# Sanction Appeal Process Handbook

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Created 1-12-15
INTRODUCTION

Dear Colleague,

Presented for your reference is the Sanction Appeal Process Handbook.

This handbook outlines the purpose for and implementation of the Sanction Appeal Process. It also represents many hours of work by swimming professionals, athletes and volunteers—like you—who strive to serve our athletes throughout USA Swimming. Thank you for your service and dedication.

The 2013 Sanction Review task force was charged with four main objectives: develop a USA Swimming statement philosophy as well as broad guidelines for the sanctioning process; geographic boundaries with respect to sanctioning authority; create an appeals process for denied sanctions; and, provide any other recommendations that would serve to improve our sanctioning and approval system.

The recommendations outlined in the task force’s final report, which are included in this document, were adopted by the USA Swimming Board of Directors at its April 2013 meeting. Ultimately, while many of the recommendations of the task force—principally, the Zone Sanction Appeal Process—were passed by our House of Delegates, other recommendations were left on the table for further discussion.

I would like to thank the task force and USA Swimming staff liaisons for their constant and steady mindfulness to our athletes as they worked towards these recommendations.

Finally, I would be remiss in my duties if I neglected to highlight for you one of the chief duties of the task force—its overarching statement of philosophy.

The USA Swimming Sanction Task Force charged with reviewing and evaluating Meet Sanctioning and Approvals across USA Swimming, recommends that all LSCs adopt a Free Market system, with respect to non-championship meets, when determining LSC meet calendars, types of meets offered and fees related to their meets. While LSC-based committees charged with determining what is best for local athletes are well intended, a Free Market system captures these concerns and objectives and promotes creativity, healthy competition and successful outcomes for athletes, hosts and facilities.

Further, the Task Force suggests that LSC’s encourage and support clubs in developing new and creative meet formats that will aid in the promotion of our sport as well as the retention of our athletes. Given a Free Market system, the overarching philosophy should be one of removing barriers and making competition accessible.

Thank you for your service to our athletes.

Respectfully,

Brandon T. Drawz “B.D.”
Chair, USA Swimming Sanction and Approval Task Force
RATIONALE

1) To establish a consistent appeal process for a meet host whose request for sanction or approval is denied by an LSC.
2) To allow for review of denials to make certain such denials are not limiting competitive opportunities for athletes.
3) To foster a free market approach to hosting meets
   a. To allow creativity
   b. To meet the needs of clubs and athletes to compete outside of a pre-ordained schedule
   c. To help meet the competition needs of clubs and athletes, given the 19% membership growth over the past 5 years
   d. To allow alternatives when scheduled meets are filled

AUTHORITY OF THE LSC

1) Each LSC has been authorized by USA Swimming to issue the sanction or approval for all swimming competition conducted within its geographical boundaries as described in Article 202 of the rulebook.
2) Additional requirements for sanction and approval may be established by a vote of the LSC House of Delegates in accordance with LSC bylaws.
3) Championship Meets are protected. A meet in direct conflict can be denied.
4) The LSC still has the right and authority to establish and collect relevant entry fees.
5) Potential hosts must adhere to the LSC published guidelines, deadlines and procedures.
6) Potential hosts must follow USA Swimming rules and guidelines

LSC REQUIREMENTS

As part of the sanction and approval process delegated by USA Swimming to LSCs, each LSC is required to:

1) Establish submission deadlines for sanction and approval applications and publish such deadlines along with relevant instructions and forms.
2) Establish and publish policies regarding applications submitted as well as relevant fees and penalties.
3) Establish and publish policies regarding applications submitted after the published deadlines citing relevant fees and penalties.
4) Establish a written policy that the LSC must provide written notification within 10 days to the applicant citing the reason for the denial and instruction for appeal.
5) Update the LSC Procedure Manual as needed to reflect deadlines and instructions.
AUTHORITY OF THE ZONE SANCTION APPEAL PANEL (ZSAP)

1) To review the process followed by the host/petitioner and the LSC and determine if all rules and policies have been followed and fairly applied.
2) The ZSAP does not have the authority to overrule LSC regulations and policies.
3) The ZSAP does not have the authority to establish entry fees.
4) The ZSAP is authorized to direct the LSC to issue a meet sanction or approval in those instances where, in the ZSAP’s judgment, the rules and policies have not been properly applied or when the ZSAP believes that competitive opportunities for athletes are being unfairly denied.

STANDARD TIMELINE AND PROCEDURES FOR AN APPEAL

This process ensures that the Zones conduct the process consistently.

1) Host applies to the LSC’s sanction authority (SA) by the LSC’s recommended deadline.
2) LSC must notify host/petitioner of denial of sanction within 10 days of denial.
3) A petitioner files an appeal within 5 days of denial of sanction in writing via email with the two Zone Directors. Note: For purposes of this process, the Junior Zone Director is the Zone Director that was most recently elected.
4) Within 24 hours, the Sr Zone Director shall convene a ZSAP following these guidelines:
   a. The Senior Zone Director shall acknowledge receipt of the appeal by responding, in writing to the petitioner.
   b. If the petitioner doesn't receive acknowledgement within 24 hours from the Senior Zone Director the petitioner shall immediately contact the Junior Zone Director either via email or phone.
   c. The Junior Zone Director has 24 hours to attempt to contact the Senior Zone Director and, if unable to do so, the Junior Zone Director shall convene the ZSAP.

Note 1: The Zone Directors shall make every effort to stick to a 24-hour timeline in convening the ZSAP. Failure to do so does not void the appeal or the decision.

Note 2: Even if initial contacts are made via phone, emails need to be exchanged so that there is a “paper trail.”
5) Documentation to be presented to the ZSAP includes:
   a. Meet information (supplied by petitioner)
   b. Reason for denial (supplied by LSC)
   c. Pertinent LSC rules, timeline, process (supplied by LSC)
   d. Reasons for appeal (supplied by petitioner)
6) The Zone Director who convened the panel shall do so in writing even if initial contact with the ZSAP was made by phone. From the time of initial contact with the ZSAP, the ZSAP shall have 5 days to reach a decision.
7) The ZSAP shall notify the Zone Director who convened the panel of its decision in writing (via email) and copy the petitioner.
8) The ZSAP’s decision is final and there is no further appeal.
9) The ZSAP Chair will complete a standard one-page report to document the decision.
ZONE SANCTION APPEAL PANEL (ZSAP) SELECTION

The recommendations below come from the Sanction Review Task Force.

1) Each Zone Sanction Appeal Panel (ZSAP) to be appointed by respective Zone Directors
   a. To be named for a one year term.
   b. Eligible to be reappointed.
   c. Must be named by October 1 of each year
   d. Due to potential conflicts (below), it is recommended that 9 volunteers be appointed
      per Zone (3 coaches, 3 referees, 3 athletes)

2) When an appeal is to be heard, a panel is to be made up of one coach, one athlete
   (suggested post-grad), and one referee.
   a. All members of panel appointed to hear an appeal must be USA Swimming
      members and be from different LSCs
   b. All three panel members must participate in the appeal
   c. No member of the panel may participate in a decision involving his/her LSC
   d. The panel shall select the chair.

3) Recommended experience:
   a. Must be USA-S members
   b. Past Zone Directors or Zone Officers
   c. Individuals with LSC and/or National BOR experience
   d. Individuals with LSC Board and/or committee experience
   e. Individuals with experience in multiple LSCs
   f. Officials with referee-level certification
   g. Older athletes (senior or post grad)
FREQUENTLY ASKED QUESTIONS (FAQS)

What Is The Purpose Of The Sanction Appeal Process?

1) To establish a consistent appeal process for a host whose request for sanction or approval is denied by an LSC.
2) To allow for review of denials to make certain such denials are not limiting competitive opportunities for athletes.

Why Is The Sanction Appeal Process Necessary?

1) To foster a more flexible approach to hosting meets
   a. To allow and encourage more creativity
   b. To meet the needs of clubs and athletes to compete outside of a pre-ordained schedule
   c. To help accommodate the competition needs of clubs and athletes given the significant membership growth over the past few years.
2) Currently, the LSC has the final word on sanction and approval. There is no appeal process
3) A sanction may be denied for reasons that may not be in the best interest of clubs and athletes

What Are The Anticipated Advantages?

This will make more competitive opportunities available to athletes and address the following issues:

1) Currently meets may fill with no other alternative competition available
2) Meets may not be consistently offered to certain levels of athletes
3) Meets offered may not always meet the needs of all clubs or athletes

What Are The Key Components?

1) An LSC shall establish and publish deadlines for sanction or approval applications and shall establish and publish policies regarding applications submitted after the deadline
2) If an application for sanction or approval is denied, the LSC must notify the applicant within 10 days of the reason for denial and how to appeal.
3) Each Zone shall establish a Zone Sanction Appeal Panel (ZSAP) with the authority to hear the appeal, and, if the appeal has merit, direct the LSC to issue a sanction.

What Is The Purpose Of The ZSAP?

When needed, to create a fair, quick and unbiased process that aids LSC’s and their clubs in serving the competition needs of their athletes.
Does This Proposal Limit The Authority Of An LSC?

Potentially, yes. However, the ZSAP process is intended to work within the LSC structure, respect LSC policies and authority while increasing the flexibility and options available to clubs wishing to host meets. The LSC retains the right and authority to sanction and approve meets or events and establish and collect fees.

How Will This Process Affect Championship Meets?

Under this process, LSC Championship meets (as defined by the LSC) are protected events and the ZSAP cannot override the LSC’s authority as to such meets.

Will The ZSAP Always Rule In Favor Of The Applicant?

No. Each ZSAP panel will review the merits of each case, and provide a non-appealable decision on the matter.

Does the Sanction Appeal Process apply when a non-member club or organization applies for an Approved meet or an Observed Swim?

No. The Sanction Appeal process applies only to USA Swimming group members.
ENABLING LEGISLATION

This legislation was enacted at the 2013 USA Swimming House of Delegates meeting for implementation in January 2015.

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Location: Page 57 - 202.1 Jurisdiction

Page 57 - 202.2 (new) Sanction and Approval Procedure

Page 57 - 202.3 (new) Procedure for Appeal

Proposed by: The President’s Sanction Review Task Force and the Board of Directors

Purpose: To establish an appeal process for a host whose request for sanction or approval is denied by a LSC. An appeals process will allow for review of denials to make certain such denials are not limiting competitive opportunities for athletes.

Recommendation: The Rules & Regulations Committee recommends approval.

202.2 SANCTION AND APPROVAL PROCEDURE

.1 An LSC shall establish submission deadlines for sanction or approval applications and shall publish such deadlines along with relevant instructions and forms.

.2 LSCs shall establish and publish policies regarding applications submitted after published deadlines citing relevant fees and penalties.

.3 If an application is denied, the LSC shall provide written notification within ten days (10) to the applicant of the reasons for the denial and of the appeals process.

202.3 PROCEDURE FOR APPEAL - An applicant whose application has been denied by an LSC shall have the right to appeal the denial to the Zone Sanction Appeal Panel.

.1 Each Zone shall establish a Zone Sanction Appeal Panel

A Each Zone shall designate a group of coaches, referees and athletes available to serve on an Appeal Panel.

B A petitioner may file an appeal with the Senior Zone Director within five days of receiving notification of denial by an LSC.

C When an appeal is filed, the Zone Directors shall notify the LSC and appoint a panel made up of a coach, referee and athlete each from a different LSC and none from the petitioner’s LSC.

.2 The Zone Sanction Appeal Panel is authorized to direct the LSC to issue the sanction or approval. The Panel’s decision shall be final.

202.1 JURISDICTION — As the National Governing Body for competitive swimming in the United States and as a Federation member of FINA, USA Swimming has the sole and exclusive authority to sanction or approve domestic and international swimming competition conducted within its jurisdiction. Each Local Swimming Committee (LSC), as the administrative arm of USA Swimming, is authorized to issue the sanction or approval for all swimming competition and benefits, exhibitions, clinics and entertainment involving competitive swimming within its geographical boundaries. Additional requirements/conditions for sanction or approval, other than those listed in Article 202 may be established by a vote of the LSC House of Delegates in accordance with LSC Bylaws.
ZSAP INITIAL QUESTIONNAIRE

In order to facilitate a cohesive, fair, and consistent process, all ZSAP panels should use the following questions at the beginning of each initiated panel.

1. Did the LSC that has denied the sanction clearly communicate its rules and deadlines in a reasonable amount of time?

2. Did the appellant follow the rules and deadlines of the LSC?

3. Did the LSC provide a reasonable and concise explanation as to why the sanction was denied?

4. Did the LSC provide the appellant with the appropriate information concerning the appeal process within a reasonable period of time?

5. Did the LSC and the appellant try to come to an agreement before the appeal was filed?
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APPENDIX A
Sanction Review Process - Questions & Scenarios

The following questions and scenarios have been developed as one means of clarifying the purpose and intent of the Sanction Review Process and the authority of the Zone Sanction Appeal Panel (ZSAP). The ZSAP is intended to be a decision-making entity that is utilized only when all efforts at negotiation and mediation at the LSC level have failed. The ZSAP can side with one or the other party or it can decree a compromise solution. In all cases, the decision of the ZSAP is final.

1) A club / organization from outside the LSC requests a sanction from the LSC where the competition is to be held. The outside club / organization is denied a sanction for any number of reasons but the meet otherwise complies with the requirements for a sanction under Article 202 of the USA Swimming Rules. Can the outside club file a sanction appeal?

Yes. However, it is important to keep in mind that the team requesting the sanction should have made every effort to negotiate with the LSC and follow their guidelines and procedures to a reasonable extent.

2) A club would like to offer a meet that does not follow the LSC rules / guidelines for meets that can be offered on a particular non-championship weekend. The club would like to offer a Senior meet that is open to everyone who meets the time standard. The weekend is, by rule, reserved for only AA level competition. So, the Senior meet does not comply with the established LSC rules. Can the club wishing to host the Senior meet file a sanction appeal?

Yes. The host /petitioner can file a sanction appeal. In this situation, the ZSAP could consider the appeal, review the process followed, and make a recommendation to or negotiate with the LSC, but the ZSAP could not direct the LSC to grant a sanction.

3) If a member club / organization wants to charge entry fees or a facility fee that differs from LSC guidelines, does the ZSAP have authority to overrule the LSC guidelines?

No. The rulebook specifically states that fees for Senior and Age group competition shall be determined by the LSC.

4) The Ohio LSC (Central Zone) borders the Kentucky and West Virginia LSCs (both So. Zone) on the south and the Allegheny Mountain LSC (Eastern Zone) on the east. Which ZSAP holds jurisdiction if a team in WV wants to host a swim meet in Ohio and Ohio denies the sanction request?

The Zone within which the meet would be conducted (in this case, the Central ZSAP) has jurisdiction.
5) A popular meet on the LSC meet schedule reached full capacity the day following the entry deadline. One of the clubs whose entries were not accepted quickly organized an alternative meet for their swimmers and other teams whose entries were also turned away. The LSC has denied a sanction for the second meet because LSC policies do not permit another meet on that weekend. Can the team trying to host the alternative meet appeal the negative sanction decision to the ZSAP?

Yes. The host /petitioner can file a sanction appeal. In this situation, the ZSAP could consider the appeal, review the process followed, and make a recommendation to or negotiate with the LSC, but the ZSAP could not direct the LSC to grant a sanction.

6) An LSC requires that all clubs desiring to bid a meet for the upcoming season must attend the LSC meetings and present their bids in person. The failure to do so means that the club will not be awarded any sanction. If a club from outside the LSC wishes to bid a meet within the LSC and is denied the sanction for its failure to participate at the meeting, does the ZSAP have the authority to review this decision?

Yes. However, it is important to keep in mind that the team requesting the sanction should have made every effort to negotiate with the LSC and follow their guidelines and procedures to a reasonable extent.

7) A club wishes to conduct a meet within an LSC for only teams and athletes that are not members of the sanctioning LSC. Does the ZSAP have authority to review this decision even though the competition would be held at the same time as the sanctioning LSC’s blocked championship weekend?

Yes, especially if the “blocked championship weekend” does not accommodate out of LSC athletes.

8) If a sanctioning LSC will only grant a club / team from another LSC a sanction if the meet referee or other key officials are certified by the sanctioning LSC, does the ZSAP have authority to review this decision?

Yes, as long as the proposed meet complies with the requirements for a sanction under Article 202 of the USA Swimming rules. However, the team requesting the sanction should have made every effort to negotiate with the LSC and follow their guidelines and procedures to a reasonable extent.
APPENDIX B
Executive Update
Sanction Review Task Force

Over two years ago, our president assembled a task force to examine meet sanction and approval procedures throughout USA Swimming. The task force was charged with four main objectives: develop a USA Swimming statement philosophy as well as broad guidelines for the sanctioning process; review geographic boundaries with respect to sanctioning authority; create an appeals process for denied sanctions; and, provide any other recommendations that would serve to improve our sanctioning and approval system.

After several months of research and discussion, including surveys to each LSC, the task force crafted a report which included its statement of philosophy and other recommendations for the April 2013 USA Swimming Board of Director’s meeting. It is important to note, that the task force always kept the opportunities afforded and service to athletes at the core of its discussions and recommendations.

Further, the task force also determined that, in general, the adoption of a free market system—as defined in its final report—would best serve our athletes. The task force was ever mindful that LSC’s have the authority to issue sanctions and that an appeal to the ZSAP could potentially encroach on that right. The authority of the LSC is not in dispute. That said, the task force made every effort to be clear that the ZSAP was to be used a last resort and that every available option to come to an agreement with an applicant that had been denied a sanction should be explored before appealing to the ZSAP.

At that meeting, the USA Swimming Board of Directors adopted the report, its statement of philosophy, and its other recommendations. The task force was then asked to draft legislation to enact these recommendations, specifically the zone sanction and approval appeal process.

Finally, the task force did create legislation that was presented and ultimately passed on the floor of the House of Delegates in 2013. And, although the task force believes that the legislation that was passed\(^1\) is a step in the right direction towards enacting its recommendations, there is still much work to be done to achieve and employ the other suggestions that were adopted by the USA Swimming Board of Directors.

The task force looks forward to your feedback and constructive suggestions as this system unfolds.

Thank you for your service to our athletes.

Brandon T. Drawz “B.D.”
Chair, USA Swimming Sanction and Approval Task Force
12-23-14

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\(^1\) See page: 8, Enabling Legislation
After several months of work the USA Swimming Meet Sanction/Approval Task Force has completed the vast majority of its work with respect to the scope of its assignment. Special thanks to the task force for their thoughtfulness and efforts.

As previously reported, along with creating an overarching statement of philosophy, the task force was charged with the following objectives:

1) With regard to the LSC’s authority to issue sanctions and approvals, develop a USA Swimming statement of philosophy and broad guidelines for LSCs and LSC Sanction Chairs that will provide for consistency in the sanctioning and approval process.

2) There is growing interest by clubs with similar goals and competitive levels in developing conferences and/or leagues to provide additional and different competitive opportunities for athletes. In some cases, these conferences include teams from multiple LSCs. Our current rules require that all meets be sanctioned by the LSC in whose geographical boundaries the physical location of the meet resides. The task force is being asked to review the current procedure and, if necessary, recommend alternative procedures.

3) Create an appeals process that would provide an opportunity to review and potentially override LSC decisions on meet sanctions and related meet scheduling decisions.

4) Provide any other recommendations the task force believes will improve our current sanctioning/approval process while leaving the LSC as the primary sanctioning body.

Methodology

To begin, the task force felt it needed to collect data in order to guide our discussions and form our recommendations. With that in mind, each Task Force member submitted several questions for possible inclusion in two, tailored surveys that were sent under separate cover to both select coaches and key members of LSC administration.

After collecting and analyzing the data from our survey, we set out to amass first-hand accounts and opinions from various coaches, officials and sanction chairs that might further assist us in our charge. Coupled with our survey data, this proved to be a fruitful exercise in taking the next steps towards tackling specific issues and situations.

Responses

Overall, we had a good response. Over 300 surveys were sent to each group: Club Excellence Coaches, LSC Coaches’ Reps and Key LSC personnel.

- Coaches Respondents: 116
- LSC Responses: 171

Themes

Of those responses two main themes emerged:

- The concept of free market
- The current process needs revision
Free Market
Hosts should be allowed to craft creative formats for meets (multiple LSC’s, quad duals, unique event formats)
  • Hosts should be allowed to charge appropriate fees, unfettered by LSC limits
  • Hosts should be able to hold meets at any time, regardless of other events being held simultaneously within that LSC’s borders.

Process
The majority of respondents felt that the process was flawed in one way or another. The most common attributes described dealt with:
  • Timeliness of process (either too slow or submitted too late)
  • The process needs to be simplified (online)
  • There needs to be an appeal process for a sanction that has been denied

Statement of Philosophy
Based on the survey responses, the task force crafted the following statement of philosophy:

The USA Swimming Sanction Task Force, charged with reviewing and evaluating Meet Sanctioning and Approvals across USA Swimming, recommends that all LSCs adopt a Free Market system, with respect to non-championship meets, when determining LSC meet calendars, types of meets offered and fees related to their meets. While LSC-based committees charged with determining what is best for local athletes are well intended, a Free Market system captures these concerns and objectives and promotes creativity, healthy competition and successful outcomes for athletes, hosts and facilities.

Further, the Task Force suggests that LSC’s encourage and support clubs in developing new and creative meet formats that will aid in the promotion of our sport as well as the retention of our athletes. Given a Free Market system, the overarching philosophy should be one of removing barriers and making competition accessible.

The Task Force further suggests the following items several of which may require legislative action, which is currently being drafted:

1) LSC’s may determine a system and deadlines for the purpose of planning and coordinating the meet bid system. Meet bids that do not meet these deadlines, may appeal to add meets to the calendar after the deadline and may be charged a nominal administrative fee, not to exceed twice that of the baseline sanction cost.

2) No reasonable meet sanction request may be denied if the required application timelines for consideration are met and the required meet language, per the USA Swimming rulebook, is included in the meet announcement.

3) A Club may apply for a meet sanction within another LSC’s borders.

4) If a sanction is denied for any reason, the meet bidder/host is entitled to a timely appeal process.

2 A free market is a market where the price, format, or the aim of an event or meet is, in theory, determined by supply and demand, rather than by LSC regulation. A free market contrasts with a controlled market or regulated market, where price, supply or demand is subject to regulation or direct control by an LSC.

3 See: Zone Appeal Process
5) Creation of universal electronic templates that meet hosts and LSC’s may use to create their meet information in order to maintain consistency and streamline their processes.

6) Allow conferences that have the same teams competing consistently to apply for omnibus sanctions to cover all of their meets for an entire season.

Zone Sanction Appeal Process

The task force was also charged with creating a clear, timely and consistent appeal process for clubs that have been denied a sanction by their LSC. That process is outlined as follows:

In order for an appeal process to work there must be a sanction/approval deadline established by the LSC.

1) Host applies to the LSC’s sanction authority (SA) by the LSC’s recommended deadline.
2) SA must respond within 10 days.
3) If denied the SA must provide the reasoning for the denial.
   a. LSC to provide policy, rules or by-law that references sanctioning
   b. LSC must notify club and Zone Directors if sanction/approval is denied.
   c. LSC must inform club of appeals process
4) Host must appeal within 5 days to the Zone Sanction Appeal Panel (ZSAP) with notification to the SA of the appeal.
   a. Appeal first goes to either Zone Director who is required to activate the ZSAP
5) ZSAP is required to make a decision and notify both the Host and the SA within 5 days
   a. The ZSAP is the final authority in this process.

*Every effort should be made to resolve the sanction conflict at the LSC level before it is taken to the ZSAP.*

Zone Sanction Appeal Panel (ZSAP) Recommendations

1) Each ZSAP to be appointed by respective Zone Directors
   a. To be named for a one year term.
   b. Eligible to be reappointed.
   c. Must be named by October 1 of each year
   d. Can appoint more than one ZSAP in a Zone if needed

2) ZSAP Panel to be made up of one coach, one athlete (suggested post-grad), one official (minimum referee level).
   a. Members of each panel must be members of USA Swimming and be from different LSCs
   b. At least three panel members must participate in each appeal
   c. No member of the panel may participate in a decision involving his/her LSC
   d. Panel picks own chair as point person

Conclusion

Once again, I would like to thank the members of the task force for their service. Their efforts and thoughtful ideas were invaluable to this endeavor.

Respectfully submitted,

Brandon Drawz
Chair, Sanction Review Task Force