that the IAAF has established an ADRV notwithstanding that it is not possible to reach that conclusion by direct evidence alone.
 - at the same time, however, the Sole Arbitrator is mindful that the allegations asserted against the Athlete are of the utmost seriousness. The Athlete is accused, inter alia, of having used Prohibited Substances and having knowingly benefitted from a doping scheme and system that was covering up her positive doping results and registered them as negative in ADAMS. Given the gravity of the alleged wrongdoing, it is incumbent on the IAAF to adduce particularly cogent evidence of the Athlete's deliberate personal involvement in that wrongdoing. In particular, it is insufficient for the IAAF merely to establish the existence of an overarching doping scheme to the comfortable satisfaction of the Sole Arbitrator. Instead, the IAAF must go further and establish, in each individual case, that the individual athlete knowingly engaged in particular conduct that involved the commission of a specific and identifiable ADRV. In other words, the Sole Arbitrator must be comfortably satisfied that the Athlete personally committed a specific violation of a specific provision of the 2012-2013 IAAF Rules.

- in considering whether the IAAF has discharged its burden of proof to the requisite standard of proof, the Sole Arbitrator will consider any admissible “reliable” evidence adduced by the IAAF. This includes any admissions by the Athlete, any “credible testimony” by third parties and any “reliable” documentary evidence or scientific evidence. Ultimately, the Sole Arbitrator has the task of weighing the evidence adduced by the Parties in support of their respective allegations. If, in the Sole Arbitrator’s view, both sides’ evidence carries the same weight, the rules on the burden of proof must break the tie.
64. As to the reliability of the McLaren Evidence, the Sole Arbitrator, notes, first, that the findings of the Second McLaren Report in relation to the “Disappearing Positive Methodology”, meet – according to the report – a high threshold, as the standard of proof that was applied was “beyond reasonable doubt” and, thus, can be considered as sufficiently reliable (OG AD 16/009, and CAS 2017/O/5039). In this regard, the Sole Arbitrator further notices that Dr. Rodchenkov has, on several occasions, testified that the results that were supposed to be reported in ADAMS have been systematically registered as negative and that said testimony has, until now, not been proven wrong.
65. Second, neither Prof. McLaren’s credibility nor his independence when establishing his reports have been objectively contested. The simple fact that he has been appointed as arbitrator by the WADA in cases at the CAS and has been during a certain period of time member of the WADA board does not affect the finding in his Reports as it is not even alleged that the WADA could have had an interest in seeing Prof. McLaren make the findings he did in his Reports. This is even more so as the said findings put WADA and its management of the whole anti-doping system in a bad light.
66. Third, a mere allegation, such as the one brought forward by the Athlete in her letter to the IAAF dated 17 November 2017, that Prof. McLaren’s findings are biased, not proven and/or are not reliable, does not constitute a substantiated contestations of the facts, such allegation being purely generic.
67. Fourth, the Sole Arbitrator considers that given the important number of athletes whose names were on the London Washout Schedule and whose samples provided at the 2012 London Olympic Games retested positive, said Schedule appears to be reliable evidence. This is further corroborated by the fact that the substances found in many of the retested samples provided at the 2012 London Olympic Games correspond to the substances listed, for the same athletes, on the London Washout Schedule.
68. Fifth, in difference to the information related to London Washout Schedule made public by Prof. McLaren (and which had been made available to the athletes), in which the names of the athletes had been replaced by codes, the documents submitted as evidence by the IAAF in the present case, which are the initial documents revised by Prof. McLaren and his team, contain the names of the athletes that provided the samples. Thus, this list is not affected by the errors that might have been made by Prof. McLaren and his team when coding the information contained therein.

69. Sixth, the reliability of the metadata of the evidence relied upon by Prof. McLaren to establish his Reports and by the IAAF in the present case has, at this stage, never been successfully contested and its contemporaneous character has not been questioned by the Athlete. Thus, the Sole Arbitrator sees no reasons to do so either and follows, on this aspect, the existing CAS jurisprudence (CAS 2017/O/5039).
70. Further, the Sole Arbitrator notes that it is uncontested that Dr. Rodchenkov, as director of Moscow Laboratory, was in a position to have access to all relevant data and information necessary to establish the Washout Schedules either himself or get them established by one of his subordinates at the Laboratory. It is moreover uncontested that the Moscow Laboratory was one of the leading anti-doping laboratories in the world and that it had the capacity to detect even the slightest traces of substances in a reliable manner. Finally it is uncontested that Dr. Rodchenkov had (and still has) the scientific knowledge and experience required to establish the Washout Schedules. Thus, the evidence based on his scientific expertise can be considered reliable as well.
71. The Sole Arbitrator holds that no element has been brought forward to validly contest the argument that Dr. Rodchenkov or one of his colleagues from the Moscow Laboratory, in particular Mr. Tim Sobolevsky, set up the London and the Moscow Washout Schedules for the purpose of assuring that the athletes on the list would not test positive at the events they were preparing. In particular, the Sole Arbitrator's notes that no convincing element has been brought forward that would explain how Dr. Rodchenkov could have established, after having left his position of/as director of the Moscow Laboratory but before the publication of the results of the London Retests, a list with the names of athletes that allegedly had used prohibited substances, list which then turned out to be largely in line with the list of athletes whose samples provided at the 2012 London Olympic Games retested positive for exactly those substances referenced in the said Schedule.
72. The fact that the EDP documentation contains, as the Athlete has argued in her letter to the IAAF dated 17 November 2017 and as Prof. McLaren has acknowledged during a hearing in another procedure cases (CAS 2017/A/5379 and CAS 2017/A/5422), some errors does not invalidate the reliability of the whole findings as such, as an occasional error in the allocation of the codes in some cases does not affect the veracity of all the codes and the content of the samples allocated to the athletes. In any event, as already mentioned above, in the present matter, the evidence submitted by the IAAF does not contain the code number attributed to the Athlete, but the Athlete's name.
73. The circumstance, that in other cases (CAS 2017/A/5379 and CAS 2017/A/5422) a Panel held that the mere fact that an athlete was on the Duchess List is not itself sufficient for the Panel to be comfortably satisfied that said athlete used prohibited substance cannot, in the view of the Sole Arbitrator, be transposed to the present or other cases in connection with the Washout Schedules as some of these Washout Schedules refer to samples given on a specific day, by a specific athlete in the context of an official anti-doping test. The fact that said athlete was tested can therefore not be contested. The only element that could be contested is the positive finding by the Moscow Laboratory in its initial testing procedure ("TTP") related to the sample. However, as already mentioned above, the Sole Arbitrator

considers that there is no convincing explanation other than then the one that the Washout Schedules have been established in a contemporaneous manner and on basis of the findings in the ITP carried out by the Moscow Laboratory as to how Dr. Rodchenkov could have, ex post, established a list of fictive positive tests belonging to a large number of athletes out of which a relatively big part had, as it would turn out later, provided samples at the 2012 London Olympic Games that contained the Prohibited Substances that are to be found on the London Washout Schedule.

74. Finally, with regards to the argument that the positive findings in the retesting of the sample provided at the 2012 London Olympic Games was due to the faulty detection method developed, inter alia, by Dr. Rodchenkov, the Sole Arbitrator notes that such argument has already been thoroughly analyzed and then rejected by the CAS (CAS 2016/A/4803, 4804 & 4983). As no new elements have been raised in relation to this issue, the Sole Arbitrator does not see any valid grounds to distance himself from the findings of the Panel in those three cases.
75. In view of these considerations, the Sole Arbitrator holds that the McLaren Evidence and the London Washout Schedule are reliable elements that, taken together, form a body of concordant factors and evidence strong enough to establish an ADRV in this specific case.

C. Decision on liability

a) The occurrence of a violation of Rule 32.2(a) of the 2012-2013 IAAF Rules

76. The Sole Arbitrator notes that DHCMT has been found in the Athlete's A- and B-sample provided on 7 August 2012 at the 2012 London Olympic Games.
77. The Sole Arbitrator further notes that the Athlete did not appeal the IOC Decision to disqualify her results obtained in the hammer throw event at the 2012 London Olympic Games and that, in the present proceeding, the Athlete did not contest the adverse analytical finding (AAF).
78. The Sole Arbitrator recalls that even the assertion, contained in the Athlete's letter to the IAAF dated 17 November 2017, according to which the AAF would only be due to the faulty methodology developed by Dr. Rodchenkov, lacks any objective grounds and has, in substance, already been rejected by the CAS (see CAS 2017/A/5379 and CAS 2017/A/5422).
79. DHCMT is an exogenous androgenic anabolic steroid prohibited under section S1.1.a. of WADA's 2012 Prohibited List.
80. Based on the above, the Sole Arbitrator is comfortably satisfied that the Athlete violated Rule 32.2(a) of the 2012-2013 IAAF Rules.

b) *The occurrence of a violation of Rule 32.2(b) of the 2012-2013 IAAF Rules*

81. In regard of the alleged violation of Rule 32.2(b) of the 2012-2013 IAAF Rules, the Sole Arbitrator, first, recalls that in the present proceedings there is no indication that the information contained in the McLaren Reports would not be reliable. Second, he shares the view, expressed by other Panels that the London Washout Schedule must be read in the context of the McLaren Reports as a whole and constitutes evidence that an athlete whose name appears on the said Washout Schedule used the prohibited substance(s) listed as having been found in his or her sample(s).
82. As regards the specific case of the Athlete, the Sole Arbitrator notes that the London Washout Schedule contains four (4) different entries related to the Athlete all of which show at least the presence of two (2) different prohibited exogenous anabolic steroids, i.e. DHCMT and Methasterone, and three (3) show the presence of a third prohibited exogenous anabolic steroid, i.e. Desoxymethyltestosterone, the first entry dating back to 17 July 2012. In this regard, it has to be recalled that it is not contested that the name on the London Washout Schedule refers to the Athlete. Further, it is not contested that on the dates of these entries the Athlete underwent official anti-doping control tests although all samples were reported as negative in ADAMS.
83. Given that the presence of one of these substances, i.e. DHCMT, detected by the ITP performed by the Moscow Laboratory in the sample provided on 17 July 2012, was established by the retest of the sample taken on 7 August 2012, the Sole Arbitrator considers that the AAF at the 2012 London Olympic Games confirms/corroborates the evidence according to which the Athlete used one or more prohibited substances to prepare for this competition.
84. In the light of these considerations, the Sole Arbitrator is comfortably satisfied that the Athlete is guilty of having used Prohibited Substances in the lead up to the 2012 London Olympic Games. In particular, the Sole Arbitrator is comfortably satisfied that the Athlete used Oral Turinabol (DHCMT), Methasterone and Desoxymethyltestosterone during her preparation for this major event as is shown by the results of the sample (2728640) as listed in the London Washout Schedule and dated 17 July 2012.
85. Based on the above, the Sole Arbitrator finds that the Athlete violated Rule 32.2(b) of the 2012-2013 IAAF Rules.

D. Decision on sanction

86. In view of the fact that, since 26 October 2015, the Athlete is serving a period of ineligibility of four (4) years further to an AAF for DHCMT in connection with an in-competition doping control on 6 September 2015, the IAAF acknowledges that the violations object of the present proceeding are not to be considered as “second violation” in the sense of the IAAF Rules. Consequently, the IAAF does not seek a further period of ineligibility against the Athlete.
87. Thus, the Sole Arbitrator does not need to address such period of ineligibility.

E. Decision on disqualification

88. This case concerns ADRVs committed in 2012 and the applicable rule on disqualification should thus be Rule 40.8 of the 2012-2013 IAAF Rules. Pursuant to this disposition:

“In addition to the automatic disqualification of the results in the Competition which produced the positive sample under Rule 39 and 40, all other competitive results obtained from the date the positive Sample was collected (whether In-Competition or Out-of-Competition) or other anti-doping rule violation occurred through to the commencement of any Provisional Suspension or Ineligibility period shall be Disqualified with all of the resulting Consequences for the Athlete including the forfeiture of any titles, awards, medals, points and prize and appearance money”.

89. However, as the IAAF argued that the lex mitior principle should apply, the Sole Arbitrator holds that Rule 10.8 of the IAAF ADR should apply as it contains an express fairness exception. Rule 10.8 of the IAAF ADR reads as follows:

“In addition to the automatic Disqualification, pursuant to Article 9, of the results in the Competition that produced the Adverse Analytical Finding (if any), all other competitive results of the Athlete obtained from the date the Sample in question was collected (whether In-Competition or Out-of-Competition) or other Anti-Doping Rule Violation occurred through to the start of any Provisional Suspension or Ineligibility period shall be Disqualified (with all of the resulting consequences, including forfeiture of any medals, titles, ranking points and prize and appearance money), unless the Disciplinary Tribunal determines that fairness requires otherwise”.

90. Although the IAAF sought, in its written submissions, that the Athlete’s results should be disqualified from the date of the proof of the earliest ADRV, i.e. 17 July 2012, until the commencement of her ineligibility period on 26 October 2015, it acknowledged, at the hearing, that the Sole Arbitrator could, on the basis of the fairness exception set out in Rule 10.8 of the IAAF ADR, reduce that period.
91. The Sole Arbitrator notes that according to the wording of Rule 10.8 of the IAAF ADR, all the competitive results of the Athlete as from the moment of the earliest violation, i.e. 17 July 2012, until the commencement of her ineligibility period on 26 October 2015 would have to be disqualified, unless fairness requires otherwise.
92. According to established CAS jurisprudence, the principle of proportionality requires a panel to assess whether a sanction is appropriate to the violation committed in the case at stake (CAS 2016/O/4481 and CAS 2017/O/5039), excessive sanctions being prohibited (CAS 2017/O/5039 and case-law cited).
93. While being aware that when assessing whether a sanction is excessive, a judge must review the type and scope of the proved rule-violation, the individual circumstances of the case, and the overall effect of the sanction on the offender (CAS 2017/O/5039), the Sole Arbitrator also notes that the question of fairness and proportionality in relation to the length of the disqualification period vis-à-vis the time which may be established as the last time that the

Athlete objectively committed a doping offence can be taken into consideration (CAS 2016/O/4682).

94. In the present case, taking into consideration (1) that the Athlete has already been found guilty of having committed an ADRV on 6 September 2015, (2) that, in the present proceeding, the Athlete has been found guilty of having violated Rule 32.2 (a) as well as Rule 32.2 (b) of the 2012-2013 IAAF Rules, and (3) that the Athlete used multiple prohibited substances, i.e. three (3) different exogenous anabolic steroids, the Sole Arbitrator finds that the disqualification of all competitive results over a period of time of a bit more than three (3) years and three (3) months, i.e. from 17 July 2012 until 25 October 2015, does not seem unfair or disproportionate, even if there is no evidence that the Athlete was using a prohibited substance and/or a prohibited method between the 7 August 2012 and the 6 September 2015.
95. Consequently, in accordance with Rule 10.8 of the IAAF ADR, the Sole Arbitrator finds that all competitive results obtained by the Athlete from 17 July 2012 until 25 October 2015 shall be disqualified with all resulting consequences, including the forfeiture of any titles, awards, points, prizes and appearance money.

ON THESE GROUNDS

The Court of Arbitration for Sport rules that:

1. The Request for Arbitration filed by the International Association of Athletics Federations with the Court of Arbitration for Sport against the Russian Athletics Federation and Ms. Mariya Beshpalova on 6 April 2018 is admissible and upheld.
2. Ms. Mariya Beshpalova committed anti-doping rule violations according to Rule 32.2(a) and to Rule 32.2(b) of the 2012-2013 IAAF Competition Rules.
3. All competitive results obtained by Ms. Mariya Beshpalova from 17 July 2012 through to the commencement of her ineligibility period on 26 October 2015 shall be disqualified, with all of the resulting consequences, including the forfeiture of any titles, awards, medals, points, prizes and appearance money.
4. (...).
5. (...).
6. All other or further motions or prayers for relief are dismissed.