



THE ORGANIZATIONAL INTEGRITY IN ENTITIES RESPONSIBLE FOR ANTI-DOPING IN BRAZIL

A INTEGRIDADE ORGANIZACIONAL NAS ENTIDADES RESPONSÁVEIS PELA ANTIDOPAGEM NO BRASIL

INTEGRIDAD ORGANIZACIONAL EN ENTIDADES RESPONSABLES DE ANTIDOPAJE EN BRASIL

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Abstract: This study aimed to analyze whether anti-doping procedures adopted by national sport governing bodies and governmental institutions ensure the integrity of sport in Brazil. The study was descriptive, with a qualitative approach, and was conducted through semi-structured interviews. Content analysis was employed to analyse the information. The results pointed to a set of initiatives for anti-doping education, in face-to-face and online formats, and doping control. The entities and institutions that participated in the study have acted in compliance with international anti-doping regulations. However, the different perspectives presented show a misalignment in the discourse and point to limitations in the consolidation of an anti-doping culture in Brazil.

Keywords: Anti-doping. Integrity. Sports management. Governance.

Resumo: Este estudo teve por objetivo analisar se os procedimentos de antidopagem adotados pelas entidades nacionais de administração do esporte e pelas instituições governamentais garantem a integridade do esporte no Brasil. O estudo foi do tipo descritivo, com abordagem qualitativa, sendo conduzido por meio de entrevistas semiestruturadas. Para a análise das informações foi empregada análise de conteúdo. Os resultados apontaram um conjunto de iniciativas para a educação antidopagem, nos formatos presencial e *online*, e de controle de dopagem. As entidades e instituições que participaram do estudo têm atuado em conformidade com as normativas internacionais de antidopagem. Entretanto, as diferentes perspectivas apresentadas evidenciam um desalinhamento no discurso e alertam para limitações na consolidação de uma cultura antidopagem no Brasil.

Palavra-chave: Antidopagem; Integridade; Gestão esportiva; Governança.

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Resumen: Este estudio tuvo como objetivo analizar si los procedimientos antidopaje adoptados por las entidades de la administración deportiva nacional y las instituciones gubernamentales garantizan la integridad del deporte en Brasil. El estudio fue descriptivo, con un enfoque cualitativo, realizándose a través de entrevistas semiestructuradas. Para el análisis de la información se utilizó el análisis de contenido. Los resultados apuntaron a un conjunto de iniciativas para la educación antidopaje, en formatos presenciales y online, y para el control del dopaje. Las entidades e instituciones que participaron en el estudio han actuado de acuerdo con la normativa internacional antidopaje. Sin embargo, las diferentes perspectivas presentadas muestran un desajuste en el discurso y advierten de las limitaciones para consolidar una cultura antidopaje en Brasil.

Palabras clave: Antidopaje; Integridad; Director deportivo; Gobernancia.

1 Introduction

Departing from two sporting incidents of international repercussion involving (a) an orchestrated doping scheme in Russia, with suspected participation of the country's government itself, and (b) errors in doping control at the Rio 2016 Olympic and Paralympic Games, which brought into question the ability of national sport governing bodies and governmental institutions to ensure the fairness of the competition results, we suggest to understand the context of anti-doping in Brazil from the organizational integrity approach.

In December 2014, the International Olympic Committee (IOC) released the Olympic Agenda 2020, as a “strategic roadmap for the future of the Olympic Movement” (IOC, 2019, p.1). According to this sport organization, the 40 recommendations contained in the Agenda are “like pieces of a puzzle that, when put together, a picture emerges that show the IOC safeguarding the uniqueness of the Olympic Games” (Ibid.). Hence, “the athletes remain at the center of all 40 of the proposals, with the protection of the clean athletes being at the heart of the IOC's philosophy” (Ibid.).

However, the launching occurred five days after the German state channel ARD² aired the documentary “The secrets of doping: how Russia makes its winners”, in which it suggests “the existence of a sophisticated and well-established doping system” sponsored by the Russian state, including the Russian Athletics Federation (ARAF) and the Russian Anti-Doping Agency (RUSADA). Such accusations would reach sport entities, government institutions, and a series of measures that would later put the integrity of anti-doping under suspicion.

Among the actions taken by the World Anti-Doping Agency – WADA³, there were two

² ARD is the abbreviation of *Arbeitsgemeinschaft der öffentlich-rechtlichen Rundfunkanstalten der Bundesrepublik Deutschland* (Association of Public Broadcasters of the Federal Republic of Germany).

³ The World Anti-Doping Agency (WADA) is an independent organization, created from a collective initiative led by

reports delivered by an investigation established by an Independent Commission (IC). The first document, published in November 2015, concluded:

1. There is a deeply rooted “culture of cheating”, which means the acceptance of fraud at all levels is widespread and long-standing. 2. The exploitation of athletes is accepted, which has resulted in unethical behavior and practices becoming the norm. 3. Many Russian athletes participate in the consistent and systematic use of performance-enhancing drugs. 4. Physicians, coaches, and laboratory personnel have been involved in systematic fraud (McLAREN, 2016a).

According to investigative IC, “Russia would not be the only country, nor athletics the only sport to face problems of orchestrated doping” (McLAREN, 2016a). Consequently, in a letter to WADA, representatives of athletes of the United States of America expressed their concern and suggested expanding the investigation to other sports and in other countries (WADA, 2016a). However, the investigations remained restricted to athletics and Russia, which were the initial targets of the investigative IC.

Finally, the allegations contained in the report attested to the processes corruptibility in a doping scheme organized by the Russian Athletics Team during the Winter Olympic Games in Sochi (McLAREN, 2016a). Moreover, the involvement of ARAF and RUSADA, as well as that of coaches, physicians, and laboratory personnel signaled a lack of integrity in sports governing bodies and government institutions responsible for anti-doping in sport.

The means adopted by WADA’s IC were also questioned. According to Girginov and Parry (2018), the procedures employed by the investigative team would have damaged sporting integrity and, consequently, cast doubt on considerations and claims stated in the report. According to the authors,

[...] even if you think you are doing the right thing, you must not do the right thing with the wrong process, because the right is also enshrined in the process. The ends cannot justify the means (GIRGINOV; PARRY, 2018, P.12).

Regarding the measures adopted by WADA and the IOC, Halchin e Rollins (2016), expert coordinators of the US Congress research service, stated: “neither WADA nor the IOC are functionally organized to achieve the goal of eradicating doping in sport”. According to the authors, possible conflicts of interest within the World Agency would have resulted in WADA’s slowness to respond to accusations, since “multiple warnings about doping conducted by Russia” had been sent to the Agency since 2010 (HALCHIN; ROLLINS, 2016).

Later, the International Association of Athletics Federations (IAAF)⁴ decided to suspend

the IOC. It was founded on 10 November 1999 in Lausanne, Switzerland.

⁴ Since October 2019, the entity has changed its institutional name to *World Athletics*. In this study, it was used the

the ARAF and, consequently, about the non-participation of Russian athletics athletes in the Rio 2016 Olympic Games. Nevertheless, individual requests were made to the Court of Arbitration of Sport (CAS) of the IOC, which opted to be in favor of IAAF (CAS-OG, 2016). In July 2016, a second report published by WADA's IC (McLAREN, 2016b), followed by a protocol of requirements and conditions issued by the IOC, enabled the eligibility of Russian athletics athletes and, thus, raised the possibility to participate in the Rio 2016 Olympic Games (IOC, 2016).

In a letter addressed to the presidents of WADA and IOC, the presidents of the IOC Athletes' Commission and the WADA Athletes' Committee expressed their dissatisfaction with the decision of not imposing a total ban on the participation of Russian athletes. According to WADA Athletes' Committee (WADA, 2016a), at that moment, "athletes' trust in the anti-doping system, in WADA and in the IOC had been broken". Consequently, athletes started to question the capacity of the organizations responsible for doping control in Brazil and whether they would be able to ensure the protection of clean athletes during the Rio 2016 Olympic Games (HALCHIN; ROLLINS, 2016).

Less than three weeks before the start of the Rio 2016 Olympic and Paralympic Games, the IOC requested the International Sports Federations (IF) and the National Olympic Committees (NOC) all necessary precautions to ensure the absence of "doped athletes" during the Games (IOC, 2016). Brazil would be responsible for restoring the credibility of control processes and ensuring the protection of clean athletes, previously shaken by the Russian case (NASCIMENTO *et al.*, 2018). Doping controls were conducted under the responsibility of the IOC and the Organizing Committee of the Olympic Games (OCOG), while WADA was responsible for an independent observation mission and, at the end of the Games, writing a report.

Regarding the doping controls conducted in Brazil during the Rio 2016 Olympic and Paralympic Games, the document published by WADA made harsh criticism of the anti-doping department of the Games, highlighting the tensions between the Rio 2016 OCOG and the Brazilian Doping Control Agency (ABCD)⁵; the significant changes in the management and anti-doping department of Rio 2016 one year before the Games; and the lack of coordination and unified approach in the anti-doping department management team. Therefore, a list of logistic failures and problems in doping control performance were highlighted by WADA (WADA, 2016b).

Meanwhile, a series of political and organizational conflicts were occurring in Brazil in the run up to the Rio 2016 Olympic and Paralympic Games. Accusations made by the Portuguese physician and international consultant of the United Nations Education, Scientific and Cultural Organization (UNESCO) to the ABCD, placed the integrity of the Brazilian Olympic Committee

acronym IAAF as presented in the references.

⁵ ABCD is a National Secretariat associated to the Ministry of Citizenship, responsible for the implementation of the National Anti-Doping Policy, in compliance with international regulations and conventions.

(BOC)⁶ under suspicion. According to the physician,

The ABCD had always a common goal, I think, to all Brazilians, that Brazil wins many medals in the Rio 2016 Games. However, ABCD has always wanted to have as a primary goal that these medals would be many, but clean, which I am sure is defended by the vast majority of Brazilians. This, we found out, was not shared by all interlocutors, as some just want there to be many medals, regardless of whether they are clean or not! Everything became very clear when the BOC, through its executive director (Marcus Vinicius Freire), started to pressure the ABCD's top official (VALEDI, 2016, electronic document).

Alongside the changes in the leadership of the national agency, the national secretary responded to the accusations claiming that “there was no political decision to interrupt testing” (VALESI, 2016, electronic document). According to the institution, the controls were interrupted only as a result of the Brazilian Laboratory for Doping Control (LBCD) being suspended right before the Rio 2016 Olympic and Paralympic Games.

In brief, the lack of integrity in anti-doping followed by the doping procedures orchestrated in Russia, involving RUSADA and the ARAF; the questionable conduct of WADA and the IOC denounced by athletes' organizations and States; and, in a special manner, the management problems in anti-doping at the Rio 2016 Olympic and Paralympic Games led by the Rio 2016 OGOC, as well as the conflicts of interest involving “medals at all costs” stated by the Portuguese physician, between the ABCD and the BOC, allowed us to question: how have the national sport governing bodies and government institutions responsible for anti-doping in Brazil acted in order to ensure the integrity of sport in Brazil?

Therefore, this study aimed to analyze whether anti-doping procedures adopted by national sport governing bodies and governmental institutions ensure the integrity of sport in Brazil. The specific objective is to examine whether, from the point of view of representatives of national sport governing bodies and governmental institutions, the guidelines used, and the anti-doping actions taken in Brazil ensure the integrity of sport.

This study is justified given the high relevance of the theme, given the international issues involving organizations such as the IOC, IAAF, and WADA. According to Oxford University, this phenomenon must be understood in order to propose measures to combat threats to sporting integrity (OXFORD, 2010). In this regard, we hope to contribute to the adoption of best strategies by the relevant authorities, given their responsibilities regarding the integrity of sport.

2 Theoretical Framework

⁶ The Brazilian Olympic Committee (BOC) is a non-governmental organization that operates in the technical-administrative management of sports, with the main purpose of protecting and promoting the Olympic movement in the national territory and representing the Brazilian delegation in international multi-sport games.

In compliance with the ethical principles of sport applied to sport management, the concept of integrity is understood “to the extent that the various commitments form a harmonious and intact totality” (FURROW, 2007, p. 205). It is composed by the consistency of a point of view, its principles and values attributed to their responsibilities and actions. Thus, it requires conformity between the commitments made and the actions taken, supported by the basic and unconditional principles, such as those of sport (Ibid.).

For Calhoun (1995) it requires taking responsibilities for the commitments made, such as: (a) responsibility for core values, purposes, through the meaning of value and practice, fundamental to the personal or organizational identity; (b) the responsibility of the entity or institution to be accountable, from an ongoing critical dialogue, to the practices or policies instituted; and (c) the shared responsibility, both to maintain the representation of fundamental values and purposes and to ensure harmony among the different narratives. Thus, it demands the continuous critical dialogue and the negotiation of responsibilities from the individuals belonging to the community, which further represents and establishes intended identity (CALHOUN, 1995).

Regarding the sports dimension, Schmitt (2019) states that,

Integrity in sports is the policy of Sports Organizations through the strengthening of ethical aspects, transparency, governance and accountability of management and sports practice entities and their leaders. It is a set of programs, processes, projects, or activities aimed to safeguard the credibility of sports institutions, the organization of competitions, the value of fair play and clean sports through actions to confront fraud, corruption, manipulation of results, doping, harassment, prejudice, and abuse in sport (SCHMITT, 2019, electronic document).

In this respect, four different interrelated interpretations were established to understand integrity, oriented to the governance of entities or of sport itself: integrity of sport itself, organizational integrity, integrity of procedures, and personal integrity, which are directed to physical and moral excellence, reliability of sporting events, and positive attitude, thus adhering to principles such as fair play (GARDNER; PARRY; ROBINSON, 2007, BAUMAN, 2013, ERHARD; JENSEN, 2014). However, it is worth to mention that,

[...] those are not different meaning of the word ‘integrity’, but rather different areas where the concept is applied. But of course, each area may have particularities that merge for the application of the concept of integrity (TRIVINOS, 2019, personal collection⁷).

Finally, considering the universe of the present research, the concept of organizational

⁷ Comment by José Trivinos via Skype application, at the defense panel for the title of PhD, that took place on November 12th, 2019, at the premises of the School of Physical Education, Physiotherapy and Dance of the Federal University of Rio Grande do Sul (ESEFID/UFRGS). The public defense was videotaped with the participants' authorization.

integrity elaborated by Ghillyer (2015, p. 86) was adopted, which

It is related to the fact of doing the right thing and, from an ethical conduct and according to the sporting principles, attract and keep business partners for the development of the sport and for the structural organization of its entity (GHILLYER, 2015, p. 86).

The core commitment of a sporting organization shall lie in the development of its disciplines and in maintaining maximum standards of sporting excellence (McNAMEE, 2008). Consequently, factors such as money and power are subordinated to sporting principles applied to an entity. According to McNamee (2008), a upstanding, honest, fair, and inclusive sport discipline has a higher level of trust by the community and, hence, substantially impacts its business (Ibid.).

Therefore, the main concern of a sports manager must be the ability to institute sound management practices and to ensure the applicability of ethical principles, constantly challenged by the market logic (McNAMEE, 2008). However, their actions are commonly hindered by the lack of organizational commitment, by divergent opinions on how problems are managed, and by the lack of reliable information for formulating and implementing appropriate policies (OVERBYE, 2016, ENGELBERG; SKINNER, 2016, COPELAND; POTWARKA, 2016, PHAT ET AL, 2016).

Regarding the studies highlighted above, only one article addresses sports administrators, managers, and executives. According to Engelberg and Skinner (2016, p. 11)

[...] sports managers can make significant contributions to the debate on doping and how doping should be managed. For example, sports managers can influence and shape antidoping policies that regulate the working environment for athletes while achieving the desired goals of their policies. Similarly, creating organizational systems and practices that facilitate high levels of trust can contribute to facilitating the belief in the integrity of the anti-doping system (ENGELBERG; SKINNER, 2016, P. 11).

Finally, the need for studies and scientific advances in the management dimension is demonstrated, with sports managers and/or administrators who are responsible for anti-doping in sport. Among the commitments made, their duty responsibilities and practices expected from a sports entity or government institution, permeated the organizational integrity.

3 Methodology

This is a descriptive study, taking a qualitative approach and employing semi-structured interviews (BAUER; GASKELL, 2013, FLICK, 2009), with their respective content analysis (BAUER; GASKELL, 2013, STAKE, 2011, FLICK, 2009).

In order to examine the perspective of national sport governing bodies and government

institutions on the organization and functioning of anti-doping in Brazil, representatives of national sport governing bodies and government institutions responsible for anti-doping in Brazil were interviewed. Participants in this research were divided into two main categories:

- a) Representatives of national sport governing bodies (RNSGB) – composed of 10 participants divided into:
 - Group I – National committee members (NCT): composed by 02 participants. 01 president and 01 manager.
 - Group II – National sport confederation members (NSCM): composed by 08 participants. 02 managers, 01 president, 01 discipline supervisor, 01 coordinator of the doping committee, 01 physiotherapist, and 02 superintendents.
- b) Representatives of governmental institutions (RGI): composed by 06 civil servants (CS) and 01 service provider (SP). 02 deputy presidents, 02 coordinators, 01 president, and 01 technical director.

Individuals were identified by the entity or institution in which they work. In total, there were 16 interviewees, however, 18 institutions/entities participated in this research. One professional was indicated by three different entities in which he/she works. The number of interviews was defined by theoretical saturation, i.e., when no new element is found and the addition of new information no longer is necessary (FONTANELLA; RICAS; TURATO, 2008). Therefore, the interviews were closed when new perspectives on the organization and functioning of anti-doping in Brazil were no longer presented by the interviewees.

The 16 participants in this research were classified and characterized from the categories described above. See Table 1, below:

Table 1 – Classification and characterization of the interviewees

Interviewee	Characterization	Acronym	Category
National Sports Confederation Member	Superintendent of indoor competitions. 10 years of experience in this function.	NSCM1	RNSGB
National Sports Confederation Member	Sports Physiotherapist. 16 years of experience, 12 years as a member of the Brazilian National Team. For 2 years, he/she been working as a service provider for the entity.	NSCM2	RNSGB
National Sports Confederation Member	Coordinator of the Doping Control Committee 38 years of experience with anti-doping. Physician.	NSCM3	RNSGB
National Sports Confederation Member	Technical supervisor of a specific event of a sports discipline. Former athlete and Olympic medalist. 17 years of experience as a national team	NSCM4	RNSGB

Interviewee	Characterization	Acronym	Category
	coach. Head of Olympic team at the Rio 2016 Games.		
National Sports Confederation Member	President of National Sports Confederation. 45 years of experience in sports management. Physician.	NSCM5	RNSGB
National Sports Confederation Member	Superintendent and Technical Director of High Performance.	NSCM6	RNSGB
National Sports Confederation Member	Sports Manager. Physical Education Teacher with a master's degree in Sports Management.	NSCM7	RNSGB
National Sports Confederation Member	Technical Manager. Competition manager at the Rio 2016 Games. 20 years of experience in the field of sports management.	NSCM8	RNSGB
National Committee Member	Doping Prevention and Education Manager. 22 years of experience with antidoping. Former member of CAUT, former Operations Director of ABCD.	NCT1	RNSGB
National Committee Member	President of the institution. More than 20 years of experience working in the field of Sports Management.	NCT2	RNSGB
Civil Servant	General Scientific Coordination Former coordinator of Athlete Grant Program, former General Operations Coordinator, former Technical Director. 11 years of experience.	CS1	RGI
Civil Servant	President of the Institution. Former auditor-member of the Brazilian Supreme Court of Sports Law, former member of the Anti-Doping Commission, former member of the National Commission of Athletes (NCA), former Olympic athlete.	CS2	RGI
Civil Servant	Technical Director of the Institution Professional soldier (officer). Former member of the International Military Sports Council, former sub-commander of the Army's Physical Education School. Competition Manager of the Rio 2016 Olympic Games.	CS3	RGI
Service Provider	Deputy President of the Therapeutic Use Authorization Committee. Physician.	SP1	RGI

Interviewee	Characterization	Acronym	Category
	More than 20 years of experience with anti-doping.		
Civil Servant	General Coordinator of the laboratory. 23 years of experience.	CS4	RGI
Civil Servant	Deputy President of the Court, Armed Forced Officer, former member of the Sports Commission and OCD. Degree in Physical Education.	CS5	RIG

Source: from the author.

For data collection, semi-structured interviews were employed. The Interview Script was composed of fourteen questions based on the theoretical framework and the literature review. The procedures followed the recommendations of Flick (2009) and Gray (2012) by: (a) seeking prior knowledge about the participant, his/her trajectory, how he/she fits into the content of the research and his/her relation with the theme; (b) scheduling in advance the place and time of the interview; (c) guaranteeing to the participant the confidentiality about his/her identity and words; (d) offering a friendly and welcoming environment during the interview, as to make the interviewee comfortable to expose his/her thoughts with tranquility.

Moreover, the interview started with basic questions, since the initial objective was to outline the interviewee view on the topic and, thus, go deeper towards more extensive and intensive issues through the interview (TRIVIÑOS, 2001).

All interviews were recorded with the consent of the interviewees and transcribed into a Word format document, according to the original statement. Transcriptions were forwarded to the interviewees by e-mail, for those who chose to receive it, as to check the information and freely change any segments of the text if the interviewee deemed necessary. Finally, the final version of the document was forwarded via e-mail by the interviewee to the researcher. Regarding the interviewees who chose not to receive the transcription, the original version of the interview, without changes, was used with their consent.

The data analysis process followed the guidelines of Bauer and Gaskell (2013) and Stake (2011) for content analysis. According to the authors, the data codification should be structured based on the research objectives. Thus, reference titles were created, organized, and reorganized throughout the analysis process, as the research question gained meaning. The categories formed received a column heading, and each interviewee's quote were inserted as rows. According to the author, this method allows the structuring of data, unification of answers and the emergence of an accessible data set. Hereafter, it was sought reflection and intuition for the creation of relationships with the reality and for the deepening of related ideas.

After that, an organizational plan for the final report was created, in order to support researchers in the construction of the synthesis and to keep control of the fragments during the analysis. This configuration was altered, reformulated, and received additional data throughout

the analysis process (STAKE, 2011). Later, the process of understanding and construction of meanings emerged, separating the data relevant to the research from the irrelevant data (TRIVIÑOS, 2008).

4 Results and Discussion

Currently, the ABCD is the organization responsible for coordinating anti-doping in Brazil and, as a signatory organization, representing the country before WADA (BRASIL, 2016). Hence, it can be observed that its authority is recognized by national sports governing bodies.

[...] the Anti-Doping System is born with the creation of ABCD. And it emerges in the model that today is established as the correct, most modern to be established (RGI-CS4).

In Brazil, the ABCD is the testing authority for all antidoping controls in Brazilian sport. I think it is very interesting, appropriate, fair, because it is the NADO, which is the arm of the World Anti-Doping Agency here in Brazil (RNSGB-NSCM3).

[...] in Brazil, who organized it is the ABCD, which is linked to WADA, and which has total freedom to monitor not only our sport, but all national sport (RNSGB-NSCM4).

Therefore, “most Olympic and Paralympic entities already understand the role of ABCD, at least they already know the ABCD, they know what it is about” (RGI-CS1). It is worth noting that before the creation of ABCD, the Testing Plan, the procedures of doping control and trials, for instance, were independent. This was because, in 1972, the “National Sports Council (Resolution 5/72) had made the national sports confederations responsible for the control of their own sports disciplines” (ABCD, 2020). Therefore, each entity acted according to the requirements established by its International Sports Federation, the available resources, and its management format.

Furthermore, ABCD was created based on the requirements established by the IOC to hosting the Olympic and Paralympic Games in Rio de Janeiro, in 2016. That is, “the transition was kind of forced, not a transition you had time to understand, but it had to be done because there would be the Olympic and Paralympic Games” (RNSGB-NCT2). From then on, the ABCD’s efforts were initially oriented to the establishment of Normative Acts – Laws, Decrees, Resolutions – in order to meet the requirements established by the Code and the responsibilities assumed as a signatory body of the Convention (BRASIL, 2011).

Currently, apart from the ABCD, as to enforce the principles established by WADA, the BOC, as an anti-doping organization, has its own Anti-Doping Policy (COB, 2019b). Likewise, certain national sports confederations have their own Regulations, and others rely on the

Regulations of the International Sports Federation to which they are linked, for example (CBRU, 2020; FIFA, 2019; CBDA, 2018; CBJ, 2016).

Regarding the monitoring system, the understanding of harmony and integrity based on the concept of organizational integrity is emphasized. Accordingly, the purpose of the Integrity and Ethics Committees is to verify the internal processes of an institution. Examples include the Ethics Commission of CBD, the Ethics Commission of BOC, the Ethics and Integrity Council of the Brazilian Confederation of Aquatic Sports (CBDA), the Ethics Council of the Brazilian Confederation of Sailing (CBVela) and the Ethics and Integrity Council of the Brazilian Confederation of Cycling (CBC).

Codes of Ethic and Conduct aim to guide the ethical conduct of employees and individuals associated with the entity. Among the 13 sporting governing bodies that participated in the study, 11 have such documents available for access on their institutional page.

The Code outlines the ethical principles and institutional values of the entity and is directed to all members of the administration, employees, interns, suppliers, and other stakeholders so that they understand and put into practice in their daily lives, serving as an individual and collective reference for attitudes and decision-making (CBJ, 2019, p. 6).

Moreover, all national sports confederations mentioned above are part of the BOC's Management, Ethics, and Transparency Program (GET), which aims to evaluate associated entities and assist in the development of their organizational maturity. Thus, it considers aspects such as governance, strategy, transparency, processes, and compliance (COB, 2020).

[...] the Management, Ethics and Transparency Program (GET) was created with the objective of supporting the improvement of the MANAGEMENT of Brazilian Olympic Sports Confederations. Through consulting and supporting entities in meeting legal requirements and good management practices (COB, 2020, electronic document).

In short, it is possible to identify aspects related to the concept of integrity with respect to the organization of entities and institutions with anti-doping responsibilities. That is, their guidelines and actions are organized in institutional documents specific to the topic, as well as professional Codes of Conduct and Integrity Committees, which are supported by fundamental ethical principles of sport. Therefore, such organization aims to give substance to the system and ensure the integrity of the entities/institutions involved, as well as the individuals belonging to them.

[...] so, over these nine years, there is a legislation, a normative consolidation that established the ABCD, which established the control of doping in the country, finally, the submission of the country itself to the UNESCO Convention, so all this gives legal certainty for the ABCD's actions (RGI-CS2).

However, if, in the beginning, the ABCD's efforts were focused on legal aspects, currently, the institution aims to bring the entities belonging to the National Sports System closer to the National Anti-Doping System. Therefore, *“today the Education policy has a much stronger awareness-raising aspect”* (RGI-CS1).

Regarding the educational policies, it is evident the interest of the anti-doping organizations (ABCD and BOC) in consolidating an anti-doping culture in Brazil. However, such approach has faced resistance and difficulties.

[...] creating this alignment was not a very simple activity, creating this feedback of this system, bringing them here, ‘no, look, we are partners’, because the initial perspective of the sports entities regarding the ABCD is ‘this entity has a punitive character, it can compromise our work’, but it is a feeling that no one verbalizes, because it may sound like one is working against anti-doping, so how do I deal with this dichotomy? It’s by closing oneself off, you know? It is pulling oneself away, so this is what happened initially: the ABCD was created and it seems that a hole was opened up, everyone pulled away; and then we started building the educational aspect, this aspect that values ethic, that values clean sport, this positive discourse much more than the punitive discourse, and using the tool of education as a mobilization tool (RGI-CS1).

According to the interviewees, there are three situations and perspectives of the sport governing bodies about anti-doping. First, there are entities that have resources, an organization, and operations regarding the topic, and furthermore, it is perceived that the entity recognizes the importance of anti-doping to its discipline and to sport.

At the same time, there are groups that “Ah, I’ll go if I can. If I can, I’ll do it, if it’s really necessary...”. And then there are those who don’t even want to know: “No, this is just another cost. The kid who comes here wants to train, not to listen stories”. So, we still do not have a unity in Brazil [...] you may think that it is all united, that everyone thinks the same thing, but no way, it is completely different (RNSGB-NCT2).

*It seems that it is all so new, that those who are more organized understand, but they are few. **Most of them are very far from understanding the need, or even showing interest.** So, when I receive a communication from the ABCD about giving a lecture on Education inside of a sports club, and I just have to make an appointment with them, I’ll tell you that **no more than 10%** answer. Still, there is a great difficulty, from the manager to the coach, who is connect to the sport and who should take an initiative but thinks it would get in their way. So, you see everything. We still see everything. I think we still have a very long way to go, in the sense of mobilizing, informing, and showing interest and seeing the importance of this. But I think it is a matter of time* (RNSGB-NCT2).

Regarding the lack of interest by managers and coaches on the subject, as well as the limited understanding of anti-doping in sports, the lack of commitment and responsibility of its community, on the very context in which it is inserted, is criticized.

*Well, I think that actually it is a **lack of responsibility of the entities and***

athletes to realize the universe to which they are inserted, because the moment you enter the sports world of high performance competition, the rules of anti-doping are the same as the competition rules, so I do not see as the agency that needs to do more, but rather those who are entering this environment who have to get informed, to know exactly what world is being entered. (RNSGB-NSCM4).

*[...] unfortunately, some athletes, coaches, some entities still neglect and do not read or are not aware of these rules, so this is not... **the fact that the website is extremely clear does not mean that everyone is extremely aligned**, I do not have this capacity, I do not have the information to be able to tell how much percentage is and how much percentage is not, but I see that there are some entities that neglect this information that is easily accessible (RNSGB-NSCM4).*

Moreover, a certain resistance on the subject itself is observed. This is due to the fact the concept of anti-doping is directly associated to the word ‘doping’, which is related to the concepts of corruption, immorality, and illegality, for instance.

*There is a **cultural stigma**, where people kind of repel this theme, because when it is not associated to breaking rules, it is very much associated with muscles, getting strong, improving performance, which is something associated to crime... So, nobody really likes to talk about it. So, I think this problem is very present. It’s the same thing as when you give lectures about drugs, about drug use. It is as if you brought this into sport. So, people think **“Ah, this is a bad thing. Let’s not talk about that. Let’s talk about the good side of sports and what it brings to people’s lives.”** I think there is still a difficulty for people to deal with the subject, because it is not a pleasant subject (RNSGB-NCT2).*

Consequently, the theme ends up losing space within the entities, reducing the information outreach capacity that aims consolidating an anti-doping culture in Brazil. That is, the ultimate goal of the entire National Antidoping System: reaching the athlete.

[...] the resistance does not come from the athlete in training, the resistance comes from the trained athlete due to the lack of knowledge that he/she had throughout his/her sporting career; reaching and seeking the young athletes makes a monumental difference. Theoretically, we are dealing with high performance athletes who have sometimes already passed through doping control, the curiosities never cease, they always have many questions, and the biggest paradigm break is precisely to demonstrate to these athletes that we here to defend them and not to punish; bringing them closer together is a very strong sensitizing tool (RGI-CS1).

Hence, the importance of the first International Standard for Education (ISE) instituted by WADA can be perceived (ABCD, 2019). The new document aims to “promote behaviors aligned with the values of clean sport and help prevent athletes and other individuals from engaging in doping” (ABCD, 2019, p. 4). It is expected that the ISE mobilizes and strengthens Brazilian entities and institutions responsible for this topic, in order to enable such changes.

*The new International Standard of Education envisions standardizing the form, giving some guideline on how to do it, but, again, this is very cultural, very particular, so there is a guide. We have things that are resolute, that we cannot run away from, but **how to do it** still needs unification. So, I believe that **a great challenge in education is getting together** (RNSGB-NCT1).*

The different understandings on anti-doping identified in this study tend to get unified, since the new International Standard for Education guides to such alignment, from organizations to individuals, in accordance with the fundamental ethical principles of sport. Therefore,

*[...] we have been building a new culture, **we have been trying to break down old paradigms**, so for this we need good professionals who are engaged in the construction of new knowledge. We need to be open to listen, to discuss, to better understand doping in its essence and I think we need to start from our own discourse, the way we talk about anti-doping, how we address the information we want to deliver, and the knowledge we want to transmit (RGI-CS1).*

From this perspective regarding to anti-doping education actions currently carried out, limitations regarding the lack of a unified language and a monitoring system were highlighted.

*[...] we don't have control of this Education, you know? [...] Another thing is that we don't have a unification of the language, so we have several scholars in Brazil, each acting in his/her own way, but sometimes we crash into each other, and it **becomes a Babel Tower**, it seems that each one is talking about a different thing, and we meet each other in events where there is audience and this somehow undermines the systems, you know? (RNSGB-NCT1).*

*[...] people **do not want to know the result of their actions, they want to say they have acted**, so I gave 853 lectures last year to athletes from all over Brazil, I visited clubs from Oiapoque to Chuí, so what? So what? How many of these athletes, how can you measure it? How do you control the result of that? How are you watching this? Were the athletes engaged in these lectures? The language you used, established communication? So, these questions, even those who are educating in Brazil, do not have the courage to ask themselves (RNSGB-NCT1).*

*Besides, the ABCD translated some WADA materials, some pamphlets, some printed materials, which were already made seven, eight years ago, **so it has a terrible visual appeal**. In the area of Education, what you have is basically this, the face-to-face attention, booth activities, [...] and there is the WADA quiz, games are provided... Anyway, a lot of souvenirs are distributed... But, again, **without any awareness if the message was communicated or not** (RNSGB-NCT1).*

Nevertheless, not only the national anti-doping organizations, but WADA itself has aspects to be improved regarding Education activities. Among them is WADA's ADeL platform, which, despite being created to reach all and any anti-doping organizations, i.e., different countries and cultures, the format and language also seem to be limitations to the success of educational activities in Brazil.

*The teaching method is horrible, the content is universal, right? So, the content is from WADA, it is the content of the codes, of the international standards. Now, the manner of communicating is sad, it is very sad, because it is too awful. [...] Getting an athlete to take the WADA Alpha 2.0 can be life threatening if I'm near them, because whatever they have at hand, they will throw at me **because of how terrible it is**, you know? (RNSGB-NCT1)*

It is observed the recognition that “it is 20 years of WADA, two decades that the World System was created and only now we have an International Standard of Education to be launched in 2021, that is, everyone is starting” (RNSGB-NCT1).

Finally, aspects related to the management field are addressed. From the interviewees' perspective, “the biggest difficulties are in the area of governance, if you solve governance, it is possible to solve the rest” (RNSGB-NCT2).

Regarding the ABCD, the discontinuities in management were stressed. In other words, since it is subordinated to the Federal Government, the institution is subject to changes in management whenever the Federal Government changes its leadership. This leads to constant disruptions and repeated effort to introduce the new manager to the ABCD's activities.

*[...] we had at ABCD, if I'm not mistaken, six or seven different leaders, **there is no way to keep the work, there is no way to maintain a line of dialogue, there is no way to maintain absolutely nothing**, so... And this reflects the government, right? [...] We have a political system that can stop the ABCD at any time, any moment, in any way it wants at will, it is enough to keep changing its leaders, keep changing its technical staff all the time (RNSGB-NCT1)*

*[...] we have resorted to reworking very often, which is almost a process of sensitization and mobilization, every time there is a break in management, changes in management, there is an awareness work, of demonstrating “look, this is important”, because the person arrives with one formation, one idea, one proposal, and how to adapt this proposal, this willingness, within this larger and already consolidated management process, so that we do not have losses over the years. For me, this is still **the greatest weakness of the ABCD, which is the inconsistency in management** (RGI-CS1)*

Another aspect is related to the funding of the system, “[...] if we had more resources, we would be able to have a much higher quality of operational and educational activities, and in greater numbers” (RGI-CS1). It is worth mentioning that the ABCD is a National Secretariat within another secretariat, the Special Secretariat for Sport. In other words,

*[...] politically, a secretariat withing the secretariat with a tiny budget has even **less political importance in the macro political scenario**, not in the sport's political scenario, but in the macro political scenario, where the decisions are taken, where these resources are indicated, thus we do not... I see that the **big problem today is this extensive dependence on government**. [...] this umbilical cord is still very up-to-date, and it will not change. While we do not have an agency outside of the government, it may receive government*

*resources, it may receive government subsidies, it does not matter, but it should have some aspect of a regulatory agency, **some independency** (RNSGB-NCT1).*

Based on this, proposals as an autarchy or private structures which provide greater independence to the ABCD are stressed. The high costs of doping controls are perceived as one of the greatest difficulties within the system. Hence, as a solution,

*The government would finance an amount, the entity or the respective sports confederation would pay for testing. The struggle is, even at international level, the price. The price is still high, if you have this testing in a big scale in Brazil and in many events. So, I think we have to **define or set up a financial model** that can handle the quantity, the demand and, at the same time, the cost. Perhaps a registration fee, which many of them charge... Take a value or percentage of this fee to make these tests feasible. So, there is a variety of ways to facilitate this issue, and that I think is very important (RNSGB-NCT2).*

Finally, “*the technical staff of the ABCD is small, it has few people, we would need a much more robust staff so that we could achieve in a much faster and more efficient way all the fields that we consider to be a priority*” (RGI-CS1). Regarding the professionals, it is stressed not only the need for more professionals, but also investments to ensure specialized and up-to-date personnel.

*[...] so, to act directly on this, there must be people who work exclusively with it. [...] We still do not have agencies that **encourage professionals to say** “man, I am a doctor and I want to make a career in the field of antidoping, so, I will dedicate myself to this, I’ll study this, research it, in short, I’ll specialize in this field” [...] We need to increase the contribution, because as the understanding that this is important increases, we need professionals to work with this too, so this is the big challenge (RNSGB-NCT1).*

To conclude, when asked about the ideal profile of professionals to work in the field of antidoping, two key aspects were highlighted: the first is related to technical expertise and training in the health area. Moreover, it was mentioned that former athletes were good references and the need of professionals who have proximity to the area of sports.

*He/she must have an **up-to-date knowledge**. Unequivocally, one needs to be technical and updated. One must know how to conduct an anti-doping control test. He/she must know by heart the regulations. Must be a trustworthy person. If he/she is not reliable, and you do not put any trust on this person, you do not send this “person” to an anti-doping mission. **He/she must be passionate about sport** because he/she is not going to get rich doing it. So, you have to like it (RNSGB-NSCM4).*

*First, have **complete knowledge of the rules**. Secondly, **transit in the sports world**, more specifically in the discipline in which he/she acts. And third, total transparency in his/her relationship with the sports world (RNSGB-NSCM4).*

Besides the technical knowledge, in respect to training of the professional, physicians are

indicated. Hence, it is possible to perceive a strong relationship between the theme and the field of Medicine.

*I would lean very much to the **medical field**, I don't know... This is something that we have to structure... [...] We haven't structured this yet, but from our perspective we would have to have a medical support, a medical area which is responsible (RNSGB-NSCM7).*

*The physician, the **physician of the confederation**, should be the responsible person, which is what I am trying to do, that is, to hand this function to the medical department that we have never had, so now that we are going to have a person responsible for the medical area and I'm trying to "**get this pineapple**" and transfer it to a person who has more knowledge in the medical department than me. [...] It is necessary that there is a minimum, so that we have **less risk of an exposure of several simultaneous cases**, and this becomes a recurring practice within the system (RNSGB-NSCM8).*

*I believe that depending on the level, the position over there, **there must be a physician**, there is no other way, to say certain things, he/she must be a specialist physician, but so, in general, I think **it must be a person related to sports**, who works with sports, who has already had an experience with sport; this for me would be the best profile to work on this (RNSGB-NSCM8).*

As for activities on Anti-Doping Education, Physical Education professionals are indicated. "[...] *Our working tool is sport, so I think knowing how to use this tool on behalf of the citizen is that makes the difference when training a professional in the anti-doping field*" (RGI-CS1).

Regarding the ideal professional profile to work in the field of anti-doping, ethical characteristics are stressed.

*It is a question that seems to have an obvious answer, but if it was simple, we would be surrounded by good professionals, and that is not how it happens. The **main aspect is to be a reputable person**, it is to be a person of principles, an ethical person, I cannot discuss about anti-doping with someone who has not these principles intensely grounded (RGI-CS1).*

It is because, today, the clubs have medical departments, scientific departments, and there is even the risk that these departments are being used for cheating and not preventing. Now this will also happen when everyone sees that you (the entity) allow or are not aware that an athlete of your club may be cheating the rules of the game, and that can reflect on everyone, including the club and its sponsors. As long as this is not understood, people will think this the athlete's responsibility (RNSGB-NCT2).

Therefore, it is up to entities and institutions to adopt, incorporate and act in compliance with the Code and the anti-doping rules. However, it is worth mentioning that updates on the subject are constant as the area of study is continuously advancing.

The knowledge about anti-doping is daily, I can never say that I know about anti-doping and that I am prepared to deal with the subject, if I do not read the code, if I do not have the international standards on the tip of my tongue,

because they are mutable, they change all the time, and this is the great resistance that we have regarding the professionals who have been working in the field since the last century (RGI-CS1).

The challenge is to “*sensitize these older officers, sensitize the older managers who have been working in this field for longer*”, “[...]so as they understand that knowledge is mutable and that we can learn together about it, as we all have something to offer to this science, I think this is the biggest difficulty” (RGI-CS1). Thus, professionals working in the field of anti-doping

*[...] must be people open to new knowledge, open to debate, must be a person who knows by heart a motto that is: **there is nothing I can do alone, that together I cannot do much better**. So, we need to unify and have a single direction. [...] it must be a person who has ethics, who is reputable, who has principles, and who sees in sport a tool for awareness and citizen education. [...] ground zero of it all is the will to bring ethics and fair play to sports (RGI-CS1).*

In summary, from the point of view of representatives of national sport governing bodies and government institutions, a certain organizational integrity is perceived regarding the anti-doping guidelines and actions undertaken in Brazil. Namely, Normative Acts, Regulations, Codes of Ethics and of Conduct, and Committees of Integrity were observed, and which aim to give concrete substance to the fundamental ethical principles of sport.

However, regarding the operation of the National Anti-Doping System, the lack of interest and responsibility by certain entities was perceived. In addition, the different perspective of managers and leaders on the subject generate misalignment of the information that reaches the sports community. Hence, they compromise the consolidation of an anti-doping culture in Brazil.

Lastly, the concept of organizational integrity expresses a certain morality in light of fundamental ethical principles of sport. That is, what is expected of professionals working in antidoping is, in addition to technical updating, a suitable conduct, which translates into their way of being and doing things and into sports ethics. The greatest concerns are, therefore, focused on a majority of entities that, according to the interviewees, have no interest or disregard their responsibilities on this matter.

5 Final Considerations

Regarding the performance of national sport governing bodies and government institutions responsible for anti-doping in Brazil, it was observed their compliance with the World Anti-Doping Code. That is, their organization and operations are, to date, aligned with international guidelines. Considering the ABCD, its internal organization, its procedures and normative documents are defined by WADA, as well as those of the BOC as an antidoping organization, which has specific competencies defined by the Code and which acts accordingly.

Hence, a legal apparatus aims to consolidate a National Anti-Doping System and orientate the operation of anti-doping in Brazil. Moreover, Ethics and Integrity Committees and Codes of Conduct aim to ensure the applicability and adaptation of fundamental ethical principles to political and management strategies.

Nevertheless, the main challenge lies in the consolidation of an anti-doping culture in Brazil. In other words, with regards to the management dimension, it concerns a corporate culture where fundamental ethical principles of sports are expressed in their way of living and doing things as an organization. Therefore, it is not enough to adopt, implement and apply anti-doping rules, as provided by the Brazilian legislation (BRASIL, 2016). It is necessary to break paradigms, change behaviors, incorporating the fundamental ethical principles – from the organization to the individual. From the ISE, we envision not only a management, but that the perspective of managers on the subject is aligned and thus, supported by the fundamental ethical principles, the integrity of sport is ultimately guaranteed.

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