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## **FEEDBACK REPORT ON THE ANTI-DOPING POLICY ADVICE PROJECT**

### **COUNTRY ASSESSMENT REPORT**

#### **BRAZIL**

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The ideas and opinions expressed in this publication are those of the authors; they do not necessarily reflect the views of UNESCO and do not commit the Organization in any way.

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## **INTRODUCTION**

After analysing the International Convention Against Doping in Sport (ICADS), Brazilian legislation on the subject, measures taken by the Brazilian federal Government to implement the ICADS and whereas all States-Parties must achieve some goals to respect and comply with the agreement, we were able to come to some conclusions. Such conclusions are brought in this document by a review of the implementation of the Convention Against Doping in Sport and Brazilian anti-doping policies, which enabled us to make some recommendations to relevant areas related to the theme in question.

The first part is organized under the Convention Against Doping in Sport (UNESCO / 2005) and the second one is divided by areas.

### **1 THE IMPLEMENTATION OF THE INTERNATIONAL CONVENTION AGAINST DOPING IN SPORT (UNESCO/2005)**

#### **1.1 Concerning Anti-doping activities at the national level**

The State party is ensuring the implementation of ICADS. To this end, there was the establishment of coordination at national level with the participation of the Brazilian Authority Against Doping (ABCD), authorities and sports organizations.

#### **1.2 Concerning the restriction on the availability and use of prohibited substances and methods in sport**

The State-Party has taken steps to limit the availability of prohibited substances and methods to restrict their use in sport. Similarly, it has encouraged the authorities (federations and confederations) to adopt measures to prevent and restrict the use or possession by the athletes of prohibited substances and methods in sports, since its use is not authorized for therapeutic use.

### **1.3 Concerning measures against athlete support personnel**

The State-Party is encouraging sport organizations and anti-doping organizations to adopt such measures, including sanctions or penalties directed to the support team of athletes who commit violations of anti-doping rules or any offense related to doping in sport.

### **1.4 Concerning nutritional supplements**

The State-Party, together with the National Health Surveillance Agency, has been encouraging producers and distributors of nutritional supplements to establish best practices for the marketing and distribution of such supplements, including information regarding their analytic composition and quality assurance. However, there are no rules on the prescription and sale.

### **1.5 Concerning financial measures**

Since 2014 the State-Party provides funding to support the national doping control program in all sports (without apportionment among them), especially in Olympic and Paralympic sports. The doping actions to combat the Brazilian federal government sport are concentrated in ABCD and the Budget of the entity was BRL 12 million (approximately USD 3.9 million) in 2014 and 13 million BRL (about USD 4.3 million) in 2015. In regulatory incentives to sports programs contain clauses on the suspension or cancellation of financial resources directed to sports for athletes (individual or support staff) of beneficiaries who have been suspended after violation of an anti-doping rule.

### **1.6 Concerning measures to facilitate doping controls**

The State-Party along with the ABCD, is encouraging and facilitating the action of sports organizations to exercise doping control in a consistent manner, including surprise controls and testing in and out of competition. Up to date (May / 2015), there were carried out about 50 tests out of competition in Brazil. The forecast is to perform about 1,000 this year. ABCD said that WADA does not give a specific direction on the

number of tests that must be performed, and in recent years, the orientation is towards the use of intelligence to reduce the amount of testing. There is information about agreements that authorized doping control teams from other countries do the control of Brazilian sports organizations. Similarly, sports and anti-doping organizations are being assisted in access to laboratories accredited to doping control for the purpose of analysis of samples collected mainly in the period in which the Brazilian laboratory was in the re-accreditation process on the World Anti-Doping Agency (WADA).

### **1.7 Concerning cooperation between anti-doping organizations and sports organizations**

The State-Party has encouraged cooperation between anti-doping organizations, public authorities and sports organizations within their jurisdiction and within the jurisdiction of other States-Parties to achieve the objectives of CICDE.

### **1.8 Concerning the support to the mission of WADA**

The State-Party fully supports the mission of WADA in the international anti-doping fight. According to an article published on the WADA website on 13 May 2015 (Available at: <<https://www.wada-ama.org/en/media/news/2015-05/wada-foundation-board-reviews-code-compliance-activities>>), Brazil is in line with the World Anti-Doping Code. Its last pending with the Code was solved and referred to the re-accreditation of the Brazilian Laboratory of Doping Control to WADA, which confirmed the re-accreditation on May 13, 2015.

### **1.9 Concerning the shared funding with WADA**

We did not get information on the topic.

### **1.10 Concerning the international cooperation in doping control**

The State Party facilitates the task of WADA and anti-doping organizations , to make doping controls on their athletes in and out of competition , either in their territory or

not. Similarly, facilitating the movement of duly authorized doping control teams and the safely transport of samples across borders. The country supports the international coordination of doping controls carried out by different organizations, promoting cooperation between the accredited laboratories, mutually recognizing the doping control procedures and test results management, including sporting sanctions resulting from these tests, coming from any anti-doping organization acting in accordance with the Code.

### **1.11 Concerning voluntary fund**

We have not had access to information about the State-Party's contributions to the Voluntary Fund.

### **1.12 Concerning the general principles of education and training**

The State Party has been supporting and implementing some educational and training programs on anti-doping actions for the sporting community in general (athletes - children, youth and adults - and support staff). The ABCD reported that the main channel of information is their website ([www.abcd.gov.br](http://www.abcd.gov.br)), where all subjects are treated with the form of language and different depths according to the public (athletes and sports entities, among other groups). The organization has been promoting 'educational activities' and 'specific information', according to the profile of participating athletes, after talking to the organizers. Printed materials were made with some guidance on the doping control and the Therapeutic Use Authorization. Although the State Party and the ABCD are promoting actions in this regard, we believe that the actions taken (available on site) reached a very small part of the population – they were held in a few events and directed only to people involved in sports.

### **1.13 Concerning the professional codes of conduct**

ABCD has informed us that the entity follows the World Anti-Doping Code.

**1.14 Concerning the development of athletes and athlete support personnel; 1.15 On the sports organizations and the continuous education and training on anti-doping; 1.16 Concerning the cooperation in education and training**

According to the ABCD, the organization is going through a period of preparation and qualification to work together with the confederations, along with other sports bodies to develop content and appropriate actions for each situation. They have performed actions and studies in partnership with some Confederations.

**1.17 Concerning the promotion of anti-doping research; 1.18 nature of anti-doping research; 1.19 exchange of results of anti-doping research; 1.20 research in sports Science**

ABCD informed us that at the time their efforts are focused on the installation and operation for Brazil and for Rio 2016. They stressed that the entity was established recently and has a small team.

Thus, we conclude that the gaps in the Implementation of the International Convention Against Doping in Sport in Brazil focused on topics related to **Education and Training** and **Research**.

## **2 ANTI-DOPING POLICIES IN BRAZIL - ANALYSIS AND RECOMMENDATIONS**

### **2.1 Legislation**

As described in previous reports, Brazilian anti-doping legislation has, in recent years, been changing to suit the conventions of the WADA, UNESCO and improve the efficiency of shares of ABCD.

In order to improve efficiency, for example, Government has changed the laws for the intersectoral to have more agility in the import and export of products related to the anti-doping control.

## **2.2 Financing**

Since the deployment of the ABCD, Brazilian Government has been investing millions of BRL, financing projects for the anti-doping control and more recently, in the year 2014 there was an increase in the financing of the National Programme of doping control for all Olympic and Paralympic sports. In addition, the company has invested approximately 134,000,000.00 BRL (50,000,000.00 USD) on construction of the Brazilian laboratory of doping control, in the city of Rio de Janeiro.

Currently the ABCD is focusing its actions on the Olympic and Paralympic sports modalities, leaving for a second doping control plan other sport modalities. The suggestion is that such actions be extended to all sports.

We had no information about the relationship between funding the ABCD and the WADA and the voluntary contributions fund.

## **2.3 International Cooperation**

ABCD has intensified international cooperation with the various institutions and has emphasized two basic actions: experience exchanges with laboratories accredited by WADA and the educational actions. ABCD is committed to learn from the best experiences in order to improve their actions in the country.

Although there have been various partnerships in order to achieve the benchmark, the experience has not yet been sufficiently applied and materialized, mainly regarding educational actions.

## **2.4 Laboratories**

There are currently about 34 laboratories around the world accredited to conduct human doping control sample analyses, and others that are non-accredited laboratories that also can perform hematological analysis. The number of laboratories in South America is relatively reduced when compared to Europe where some countries have more than one accredited laboratory. In South America there are only two accredited laboratories: one is based in Bogotá (Colombia) and other is located in Rio de Janeiro (Brazil).



Although these laboratories have provided outstanding support for anti-doping control, there is a lack of information regarding the existence of research centers involved in cutting-edge research. Researching new drugs, supplements and other procedures is relevant as some of them are unknown and may produce changes in performance. In addition, research for new techniques is an essential demand as several doping experts have agreed that tests are not sensitive enough and let dozens of cheaters slip through the cracks. Therefore, a string action is required not only to expand WADA's accredited control laboratories, but also others that may expand the possibilities and improve anti-doping analysis.

## **2.5 Education**

In Brazil, problem of doping is a reality, including in the school environment, and this is a little or not covered at all by educational institutions, analyzed by debates involving values in sport and Olympic Education and the media.

The fact can be seen from several studies about the use of drugs, supplements and doping among middle and high school students around the country. The research also shows that consumption is growing each year, despite prevailing discourse in the area of physical education that reinforces importance of a healthy lifestyle, that is the adoption of conduct contrary to this ideal.

The use of anabolic steroids within the Brazilian gymnastics and bodybuilding academies is also a growing and undeniable fact. A big problem related to such facts is that very often the doping event is not perceived as a social transgression or not a desirable behavior in these environments.

Similarly, the use of food supplements is part of the lives of many people who frequent these environments. Today it is possible to buy these products in the academies, specialist shops, markets and pharmacies without prescription of a doctor or nutritionist. There is a very large amount of people using indiscriminately supplementation, in the search for an aesthetically perfect body, for an accelerated performance improvement in any sport, practicing any activity of the Gym or by the lack of a healthy body culture. Often, they do not even know the benefits, harm or contraindications. The rules to sale of dietary supplements should be reviewed and guided, in order to educate, preventing future indiscriminate consumption related to these issues, being even used in replacement of natural food, it should be treated at

the same level of forbidden products, because of the often dissatisfaction caused by the use of any supplements not achieving the expected results, leading people to seek and experience more effective resources, being the option the most "strong" and banned.

It is clear that it is necessary to search for solutions and interventions to the panorama presented. However at this time, by the demands established by the International Olympic Committee, the efforts are largely focused on the structure, reaccreditation from the lab, the formation of anti-doping agents, doping control tests in and out of competitions, etc., and few educational actions are being conducted by the population during a period which should be strategic to do such actions.

Actions must have an educational character, in order to inform and educate the entire population (and not just athletes and sports people) on the subject, since the punitive measures and enforcement are not solving (and will not solve) the problem. A possible explanation for this may be the cost for these actions, because it seems to be easier and cheaper to punish or monitor than to educate.

In an attempt to resolve or mitigate such problems, could be drawn up and implemented public policies regarding information and prevention on the use of banned substances and food supplements for the educational area, in primary and secondary schools. The insertion of Olympic education addressing the theme of doping (prevention and information) could be made within government programs — such as the "More education" and the "second half", or in other programs of the Ministry of sports, education or health. Such measures are urgent, since advertising and the realisation of the Olympic Games/Paralympic Rio-2016 can bring ideas and misconceptions about the high performance and the win at any cost. A greater awareness on this subject would be a cultural legacy left by this event.

Another suggestion is the expansion of the theme in Physical Education courses offered by the universities, as it is currently being treated superficially. Many students of degree courses in physical education learn little or nothing about the subject during the years they spend at the University, they will be the future teachers who will act within the schools and that they won't have enough basis to treat the subject in an environment that is appropriate and strategic for this first approximation and awareness. In fact, in the school environment there are other disciplines that can address the issue, working in a cross form, like for example, biology, sociology, ethics, etc.

A possible obstacle to the issue of doping is not widely discussed in the interior of the degree course in physical education is that the sport in Brazil became taboo. There is a kind of rejection of the sport in the school environment, which is often avoided by the discipline teacher or the pedagogical team, which in this sense, indicates such an issue to the teachers of the area. Thus, as the doping issue is related to sport, it is also suppressed.

In addition, there are also a few actions in the sense of initial or continuous training on this subject to the professionals who are involved in sports scope, such as technicians, teachers and coaches.

With regard to education and continuous training on doping in sports organizations, the news is very scarce. It would be interesting to do a national plan for each Confederation to establish a planning in educational area, along with the Brazilian Authority of doping control (ABCD) and passing to each affiliated entity.

About cooperation in education and training – the existing news demonstrate cooperation between national anti-doping bodies, showing that ABCD is seeking information on how they're working this topic in other countries and that some actions taken had the cooperation of the Brazilian Olympic Committee, the International Olympic Committee and some federations. It would be interesting to be able to count on the collaboration of universities so that they can take advantage of the available resources in a more effective and efficient way. Universities and their representatives, teachers and students of undergraduate and graduate degrees, could work in the preparation and development of projects of education, information and prevention about doping and supplementation. Several areas could be involved, as for example: physical education, medicine, communications and marketing, law, pedagogy, sociology, among others.

What can occur if it is not properly treated and contextualized in the school environment, is that the path will remain opened so that the norms and values imposed by society are absorbed and prevail.

Another suggestion is that there is more disclosure of Government actions, because right now is restricted to the websites of the ABCD and Ministry of sports. A good tool are the channels of interaction with young people, such as social networks. In addition, the media must open more space for discussions and information.

## 2.6 Research

When performing a mapping of the scientific literature about doping in Brazil, we can find a big gap in this theme. At the same time that Brazil grows in quantity of published research nationally and internationally, the studies on drugs in sport lag behind this development.

When researching the notebooks of indicators of the "Coordination of Personal Improvement on Graduation Level (CAPES) of the three-yearly report on the years 2010, 2011 and 2012, in the area of physical education, is an arid framework in relation to subject of doping. For example, of 27 Brazilian institutions that offer graduate programs in physical education, master's and doctoral level, only 20 of them had articles and Dissertations/Theses approaching directly and/or indirectly the subject of doping. In the three years 2010-2012, were found 90 articles, 13 dissertations and 4 doctoral theses. The search terms used were the key words drugs; supplementation; supplements; Doping; ergogenic; as well as all their corresponding in English. However, only two articles dealt with directly from doping in sport. The remaining productions approached tangentially of theme mainly relating to research on supplements (creatinine; fish oils; beta-alanine, etc.).

Expanding research beyond the physical education area the landscape is no less sterile. The Bank of dissertations and theses of CAPES, to do the search with the keyword doping were found just 11 papers (9 master dissertations and academic 2 doctorate thesis). The programs were in the area of chemistry, biochemistry, Animal Science, physics and metrology. When accessing the summary of these, it was possible to detect that only 3 of them dealt directly on doping in sport: two dissertations and academic a doctoral thesis. They all defended at the Federal University of Rio de Janeiro, a master's degree in chemistry and a dissertation and thesis in Biochemistry. These last two works were guided by the same researcher, Prof. Dr. Francisco Radler Aquinas Grandson.

When searching the term doping on SciELO<sup>1</sup> were selected in the same temporality only 30 Brazilian works. 19 of them in English and 13 Portuguese (2 of

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<sup>1</sup> SciELO - *Scientific Electronic Library Online* - is a model for cooperative electronic publishing of scientific journals on the Internet. Specially developed to meet the needs of scientific communication in

them published in both languages). 14 of them in the field of engineering; 9 in the Exact Sciences/Earth Sciences; 7 in the health sciences; 1 in the Biological Sciences; 1 in the Humanities. However, only 7 deal directly on the subject of Doping in the sport.

As seen in this short overview of the scientific research related to the subject of doping in sport, the problem still is little researched, showing that a number of gaps. This fact can make it difficult, for example, the implementation of effective public policies for the anti-doping control on the part of the federal Government. As a suggestion, is the need to invest in research working the theme of drugs in the sport, as well as in scientific research on sports. The funding bodies to science in Brazil urgently require opening specific edicts to treat sport and among other issues to be studied, doping must be present.

## **2.7 Public Policies for the Doping Control**

During the "research" we found sufficient evidence to understand the effort that the Brazilian Government, through the Ministry of sports and the ABCD has done to structure a public policy for the prevention and control of doping. An example of this effort was the construction of the Brazilian laboratory of doping control, as well as the efforts made to ensure that this laboratory was accredited to WADA. Another highlight is the development and updates that occurred in 2011 and 2012, of specific laws for the doping control, taking the country to one of the world's most advanced legislation. Finally, another issue of efficiency of ABCD is the advancement in the training of doping control officers.

However, being aware of the current demands of the ABCD as regards the Olympic Games and Paralympic Games-Rio/2016, we found some gaps focused on topics related to Education and training and research.

Thus, we highlight the emerging need to establish programmes and specific actions for the development of research in order to improve the scientific production in the area. Additionally, we see the need to expand actions for the education and

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developing countries, particularly in Latin America and Caribbean, the model provides an efficient solution to ensure the visibility and the universal access to their scientific literature, contributing to the overcoming of the phenomenon known as 'lost science'. The SciELO model also contains integrated procedures to measure the use and impact of scientific journals.

training areas, extending to the whole population. These are the most obvious gaps in the analysis of public policies for the doping control established by ABCD.

In our view, WADA and UNESCO could establish projects in conjunction with the doping control agencies to stimulate and/or co-finance research in the area of prevention and doping control.