



Tribunal Arbitral du Sport  
Court of Arbitration for Sport

By fax

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Lausanne, 7 December 2007/DC/kh

**Re: CAS 2007/A/1318 Lobello v/International Skating Union**

Dear Sirs,

Please find attached a copy of the Arbitral Award rendered by the Court of Arbitration for Sport in the above-referenced matter.

An original copy of the award, signed by each Panel member, will be issued to the parties shortly.

I remain at your disposal for any further information.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'David Casserly', is positioned above the typed name.

David CASSERLY  
Counsel to the CAS

Encl.

Cc: Panel



Tribunal Arbitral du Sport  
Court of Arbitration for Sport

**CAS 2007/A/1318 Lobello v/International Skating Union**

**ARBITRAL AWARD**

rendered by

**THE COURT OF ARBITRATION FOR SPORT**

sitting in the following composition

President: Mr David A.R. Williams QC, Barrister, Auckland, New Zealand  
Arbitrators: Mr Jeffrey G. Benz, Attorney-at-law, Los Angeles, USA  
Mr Michele Bernasconi, Attorney-at-law, Zurich, Switzerland  
Clerk: Mr David Casserly, Counsel to the CAS, Lausanne, Switzerland

in the arbitration between

**ANTHONY LOBELLO**, Tallahassee, USA  
represented by Mr Edward G. Williams, Attorney-at-law in New York, USA

- Appellant -

- and -

**INTERNATIONAL SKATING UNION**, Lausanne, Switzerland  
represented by Mr Gerhard Bubnik, ISU Legal Advisor and Attorney-at-law in Prague,  
Czech Republic

- Respondent -

## **1. The parties**

The Appellant, Anthony Lobello, is a professional short-track speed skater and a member of US Speedskating.

The Respondent, the International Skating Union (ISU), is the governing body of international ice skating and is responsible for implementing the 2006 ISU Anti-Doping Rules ("the Rules") compiled in accordance with the World Anti-Doping Code.

Each of the parties has been legally represented throughout. Their respective counsel participated at the telephone hearing which preceded the making of this Award.

## **2. Undisputed facts of the case**

Pursuant to Article 5.5.1 of the Rules the ISU is obliged to select a 'Registered Testing Pool' of skaters who must provide up-to-date information of their whereabouts to the ISU, by filing quarterly reports. Article 5.1 states as follows:

"The ISU shall identify a Registered Testing Pool of those Skaters who are required to provide up-to-date whereabouts information to the ISU, details of which are defined in Article C.3 of the ISU Anti-Doping Procedures. The ISU may revise its Registered Testing Pool from time to time as appropriate. Each Skater in the Registered Testing Pool shall file quarterly reports with the ISU on forms (electronic, faxed or mailed) provided by the ISU, which specify on a daily basis the locations and times where the Skater will be residing, training, competing and vacationing. Skaters shall update this information as necessary so that it is current at all times. The ultimate responsibility for providing whereabouts information rests with each Skater, however, it shall be the responsibility each Member to use its best efforts to assist the ISU in obtaining whereabouts information as requested by the ISU."

On 30 May 2006 the ISU informed US Speedskating that Mr Lobello had been included in the ISU Registered Testing Pool for 2006/07.

The ISU wrote to Mr Robert Crowley at US Speedskating on 24 April 2007, informing him that the Appellant had received his third formal warning for failing to provide a whereabouts form, and that "we regret to inform you that as per Article 8 of the ISU Anti-Doping Rules (Communication No.1372) this case will now be submitted to the ISU Disciplinary Commission. We remind you that, as stated in Article 10.4.3 of the Rules, the sanction for a first violation is three months to one year ineligibility. In addition, as stated in Article 12.3.3 of the ISU Rules, Members who fail to inform the ISU of skaters' whereabouts may also be fined by the Disciplinary Commission. Please demonstrate to us what, if any, efforts US Speedskating undertook to keep us informed of this skater's whereabouts after receiving the first two warnings of October 27, 2006 and January 19, 2007".

On 24 April 2007 the ISU filed a complaint against Mr Lobello with the ISU Disciplinary Commission. The complaint alleged that Mr Lobello had failed to submit

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the required quarterly whereabouts form for the second quarter of 2007, despite having been reminded by the ISU to do so. The complaint further alleged that Mr Lobello had received two formal warnings in the preceding 12 months, for failures to submit whereabouts forms for the fourth quarter of 2006 and the first quarter of 2007, and as the latest warning was therefore his third in the preceding 12-month period, Mr Lobello was in violation of Articles 2.4, 5.5.4 and 5.5.7 of the ISU Anti-Doping Rules. Those Articles provide as follows:

“2.4 Violation of the requirements regarding Skater availability for Out-of-Competition Testing including failure to provide required whereabouts information set forth in Article 5.5 (Skater whereabouts requirements) and missed tests which are declared based on reasonable rules.

5.5.4 Any Skater in the ISU Registered Testing Pool who fails to submit a required quarterly whereabouts report after receipt of two formal written warnings from the ISU or the Member to do so in the preceding 12 months shall be considered to have committed an ISU Anti-Doping Rule violation pursuant to Article 2.4.

5.5.7 If the Skater cannot be located for an ISU Out-of-Competition no notice or short notice Testing due to incorrect or insufficient information provided to the ISU/Anti-Doping Organization, the Member to which the Skater is affiliated shall be obliged to pay expenses for the unsuccessful attempt at testing.”

Mr Lobello filed a Statement of Reply to the ISU’s complaint by way of a letter of 14 May 2007. It is important to note that, while he offered factors in mitigation of his actions, he did not at that stage deny the ISU’s allegations, and waived his right to an oral hearing. The letter began as follows:

“I, Anthony Lobello, am embarrassed and distressed about my third warning for not filing the whereabouts form with the ISU in a timely manner and the pending disciplinary sanctions that will result. I have no excuse for my actions and understand the potential consequences that I will face. However, I would like to take this opportunity to explain the very unusual circumstances.”

Mr Lobello said that such circumstances were that his schedule had been out of his control during the relevant period. Following the World short track individual and team championships he had not been sent home to Michigan but rather to Colorado Springs for a day and then to Salt Lake City. US Speedskating had just told him that the National Team short track programme would be moved to Salt Lake City and that he had to find housing etc. He had just three or four days to begin his move from Michigan, then he had to drive to his family home in Florida and then to Utah, all of which had placed him under stress. Once he was settled in Salt Lake City he had immediately sent his new permanent address to the ISU, on the same day on which he received his third formal warning.

The ISU Disciplinary Commission issued its decision on 8 June 2007. It held that Mr Lobello had violated Articles 2.4, 5.5.4 and 5.5.7 of the ISU Anti-Doping Rules. The Disciplinary Commission imposed a six-month period of ineligibility on Mr Lobello commencing on 8 June 2007. This was half the available maximum sanction.

### 3. Proceedings before the Court of Arbitration for Sport

On 29 June 2007 Mr Lobello filed a Statement of Appeal with the Court of Arbitration for Sport ("CAS") pursuant to Art. R47 and R48 of the CAS Code of Sports-related Arbitration (the "Code"), claiming that he had unearthed fresh evidence that exonerated him of the violations of which he had been found to be in breach. The Statement of Appeal noted that the Appellant also intended to file a motion with the ISU Disciplinary Commission, seeking reconsideration of its decision of 8 June 2007, and that if that motion was successful he would withdraw his CAS appeal.

It is important to note that the Appellant did not apply for a stay of enforcement pending the determination of his appeal.

#### *The request for reconsideration and suspension of the CAS proceedings*

On 3 July 2007, as foreshadowed in the Statement of Appeal, the Appellant wrote to the ISU Disciplinary Commission seeking reconsideration by that body of its decision of 8 June 2007, based on the newly-adduced evidence.

US Speedskating wrote a letter of support to the ISU Disciplinary Panel dated 3 July 2007. It said *inter alia*:

"As a result of this new information, we believe the second warning issued by the ISU to Mr Lobello on January 19, 2007, should be rescinded and, as a result, he should have no period of ineligibility. He should be placed back in a position where he has two warnings on his record, and not three which would result in a penalty pursuant to Article 2.4 of the ISU Anti-Doping Rules.

Looking ahead at the broader picture, US Speedskating also respectfully requests that a system be developed by the ISU where the skaters receive a confirmation directly from the ISU (as opposed to the confirmation simply generated by the fax machine) that the Athlete Whereabouts Forms have been accepted by the ISU. Such notification would greatly assist skaters worldwide in having confidence that they are in compliance. We would be pleased to provide all email contacts for all skaters on the Whereabouts reporting list."

The ISU opposed the request for reconsideration because it was of the opinion that: "neither the ISU Constitution nor the ISU Disciplinary Commission Rules of Procedure grant the ISU Disciplinary Commission the authority and jurisdiction to reconsider a case once the Commission has issued and communicated to the parties its final decision on the merits of the case. The only way to review the Decision of the ISU Disciplinary Commission is the review by CAS on the grounds of a timely filed appeal."

On 13 July 2007, following agreement by the parties, CAS advised that the appeal proceedings had been suspended until further notice, pending the determination by the ISU Disciplinary Commission of Mr Lobello's request for reconsideration.

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The ISU Disciplinary Commission issued its decision on the request for reconsideration on 27 July 2007. The request was refused on the grounds that, first, the Disciplinary Commission's rules of procedure did not confer the authority to reconsider the decision, and secondly that, in any event, the new evidence adduced by Mr Lobello was in Mr Lobello's possession at the time that the Disciplinary Commission first considered the ISU's complaint, and should have been put forward at that time. The lateness in adducing the new evidence was of Mr Lobello's own making and therefore, as a matter of general principle under Swiss procedural rules, the evidence could not be accepted.

*CAS proceedings following the refusal of the request for reconsideration*

On 31 July 2007 CAS advised the parties that, following the decision of the ISU Disciplinary Commission of 27 July, the CAS proceedings had been removed from suspension. CAS asked that the Appellant therefore file an appeal brief.

On 9 August 2007 the Appellant filed his appeal brief.

On 28 August 2007 the ISU filed its Answer to the Appellant's appeal brief.

On 29 August 2007 CAS asked the parties to confirm whether they wished a hearing to be held or whether they preferred that the matter be decided "on the papers".

The Appellant replied on 30 August 2007, stating his preference for a hearing, so long as such hearing could be held in the United States. The Appellant suggested Salt Lake City as a venue. If the hearing could not be held in the United States the Appellant's preference was to forego the hearing and for the Panel to decide the matter on the basis of the written submissions and witness statements. The Appellant requested that he be allowed to have his witness statements, filed with his appeal, sworn and re-submitted.

On 3 September 2007 the ISU advised that it agreed not to have a hearing, but that it objected to the presentation by the Appellant of witness statements because in the absence of a hearing the ISU would not be able to question the witnesses who had provided statements. The ISU added that, if a hearing were held, it should take place in Lausanne rather than in the United States.

On 28 September 2007 CAS advised the parties that the Panel had decided to hold a hearing in New York, on 16 November 2007, and asked that the parties submit signed witness statements prior to the hearing.

On 10 and 11 October 2007 the Appellant submitted his witness statements, comprising the evidence of the Appellant, his mother Mrs Sharon Lobello, Jennifer Schrier of the United States Anti-Doping Agency, and Mr Robert Crowley of US Speedskating.

On 11 October 2007, upon a request from the President of the Panel and taking into consideration (i) the previous suspension of the arbitral proceedings brought about by agreement of the parties, and (ii) the Panel's decision to convene an oral hearing following the request of the Appellant, the President of the Appeals Arbitration

Division granted a six-week extension of the four-month time limit to issue the operative part of the award, set out in article R59 of the Code, until 14 December 2007.

On 17 October 2007 the ISU advised that it would not call any witnesses at the hearing and accordingly would not submit any witness statements on its behalf.

On 29 October 2007 the Appellant advised that he no longer wished to have an oral hearing and instead was content for his appeal to be decided "on the papers"

On 31 October 2007 the ISU agreed not to have a hearing, on the condition that the Appellant withdraw the sworn witness statements filed in support of his appeal. If the Appellant did not withdraw the witness statements filed on his behalf, and a hearing was nevertheless not held, the ISU asked that the Panel not consider the Appellant's witness statements.

On 2 November 2007 CAS advised the parties that the in-person hearing set down for 16 November had been cancelled, and that in its place a telephone hearing involving the Panel and the parties' legal counsel had been convened for 16 November 2007. CAS further advised that the Panel had decided not to remove the Appellant's witness statements from the file.

On 5 November 2007 the ISU advised that its legal advisor, Mr Bubnik, was unavailable for the telephone hearing on 16 November.

On 12 November 2007 CAS advised the parties that the telephone hearing had been rescheduled and would now be held on 20 November 2007.

The hearing in this matter was held by telephone on 20 November 2007 commencing at 15.45 CET. Both counsel made extensive oral submissions and they also responded to questions from the Panel.

#### **4. The nature of appellate proceedings before the CAS**

Section C of the Code sets out the Specific Provisions applicable to the Appeal Arbitration Proceedings. Art. R57 of the Code deals with the scope of the Panel's review and the hearing and states in part as follows:

"The Panel shall have full power to review the facts and the law. Upon transfer of the file, the President of the Panel shall issue directions in connection with the hearing for the examination of the parties, the witnesses and the experts, as well as for the oral arguments. He may also request communication of the file of the disciplinary tribunal or similar body, the decision of which is subject to appeal. Articles R44.2 and R44.3 shall apply."

It follows that the parties are not limited to the evidence that was previously presented to the first instance tribunal. To the contrary, the Panel is entitled to consider new evidence: see for example *H v FIM* (CAS 2002/A/281). This was accepted by the Respondent at paragraph 1.1 of its Answer.

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**5. The case for the Appellant**

*Statement of Appeal*

The Appellant outlined the grounds of his appeal in his Statement of Appeal of 29 June 2007. He stated that, subsequent to the decision of the ISU Disciplinary Commission on 8 June 2007, he had become aware that he had in fact submitted the form detailing his whereabouts for the first quarter of 2007. That form had been sent to the ISU by facsimile by Ms Tricia Stennes, an assistant coach employed by US Speedskating, on his behalf on 13 December 2006. Accordingly the Appellant ought not to have received a formal warning for failing to supply his whereabouts form for the first quarter of 2007. It followed that the Appellant had not failed to supply whereabouts forms on the requisite three occasions in the preceding 12 months, and accordingly the Appellant contended that he had not violated the ISU's Anti-doping Rules.

The Statement of Appeal submitted that the charges against the Appellant should be rescinded, the decision of the Disciplinary Commission of 8 June should be vacated, and the Appellant "returned to good standing".

*Appeal brief*

On 9 August 2007 the Appellant filed his appeal brief. It repeated the claim set out in the Statement of Appeal, and said that the Appellant's whereabouts form for the first quarter of 2007 had been sent by facsimile from Tricia Stennes to the ISU, at the Appellant's request, on 13 December 2006.

The appeal brief stated that the facsimile to the ISU had been found amongst the Appellant's papers by his mother, Sharon Lobello. The brief annexed as exhibits, *inter alia*, a facsimile cover sheet from the Appellant to the ISU dated 13 December 2006, a whereabouts form dated 13 December 2006 which was signed by the Appellant, a transmission printout confirming that a 2-page facsimile had been successfully sent to the facsimile number for the ISU on 13 December 2006, and a signed declaration from Tricia Stennes that she had sent the facsimile in question to the ISU at the Appellant's request.

The salient passages of the declaration of Ms Stennes are as follows:

"I recall transmitting a fax per a request from Anthony Lobello. I sent the fax from the US Olympic Education Center Office.

I trust the fax confirmation sheet to be accurate, for I have never had a reason to fax the ISU before and I have never faxed the ISU since."

It was noted in the appeal brief that the ISU did not communicate with skaters directly, but rather through their respective national bodies. As a result, it was claimed that the athletes concerned did not always receive communications from the ISU that were intended for them, and those communications that did reach their intended recipient were at times delayed. A letter dated 9 August 2007 from Robert Crowley, the Executive Director of US Speedskating, to the CAS Panel was exhibited to the appeal



brief in support of this claim. That letter noted that the notice from the ISU to the Appellant dated 13 April 2007, requiring the Appellant to furnish his whereabouts form for the second quarter of 2007 by 24 April 2007, was not received by the Appellant until after 24 April 2007 because the letter had been sent via US Speedskating rather than to the Appellant directly, and US Speedskating had not had staff on-site at the time to forward the notice to the Appellant in time.

The appeal brief further argued that the ISU had on previous occasions failed to accurately record which skaters had and had not submitted their whereabouts forms, and gave as examples occasions when two American speedskaters whose whereabouts forms had been requested by the ISU when they had already been filed. The Appellant submitted that the same error had occurred in this case.

The appeal brief also noted that Mr Lobello had complied fully with the United States Anti-Doping Agency's testing requirements.

*Written witness statements*

As noted earlier, the Appellant filed written witness statements on his behalf on 10 and 11 October 2007. In support of his contention that he had in fact sent to the ISU the whereabouts form for the first quarter of 2007 the Appellant said the following:

"I witnessed the sending, by facsimile transmission, of the fax cover sheet and my "Whereabouts Form" to the ISU by Ms. Tricia Stennes...on December 13, 2006"

"At my request, my mother searched through and located among my papers...the facsimile confirmation sheet for that December 13 facsimile transmission, as well as the "Whereabouts Form" itself and fax cover sheet."

The Appellant's mother, Sharon Lobello, confirmed in her witness statement that "On or about June 16, 2007, and at my son's request, I searched through my son's papers and other belongings...and found a copy of the fax cover sheet and "Whereabouts Form" addressed to the ISU dated December 13, 2006 and the facsimile confirmation sheet relative to the facsimile, showing that that facsimile transmission (2 pages) had been received by the ISU at its given facsimile number."

In support of his point that communications from the ISU to individual skaters were not always received by the skater, and that those that were received were not always received in a timely manner, the Appellant stated:

"I never received any facsimile, email or other information, either orally or in writing, from either the ISU or USS (or anyone else), that the ISU had failed to receive my athlete "Whereabouts Form" for the first quarter (January, February and March, 2007)"

"I never received the "warnings" allegedly sent by the ISU to US Speedskating on December 29, 2006 and January 9, 2007."

I never received the so-called "Second Formal Warning" allegedly transmitted by the ISU on or about January 19, 2007."

“Similarly, I never received any warning, either orally or in writing, from the ISU or USS (or anyone else) that I had not filed a “Whereabouts Form” for the second quarter (April, May and June, 2007) until after it was too late, at which time I also learned, for the first time (from Mr Crowley), that I had received a “Second Formal warning” for allegedly failing to file a Whereabouts Form in December 2006 (when, in fact, I had made such a filing).”

Mr Robert Crowley, the Executive Director of US Speedskating, confirmed in his witness statement that the ISU had sent to US Speedskating reminder notices for those skaters who had not submitted their whereabouts forms for the second quarter of 2007, but that those reminder notices were not sent to the named athletes, including the Appellant.

Mr Crowley also said in his witness statement that he was aware of situations where “the ISU has incorrectly alleged that an athlete (or athletes) have failed to submit “Whereabouts Forms” when in fact they had.”

## **6. The case for the Respondent**

### *Answer of the Respondent*

The ISU filed its Answer on 28 August 2007. The Answer correctly stated that “this appeal is about but one fact”, namely whether the Appellant did or did not send a whereabouts form to the ISU on 13 December 2006. The Respondent contended that the Panel should find that it was not sent. It made the following submissions on that issue:

The recently adduced evidence that the facsimile had been sent would ordinarily suffice to prove that the form had been sent. However there were extenuating circumstances in this case which raised doubts about whether the fax in question was indeed sent to the ISU as the Appellant contended.

The Appellant had not previously denied his failure to provide the required whereabouts forms to the ISU. His “sudden change of pleadings” increased his burden of proof, and required that the new evidence be “absolutely clear and convincing, and leave no room for doubt.” The ISU had doubts as to whether the facsimile was in fact sent, and if it was, whether a proper whereabouts form was attached.

The Appellant submitted that he sent the whereabouts form (through Ms Stennes) on 13 December 2006, yet by 27 January 2007 he gave no indication that he had done so in response to reminders sent by the ISU, and sent the whereabouts form to the ISU with apologies for its delay. It was only after the ISU Disciplinary Commission had made its ruling that the Appellant “suddenly recalled” having sent the facsimile on 13 December 2006.

The Appellant had previously and subsequently communicated with the ISU by email, and doubts were raised when one asked why he did not send the whereabouts form at issue by the same method. The Respondent posed the question: why did the Appellant choose instead to send the form by facsimile via a third party (Ms Stennes)?

Of most significance was the check which had been made at the request of the ISU to I-axes, the service company which kept the records of the ISU's facsimile system. Under that system, called "right fax", every facsimile received by the ISU was immediately forwarded as an email to a special mail-box in the ISU computer, from where it then appears on the monitors of ISU staff. No faxes are therefore received by the ISU in paper form, the facsimile instead being delivered as an email.

The ISU arranged for a search of its records by I-axes, which found no record of any facsimile being received on 12, 13, 14 or 15 December 2006 from facsimile number 906 227 2848 (the originating number indicated by the facsimile confirmation sheet adduced in evidence by the Appellant). I-axes confirmed on 14 August 2007 that it had searched the log of all faxes received by the ISU and that all faxes received on 13 December 2006 had been successfully forwarded as emails. No facsimile received by the ISU between 12 and 15 December corresponded to the facsimile allegedly sent by the Appellant.

Further, even if a facsimile had been sent by the Appellant to the ISU on 13 December, it had not been proved that that fax attached the Appellant's whereabouts form. One could have expected the fax confirmation sheet to include the image of the first page of the fax but that was not the case.

For the foregoing reasons the ISU did not accept that the Appellant faxed the whereabouts form to the ISU as claimed.

The ISU stated that all other arguments made by the Appellant were "entirely irrelevant" to the issues in question. Nonetheless the ISU offered submissions on those points, which may be summarised as follows:

The ISU did not formally communicate directly with skaters, although ISU staff do send unofficial emails directly to skaters reminding them of deadlines. Such direct communication was made with the Appellant on occasion. Moreover, although the Appellant stated that communications from the ISU were not always received by the intended recipient skater, the Appellant did not state that communications did not get from the ISU to the national federation. It appeared on Appellant's evidence that the problem in fact lay in getting communications from the national federation to the individual skater.

The ISU denied that it had previously lost or misplaced whereabouts forms sent by skaters, or that it had done so on this occasion.

#### **7. Oral submissions at the 20 November 2007 telephone hearing**

On 16 November 2007 CAS faxed the parties in respect of the soon-to-be-held hearing. The fax contained a memorandum from the President that "the purpose of this call is twofold. First, to allow counsel time to highlight the key points in the Appellant's Appeal Brief of 9 August 2007 and in the Respondent's Answer of 29 August 2007. Secondly, to allow the Panel to ask any questions of either counsel."

The key points of the parties' oral submissions were as follows:

*Appellant*

Mr Williams of counsel for the Appellant agreed that there was but one issue to be decided – whether or not the Appellant sent his whereabouts form to the ISU in December 2006.

Mr Williams submitted that pursuant to Rule 5.5.1 of the ISU Anti-Doping Rules a skater required to provide quarterly whereabouts forms can do so in any one of three ways: by post, by email or by facsimile.

The Appellant submitted that he sent the whereabouts form in issue by facsimile, and had adduced the fax, a confirmation sheet indicating that the fax had been received by the ISU, and the statements of Ms Stennes that she sent the fax in question and the Appellant that he watched Ms Stennes do so.

It was not unknown for the ISU to make mistakes with respect to the receipt of athletes' whereabouts forms – such had occurred in the past and the circumstances of this case suggested that it had done so again.

It was contended that the Appellant had provided clear and convincing evidence that the whereabouts form had been faxed as claimed. Unless one were to accept that there had been a “grand conspiracy” whereby the facsimile had been created after the fact, the Appellant's evidence must be accepted. That there had been a conspiracy was inconceivable and accordingly the Appellant's case must succeed.

*Respondent*

Mr Bubnik for the ISU submitted that while the Appellant had changed his case entirely from that put forward at first instance, the Respondent had not changed its position at all. As the Appellant had initially admitted the violation he now denied, the onus of proof was on him. Further, the ISU could not reasonably be asked to prove a negative fact, i.e. that it did not receive the faxed whereabouts form on 13 December.

Mr Bubnik was critical of the way the Appellant had run his appeal. The Appellant had initially asked for an oral hearing, before deciding that he in fact preferred not to have a hearing because one or more of his witnesses were not available. The Appellant had not however informed CAS or the ISU which witness or witnesses were unavailable and why. The ISU inferred from the Appellant's behaviour that his witnesses did not want to be cross-examined.

The statement of Ms Stennes, who it was claimed sent the fax to the ISU, was drafted in a very indefinite way, which raised doubts as to its probative value. Ms Stennes recalled sending a fax, and she trusted the fax confirmation sheet. Mr Bubnik submitted that these two facts alone cannot be sufficient to prove that the facsimile attaching the Appellant's whereabouts form was indeed sent.

Mr Bubnik was also critical of the fact that the Appellant had remembered sending the fax to the ISU only after he had been sanctioned by the ISU Disciplinary Commission. Why, asked Mr Bubnik, did the Appellant not remember such a serious matter at an

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earlier stage? Mr Bubnik submitted that the fax confirmation sheet was suspicious and that it could have been re-configured. The ISU had provided a report from its fax operator to the effect that the alleged facsimile had not been received by the ISU. The Appellant did not provide similarly professional evidence to show that the fax was sent, which he ought to have done. Furthermore, the confirmation sheet did not indicate the content of the fax to which it referred.

In all the circumstances the confirmation sheet did not prove that the Appellant had sent his whereabouts form to the ISU on 13 December 2006. Conversely, there was no doubt about the authenticity of the warnings sent by the ISU to the Appellant.

Mr Bubnik firmly submitted that the Appellant failed to provide his whereabouts form in December, that the ISU formally warned the Appellant in October 2006 and in January 2007, and that the Appellant again failed to send his whereabouts form in April 2007.

On the subject of costs Mr Bubnik submitted that, even if the appeal were allowed, the Appellant should not be awarded costs, as the decision of the ISU Disciplinary Commission had been correct, and the appeal was only brought because the Appellant had altered his position. Mr Bubnik submitted that, should the appeal succeed, the Appellant should contribute to the Respondent's costs as well as paying its share of the costs of the arbitration.

#### *Appellant's reply*

In reply Mr Williams submitted that it was extraordinary to suggest or infer that the fax confirmation sheet had been forged. The ISU had not met its burden of proof. Conversely, if the burden had shifted to the Appellant as submitted by the ISU, the Appellant had satisfied its burden.

On costs Mr Williams submitted that the ISU ought to have corrected its decision when the Appellant asked it to do so. The CAS appeal was only necessary because the ISU declined to amend its decision when it ought to have done so.

#### *Respondent's rejoinder*

Mr Bubnik repeated that the Appellant had earlier accepted that he had failed to provide his whereabouts form, and only remembered much later, after he had been sanctioned by the ISU, that he had faxed a whereabouts form in December 2006. Mr Bubnik submitted that this new evidence was surprising and was not credible.

Mr Bubnik noted that there was currently no process for acknowledging receipt of skaters' whereabouts forms, although the skater can ask for a receipt.

Finally, as to the refusal of the request for reconsideration, Mr Bubnik stated that in accordance with all applicable ISU rules, the Respondent had not been in a position to reconsider a final decision validly made by the ISU Disciplinary Commission.

## 8. Discussion

As noted above at paragraphs 7.8 and 7.15, there appeared to be differing views at the hearing as to which party has the burden of proof. The position however is made quite clear under Article 3.1 of the ISU Rules, which states:

### “Burdens and Standards of Proof

The ISU and its members shall have the burden of establishing that an ISU Anti-Doping Rule violation has occurred. The standard of proof shall be whether the ISU or its Member has established an ISU Anti-Doping Rule violation to the satisfaction of the hearing body bearing in mind the seriousness of the allegation which is made. The standard of proof in all cases is greater than a mere balance of probability but less than proof beyond a reasonable doubt. Where these ISU Anti-Doping Rules place the burden of proof upon the Skater or other Persons alleged to have committed an ISU Anti-Doping Rule violation to rebut a presumption or establish specified facts or circumstances, the standard of proof shall be by a balance of probability.”

The usual position is therefore that the ISU bears the burden of proof. Although the ISU submitted that, in the particular circumstances of this case, the burden had shifted to the Appellant, the basis of this reversal of onus was not explained by Respondent’s counsel by reference to the Rules or any applicable legal principles. There is no provision in the Rules, as there is in other cases (see for example Article 2.6.1 which places the burden on the athlete to establish a Therapeutic Use Exception) which shifts the burden in cases like the present. The Panel therefore considers that Article 3.1 requires that the burden remains throughout with the ISU. However, for the purposes of this decision, the Panel will assume hypothetically that the burden did shift to the Appellant and consider whether the Appellant, in terms of Article 3.1, has established “by a balance of probability” that the whereabouts form was sent on 13 December 2006.

While the Appellant may be seriously criticised for his lack of diligence in failing to search for the relevant fax at an earlier stage, the Panel has come to the view on the material before it that the ISU has not proved its case in terms of Article 3.1 of the Rules.

While the ISU’s surprise at the late production of the fax of 13 December 2006 is understandable, the Panel does not consider that the ISU has succeeded in showing that the facsimile was not what the Appellant claimed it to be and/or that it was not sent on 13 December 2006. For the ISU to make its case it had in effect to prove that the Appellant had for instance forged or otherwise artificially created the facsimile and its confirmation sheet so as to make it appear that it had been sent to the ISU on 13 December, and that Ms Stennes was either mistaken in her recollection or was totally untruthful and indeed party to a fabrication of evidence. Upon due consideration of all evidence submitted and all arguments made, the Panel does not accept that such was the case. Although the facts cannot be established with absolute certainty in these unusual and difficult circumstances, the Panel considers that the doubts surrounding the transmission of the whereabouts form lead to the conclusion in this particular case that it was more likely than not that the whereabouts form was transmitted and received on 13 December 2006.

The Panel notes that the Appellant and his witnesses, while not cross-examined, made their statements explicitly under penalty of punishment for perjury pursuant to Title 28, United States Code, Section 1746.

For all of the foregoing reasons the appeal is upheld and the decision to impose a period of ineligibility is reversed and annulled.

The Panel is fully aware that the period of ineligibility imposed on the Appellant is coming to an end as this award is being issued. However, the Appellant bears the responsibility for that situation. As stated above, the Appellant could have been able to produce the whereabouts form during the procedure before the ISU. Furthermore, after the filing of his appeal with the CAS, the Appellant decided not to request a stay of the execution of the decision being appealed against. Finally, the Appellant requested that an oral hearing be held in the US, a request which was subsequently withdrawn (see paras. 3.14 and 3.21 above) and which delayed the CAS proceedings.

Based on the submissions made and the evidence available, no further issues are relevant to the case at hand and any other claims can be dismissed.

The Panel wishes to stress that nothing in this decision is to be taken as detracting from the need for skaters to fully comply with their important reporting obligations. In closing, the Panel respectfully suggests that the ISU may care to consider whether it should put in place an improved system as to whereabouts forms, perhaps with provision for the acknowledgement of receipt by the ISU in every case where it has received a skater's whereabouts form. In the alternative, the ISU may consider a review of the burden of proof rules so that both the ISU and the athletes are aware of the procedural risk of any miscommunication.

## 9. Costs

- 9.1 As the present matter is a disciplinary case of an international nature ruled in appeal, it is subject to the costs provisions set out in Article R65 of the Code, which provide as follows:

### "R65.1

Subject to Articles R65.2 and R65.4, the proceedings shall be free.

The fees and costs of the arbitrators, calculated in accordance with the CAS fee scale, together with the costs of the CAS are borne by the CAS.

### R65.2

Upon submission of the statement of appeal, the Appellant shall pay a minimum Court Office fee of Swiss francs 500.— without which the CAS shall not proceed and the appeal shall be deemed withdrawn. The CAS shall in any event keep this fee.

### R65.3

The costs of the parties, witnesses, experts and interpreters shall be advanced by the parties. In the award, the Panel shall decide which party shall bear them or

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in what proportion the parties shall share them, taking into account the outcome of the proceedings, as well as the conduct and financial resources of the parties.

**R65.4**

If all circumstances so warrant, the President of the Appeals Arbitration Division may decide to apply Articles R64.4 and R64.5, 1st sentence, to an appeals arbitration, either ex officio or upon request of the President of the Panel.”

- 9.2 Pursuant to Articles R65.1 and R65.2 of the Code, this award is rendered without costs except for the Court Office fee of CHF 500 (five hundred Swiss francs) already paid by the Appellant, which shall be retained by the CAS.
- 9.3 With regard to the provisions of article R65.3 of the Code, the Panel has taken into account the outcome of the proceedings, as well as the conduct and the financial resources of the parties. The Panel has given particular consideration to the fact that it was the actions of the Appellant, and his behaviour as alluded to above, which brought about the need for these arbitral proceedings, which could have been avoided had the Appellant acted in a more diligent manner. Therefore, despite the successful outcome of this appeal for the Appellant, the Panel does not order any contribution to the Appellant’s legal and other costs by the Respondent. In the circumstances, the Panel also considers that it would be inappropriate to order the Appellant to contribute to the Respondent’s legal and other costs. Each party shall therefore bear its own legal and other costs.



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**ON THESE GROUNDS**

The Court of Arbitration for Sport rules:

1. The appeal filed by Mr Anthony Lobello on 29 June 2007 against a decision of the International Skating Union Disciplinary Commission dated 8 June 2007 is upheld.
2. The decision of the ISU Disciplinary Commission of 8 June 2007 to impose a period of ineligibility on Mr Lobello is reversed and annulled.
3. This award is rendered without costs except for the Court Office fee of CHF 500 (five hundred Swiss francs) already paid by Mr Lobello, which shall be retained by the Court of Arbitration for Sport.
4. Each party shall bear its own legal and other costs.
5. All other or further claims are dismissed.

Lausanne, 6 December 2007

**THE COURT OF ARBITRATION FOR SPORT**



Mr David A.R. Williams QC  
President of the Panel