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# World Anti-Doping Agency

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Independent Observer Report  
All Africa Games  
Maputo, Mozambique  
September 03 -18, 2011

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## 1. INTRODUCTION

### 1.1 Intro of IO mission

The objective of the World Anti-Doping Agency's (WADA) independent observer program is to provide an unbiased and professional monitoring of the anti-doping programs at the major events in an effort to ensure that all areas of the doping control and results management processes are in line with the essence and spirit of the World Ant-Doping Code and are according to the international anti-doping standards . This is achieved through random observations, neutral and unbiased assessments and timely recommendations to the relevant stakeholders where necessary.

The mission is also guided by the parameters established by the anti-doping rules adopted by the event's governing body for the execution of doping control at the particular games.

The mandate for the 10th All Africa Games were established by an agreement between WADA and the Organising Committee of the 10th All Africa Games (COJA). It authorized the Independent Observer (IO) team to monitor all aspects of the doping control and results management processes including:

- Test Distribution Planning
- Selection of Competitors
- Notification for Doping Control
- Therapeutic Use Exemption Procedures
- Sample Collection Procedures
- Transport and Chain of Custody of Samples
- Sample Analysis at the Laboratory
- Result Management Process including all Hearings

The WADA IO Team at the Maputo 2011 All-Africa Games consisted of the following members.

Dr. Hans Cooman, Coordinator, Doping Controls Flanders (Belgium), Chair

Garfield Ellis, Director of Communication and Education, Jamaica Anti-Doping Commission (Jamaica)

Ying Cui, Manager, Standards and Harmonization, WADA (China/Canada), Team Manager

The Mission was a shortened one; covering one of the two weeks of competitions. It ran from September 1 through September 11, 2011. As a result the IO team committed itself to covering as many controls as possible and also to providing feedback and recommendations quickly and efficiently in order to have the maximum impact on the standards of the doping control activities.

The operations consisted of:

- Observation of all doping control activities, including chaperone and DCO briefings; doping control sessions; and disciplinary hearings.
- Daily IO team meetings to discuss the activities of the previous day and to tender a formal report to the chair.
- Daily meetings between the IO Chair , the COJA Anti-Doping Commission(COJA ADC) and the Supreme Council for Sport in Africa Medical Commission (SCSA MC) to

provide a daily report with comments and recommendations from the previous day's observations.

## 1.2 Intro of AAG and its Doping Control Program

Official on-site observation began on September 4 after the opening of the games according to the agreement and ended on September 11. The IO team met with COJA ADC where we were briefed on the doping control facilities, the test distribution planning, the TUE Committee and the Disciplinary Panel. Plans were laid for the daily meetings and the exchange of information and reports between the IO chair, COJA ADC and SCSA MC.

Doping control was planned for 17 sports but excluded sailing, table tennis, chess and sports for the disabled. The Test Distribution Plan for the games called for 200 urine samples. Eventually 202 tests were conducted in 16 sports none of which were analyzed for EPO. The number of planned controls varied from 25 to 4 per day. All samples were analyzed by the WADA-accredited laboratory in Bloemfontein, South Africa. No Out-of-Competition controls were conducted. Though there were provisions in the Games Anti-Doping Rules for blood sample collection none were done.

Over the eleven days of the IO mission in Maputo 102 samples were taken across 10 sports. The team observed the testing in all these sports except canoeing, which was about 300km away from Maputo. Before the IO's departure one refusal and one atypical finding were reported.

## 1.3 Acknowledgment

The IO team would like to thank and acknowledge the persons with whom, we interacted that ensured the success of our mission.

### **COJA ADC –**

Dr. Leonado Chavane, Medical Director, his assistant Mr. Machel Ascencao, and Dr. Adelia Ndeve, Chair of COJA ADC – it was to a large part due to their co-operation; adroitness and composure that we were able to conduct our mission effectively. Special thanks to Lino, our driver, whose skill and resourcefulness through the Maputo traffic transported us to and from observation points on time and without incident.

### **South African Institute for Drug-Free Sport (SAIDS) –**

Mr. Khalid Galant, CEO and Mr. Fahmy Galant, Doping Control Manager, were always respectful, open and responsive to our observations and recommendations.

### **WADA Africa Regional Office –**

Mr. Rodney Swigelaar, Director and Ms. Nathalie (Bashala) Bakome his assistant were very effective in assisting us during the pre-game planning of our mission; and were even more invaluable in helping us to settle in Maputo once we arrived.

## 2. OVERALL COMMENTS ON THE ANTI-DOPING PROGRAM

The anti-doping program observed at the 10th All Africa Games was to a large extent satisfactory. The program conformed to the international standards and was in line with the rules established for the games. There were early concerns regarding the preparedness of the doping control stations and the doping control personnel to manage them. Testing was however carried out effectively from the

first day of competition; many times due to the creativity and resourcefulness of the senior doping control personnel.

There was excellent communication between the IO team and the relevant officials and recommendations were received and implemented in most cases. This highlighted for us the importance and relevance of the IO mission as its very presence ensured continued improvement in all areas of the anti-doping operations.

The greatest area of weakness observed, was in the pre-game organisation and planning which sometimes caused concerns as to whether or not testing would be conducted at some venues. But this must be viewed against the background that the games were switched to Mozambique from Zambia in April 2009, giving the organising committee a little over two years to plan and execute the event. In the end, and many times, with creativity and resourcefulness, testing was conducted effectively and the rights of the athletes were in most cases ensured.

The scope of the anti-doping program planned for the 10th All Africa Games was dictated both by the financial constraints and by the amount of time the organisers had to plan the entire event. Based on this, a budget for two hundred tests may be considered adequate though it fell short of the 800 or more that was recommended by the IO report for the 9th All Africa Games. In those games, over five hundred tests were conducted for a similar number of athletes.

Throughout the games it was apparent that COJA lacked sufficient resources to execute the anti-doping program on its own. This had less to do with physical infrastructure but more to do with anti-doping expertise on the ground. Though COJA worked assiduously to ensure that doping control took place at the appropriate standards, there were many instances where more extensive pre-planning would have made things much easier. As an example, in several instances doping control stations were finalized during the very game in which the testing was supposed to be done.

In the case of the doping control officers and chaperones; though SAIDS trained some doping control officers and chaperones two weeks before the Games, on their return to co-ordinate the testing process, their personnel were involved in so many organizational activities it became quite difficult for them to re-enforce the earlier training of the COJA chaperones and DCOs, most of whom had never experienced practical doping control.

Though we acknowledge COJA's commitment, it is the view of the IO team that better and more proactive pre-planning would have maximized the utilization of the limited available resources and avoided the rush and pressure from many last-minute improvisations. Overall the doping control activities were very good but the doping control staff was constantly under pressure to co-ordinate activities that should have been in place before the Games. This kind of pressure often led to unnecessary mistakes and the burn-out of doping control staff.

***Recommendations:***

It is important that we appreciate that there will be countries that will win rights to host major games without having the infrastructure or the experience and perhaps even a full appreciation of what is required to execute an anti-doping program for a major event. Irrespective of the short falls of hosting countries, doping control must be conducted according to the highest standards so that the

rights of the contending athletes and indeed the integrity of sports is ensured. In order to ensure this, steps must be taken to provide doping control support both before and during the event:

- *Anti-doping infrastructure and expertise should be an essential factor in selecting the host of major events.*
- *Consideration must be given to providing pre-event expertise that will arrive at least two weeks before the games and remain throughout the event to provide effective pre-planning; ensure the standards and location of doping control infrastructure, the preparation and training of staff and the sensitizing of senior officials regarding the nuances and intricacies of the doping control process.*
- *A doping control tool-kit should be designed by WADA, similar to the education toolkits, which will act as a template for countries wishing to host major events but do not have experience in conducting doping control at the highest level.*

### **3. OPERATIONAL ASPECTS**

As mentioned in section two the deficiencies in the pre-game organisation weakened the execution of the doping control operation of the Games as several key components that should have been in place before the event were set up during competition and as the needs arose.

- A lot of effort was spent on directional signage which worked for the most part.
- There was a need for good and simplified educational materials to assist athletes in understanding the basics of the doping control process. Cards with simple line diagrams could have been used. Not only would this have helped the athletes it would have been very effective in putting the newly trained doping control staff at ease.
- Several key committees such as the TUE committee and the Disciplinary Committee were convened after the Game started and comprised some of the same personnel.
- Doping control staff was sometimes insufficient both in overall numbers and in the required gender balance. At times the doping control officers had to double as chaperones and this posed a problem for continuous and effective supervision of athletes.
- At times it was very challenging to ensure the privacy of the doping control activities and the athletes in general, because the doping control stations were established with haste and in barely adequate facilities.
- The diversity of the culture of the athletes created a need for interpreting services and this was not immediately available on demand. In many cases improvisations had to be made and non-accredited personnel had to be called on.

#### **3.1 Therapeutic Use Exemption (TUE)**

According to SCSA, delegations were informed a few months before the Games that TUEs issued by the International Federations (IF) and National Anti-Doping Organizations (NADO) or Regional Anti-Doping Organizations (RADO) would be accepted at the All Africa Games. TUE applications could also be submitted to the TUE Committee and to SAIDS.

During the games, TUE application forms were available at the main stadium in Zimpeto.

A TUEC was established consisting of 4 Medical Doctors: One MD from Mozambique (Dr. Chavane) one MD from SCSA (Prof Roux) and two MDs from South Africa.

All Physicians of all delegations were briefed. Most of the delegations however did not seem to understand the procedures for TUE applications. There were instances when the IO team observed a lack of experience and an unawareness of the specific details of the International Standard for TUEs.

The IO team was not invited to observe the meetings of the TUE Committee but did receive copies of three (3) requests that were submitted. The IO received an email from Prof Roux in which he (alone) granted the 3 requests. We however, did not receive official notification of the decision from the TUEC. The team was informed that one (1) TUE approved by the relevant IF was in place by day 7 of the Games.

***Recommendations:***

- Organizers of events such as the All Africa Games should ensure that the TUECs are not only set up but are sustained and that TUE procedures are adequately communicated to all concerned.
- There is a clear need for athletes and athlete-support personnel in Africa to be trained on the processes involved in the application for a TUE. This should be a priority for the organizers of all major events.

### **3.2 TESTING DISTRIBUTION PLAN AND SELECTION OF ATHLETES**

The Test Distribution Plan was developed by SAIDS in cooperation with the local organizing committee and so was the selection of athletes for doping control. The selection criteria were provided to the Lead DCO usually the day before the testing session. However, sometimes when the competition schedule changed, the lead DCO did not seem prepared to handle the situation well.

The constant changes to competition schedules affected the TDP and posed significant challenges to the planning of doping control. In several cases, information regarding events on the schedule, the time and place of competition, and even the teams competing, were not available until the day before competition. This information is usually not communicated to the doping control personnel until they arrive on site on the day of competition.

The process for random athlete selection varied at different sports. In one case, it was the technical delegate who dictated the selection criteria. For team sports, there was inconsistency regarding the makeup of the officiating team for random selection. It was never clear whether the random selection would involve the referees, judges or technical officials from the federations.

It seemed to the IO team that the lead DCOs were not properly briefed on how to conduct random selection and the procedures to follow when there were deviations from the original TDP due to schedule changes.

***Recommendations:***

- Close coordination with the competition department is critical to ensure that changes to competition schedules are communicated immediately to ADC so that the TDP and doping control personnel assignment can be adjusted accordingly.

- The lead DCOs should receive instructions along with the selection criteria regarding the process to follow when changes to the competition program may lead to deviations from the original TDP. The technical officials from the federations could be consulted but their opinion should not dictate the final selection criteria, which was the responsibility of the COJA ADC.
- There should be clear instructions regarding who could be involved in the random selection in team sports. It is also recommended that poker cards are used instead of handwritten printing paper to better protect the confidentiality of the selected athletes.

### **3.3 DOPING CONTROL FACILITIES AND STATIONS**

The setting up of doping control stations was one of the areas most affected by the shortfalls in the pre-games planning. In almost every instance except at the main stadium in Zimpeto, doping control stations were set up on the day of competition. In many instances the setting up of the stations overlapped with the competition to be tested. Had it not been for the creativity and hard work of the lead DCOs, the standard of testing would have been seriously compromised in several instances. They were extremely effective in converting public spaces and toilets into workable doping control areas. It was not always possible to cover all the bases all the times and in some instances the privacy of the athletes was not complete and one could hear the activities in the processing room from the waiting area; also some areas were noisy because of the location of the facilities and at other times the last minute facility would be unable to handle the sheer numbers of athletes to be tested, as was the case at karate.

The IO team must commend the lead DCOs for their resourcefulness and creativity in ensuring the setting up of suitable facilities for testing despite the circumstances in which they continuously found themselves.

#### **Recommendations**

- The location and standard of doping control stations should be scouted and settled as a critical part of the pre-event organizational activities. There should be several on-site visits before the beginning of the event. The doping control stations should be set up at least one day before the start of the games to ensure orderly and timely doping control.
- In planning the setup of doping control stations, the rights and privacy of athletes should be seen as a priority.

### **3.4 DCOs AND CHAPERONES**

There was a total of 12 DCOs and 19 chaperones involved in doping control during the Maputo All-Africa Games. Among the 12 DCOS, three were from SAIDS and nine were RADO DCOs (three from Mozambique, two from Zambia, two from Swaziland and two from Lesotho). The three DCOs from SAIDS were the most experienced.

SAIDS gave two-day training to the RADO DCOs and the chaperones in the mid-August using the WADA Tool Kit for Doping Control Officers and Chaperones. A further briefing that included the foreign DCOs was organized on September 3 to go over some logistical issues but this did not include re-training or demonstration of operation procedures. However, refresher briefings were later

organized and conducted by the lead DCOs before each doping control session where it was hoped the observations and recommendations of the IO team would be discussed.

The experience and competence of the RADO DCOs varied significantly. A couple had field experience and were almost ready to manage a doping control station as lead DCOs; some could work independently as efficient DCOs; and others had no previous field experience and appeared unfamiliar with the doping control procedures. But the vast majority of them soon acquired the competence to cope with the situation and conditions that faced them. Only in one station did the IO team observe real incompetence. The lack of experience was most visible when it came to dealing with partial or dilute samples: too many DCOs were unaware of the procedures to follow in such cases. In almost every case when it was determined that the specific gravity requirement was not met, no further samples were collected.

The chaperones were all local and newly trained for the games. Some chaperones only spoke Portuguese which posed a problem both in their notification of athletes and in their understanding of the instructions of the lead DCOs at the daily briefing sessions. Quite often an interpreter was required to ensure effective communication.

The IO team still observed good performances by some competent chaperones who were quick to identify an appropriate time and spot to approach the athletes and finish the notification in a proper manner. Appropriate regard was given to the athlete's media commitment after winning.

However, some chaperones didn't appear assertive enough and seemed very unfamiliar with their and the athletes' responsibilities during the notification. At one venue, a chaperone lost her athlete twice, and at another, the chaperone left her athlete to go and seek instructions at the doping control station.

Daily DCO reports were not required for each doping control session. There was no system to identify and document non-conformities; neither by forms nor supplementary reports. Corrective actions based on previous day's practice and recommendations in the IO daily report did not appear to be communicated immediately to those in the field for implementation and improvement. This unfortunately resulted in some issues reoccurring repeatedly at the doping control stations.

#### **Recommendations:**

- Language proficiency should be taken into account in recruiting chaperones. English capability is basic and it would also be ideal to have chaperones fluent in French and Arabic. The chaperones could be provided with multilingual instruction cards, in case of the All-Africa Games, at least in English, French and Arabic, with critical information related to notification as a quick reference to help them carry out their duties efficiently.
- Inexperienced DCOs and chaperones should be given more practice prior to games or before testing sessions. Pre-testing briefing is important to refresh them with the critical elements in the procedures.
- Experienced DCOs should supervise and facilitate the work of the inexperienced chaperones and DCOs to make sure that integrity of doping control is not compromised.
- ADC should establish a system to document the non-conformities and ensure that corrective actions are passed on to those in the field immediately for improvement.



### 3.5 SAMPLE COLLECTION PROCEDURES

In the sports observed (triathlon, swimming, boxing, volleyball, basketball, football, cycling, karate, and athletics) the IO team is pleased to report that the vast majority of controls were conducted professionally, expeditiously and politely. In the beginning there were some problems with the management of partial and dilute samples. There were also some minor inconsistencies in the filling in of the Doping Control Forms (DCF) but it was clear that there was big improvement in the overall doping control procedures as the games went on.

The IO team was very impressed with the creativity shown by some DCOs; including the use of doping control materials such as bottles and bags to make the process clearer to athletes who were unfamiliar with the process.

However, there were a number of DCOs unfamiliar with the rules, procedures and standards. Therefore there were instances where things could have been smoother if there were more experienced DCOs in charge instead of the inexperienced ones.

- Due to the shortage of experienced DCOs, the supervision in the waiting room was not well maintained when the lead DCO was occupied with sample collection or other commitments.
- More than once the athletes were left unattended in the waiting room and in a couple of cases even with unsealed samples.
- In several cases, the athletes were not sufficiently informed of the requirements of the sample collection procedures such as the minimum volume of urine for analysis. This resulted in some unnecessary partial samples and created more challenges to the supervision in the waiting room and the handling of partial samples by the inexperienced DCOs.
- The IO team was introduced to the DCOs and chaperones at the briefing prior to the Games. However, in most cases, there was no introduction of the observers during the doping control process. This seemed, at times, to cause confusion and unease among the athletes and their representatives.
- It was observed in one instance at football that a SCSA MC member filmed the doping control operation in the processing room, which was an obvious breach of the International Standard for Testing (article 6.3.2).
- A refusal occurred at a football game where a federation official interrupted the doping control process and removed a notified athlete from the doping control station before he provided his sample. This will be further addressed under the section of results management.

#### **Recommendations:**

Doping control must be conducted with a clear appreciation for the level of knowledge of the participating athletes. The range of anti-doping knowledge of the athletes and delegations at the Maputo games was as diverse as the nationalities and customs of the participating cultures. In such cases more effort must be made to ensure that there are simplified instruments to instruct and familiarise athletes and their delegations with the doping control process.

- Simplified anti-doping cards and posters should be developed on various components of the anti-doping process. These could be used as part of the WADA outreach program and to populate doping control stations during games.
- Inexperienced DCOs should not be in charge of the operations in the processing room without the supervision of an experienced DCO.
- It would help putting athletes at ease if the DCO, at the beginning of doping control sessions, introduces the IO from WADA as one who would not be taking part in the testing but observing the process.
- Lead DCOs should be fully aware of the athletes' rights and responsibilities and the various protocols of the doping control procedures. The athletes' privacy should be ensured during doping control and activities such as filming or picture-taking should never be allowed at the doping control station during sample collection.

### **3.6 TRANSPORTATION AND CHAIN OF CUSTODY**

All samples were transported to the WADA accredited lab in Bloemfontein. There were some initial problems of keeping the samples cool, but after a few days portable coolers were available at each venue in which the samples were directly stored for transport. After finishing the doping control the lead DCOs took the samples to their hotel where all the samples of the day were kept cool before being transported from Maputo (by DHL) to Bloemfontein the day after (or a few days later in case of a weekend). The transport forms were meticulously prepared and checked by the DCO each time before the courier took the samples to the laboratories.

There was a refrigerator for sample storage in the ADC office at the Zimpeto Stadium but it was not clear why it was never used to store the samples.

#### **Recommendations:**

- More consideration should be given to the storage and refrigeration of samples during the pre-games organizational phase. This would allow all doping control stations to be fitted with the required coolers or refrigerators in time for the start of the games.

### **3.7 RESULTS MANAGEMENT**

The IO team was unable to observe the activities in the laboratory because the WADA-accredited lab contracted for sample analysis was in Bloemfontein, South Africa. The agreed turn-around time for samples was 48 hours; when added to the additional 24 hours required for the overall transportation of the samples to the laboratory, it meant 72 hours in practice and this was respected (except for weekends).

The Anti-Doping Rules stipulated that ADAMS was to be used for results management but this was not implemented in practice. All lab results were reported to COJA by email.

During the IO's stay at the Games, one refusal of sampling and one atypical finding (budesonide where it was not directly clear whether the athlete had a valid TUE) were reported. COJA ADC initiated appropriate results management processes in accordance to the Games Anti-Doping Rules.

The refusal occurred during the doping control at a football match on September 8. A player who had been notified and reported for doping control left the station before providing a urine sample primarily due to the intervention of an official of the Confédération Africaine de Football (CAF) who coordinated the match.

The hearing was conducted by a disciplinary commission and the proceedings were carried out in accordance to the provisions of the Anti-Doping Rules for the Games. The athlete, the chef de mission of the delegation, the athlete's manager and the team doctor were present at the hearing. CAF and the implicated official were invited but did not attend. A decision was made after the hearing by a panel called COJA Medical and Doping Tribunal. The player was banned for one match at the Games, and the team manager and doctor were given severe reprimands. The CAF official who was adjudged to have had the greater responsibility for the ADRV received the heavier sanction. The tribunal revoked his games accreditation and suspended his officiating duties at the 10<sup>th</sup> All Africa Games. It was further decided that CAF should ban him for a year from all CAF/FIFA match officiating responsibilities.

The IO team felt that the tribunal's decision might not be Code compliant and should be reported to WADA for a comprehensive legal review. For instance, according to article 15.3.1 of the Code and article 10.1.2 of the Games Anti-Doping Rules, the COJA or SCSA, as the event organizer, had the authority to sanction the athlete, only to the extent of disqualification of results and dismissal from the event. All other sanctions (suspension, reprimand, etc.) are to be referred to the applicable International Federation. Therefore, in the IO's point of view, it was beyond the Tribunal's jurisdiction and also inappropriate to include a ban of the CAF official from officiating at CAF and FIFA matches in their decision. This was also disputed by CAF in its correspondence to COJA after receiving the ADRV decision.

According to the Games Anti-Doping Rules, results management was the responsibility of the SCSA Organizing Committee and the hearing should be conducted by a disciplinary commission of 3 members appointed by the SCSA President. The IO team noted that the Tribunal consisted of COJA Medical Director (as the Chair), SCSA Medical Director and SAIDS CEO, who were directly in charge of doping control at the Games. This meant that the same persons, who performed the initial review of the results management process, were the same people who afterwards conducted the disciplinary hearing process - which would require them to review their own work.

#### **Recommendations:**

- More clarifications are needed in the Games' Anti-Doping Rules to specify who should sit on the committees responsible for results management and hearings. It would be ideal to have two separate panels to avoid the conflicts that may arise when the same people appear on several committees.
- In the future, consideration should be given to including a SCSA Executive Committee member in the Disciplinary Commission.
- The practice in the field should be aligned as close as possible to the Anti-Doping Rules, such as should have been the case with respect to the section on blood testing and the use of ADAMS.

#### **4. GOVERNANCE**

Overall, from the IO team's observations and interactions with COJA/SAIDS/SCSA MC, there seemed to be a lack of clarity as to who was ultimately responsible for doping control at the All-Africa Games. This appeared to be the main cause for the poor pre-event planning. There did not seem to be a clear chain of command and this resulted in uncertainties regarding the roles of the various bodies involved in the doping control program.

At the beginning of the mission, the IO team was contacting the COJA who had signed the IO agreement with WADA. We were then instructed to communicate directly with the SAIDS who was authorized to manage the doping control program under a Memorandum of Understanding signed by the Sport Ministers of the two countries. However, according to the Games Anti-Doping Rules the SCSA, in specific, its Medical Commission was the supreme body responsible for doping control during the All-Africa Games. Based on this we recommended that the SCSA MC representatives be invited to attend the daily meetings between the Chair of the IO team and COJA/SAIDS.

The SCSA MC members were present at the doping control stations during three doping control sessions observed by the IO team but did not seem to function in a supervisory role as is stipulated in the Rules. This was very obvious at football where a SCSA MC member was present when the aforementioned refusal occurred but did not help much with the situation.

#### **Recommendations:**

- The Major Event Organizer (MEO) for the All Africa Games should live up to its mandate to oversee the doping control program of the games. In particular, the MEO should be more active and proactive in supervising the preparation of facilities and the building of capacity at the local organizing committee, and be available to provide any required assistance and facilitation. This would be critical in ensuring that the experience gathered at one game is harnessed and passed on to future games, ultimately helping to build and develop the anti-doping capacity and expertise in Africa as a whole.
- There should be a clear chain of command for doping control between the MEO, local organizing committee and any third party Anti-Doping Organization authorised to provide doping control services during games.

#### **5. GENERAL CONCLUSIONS AND SUGGESTIONS**

If the intention at the All Africa Games was to execute doping control despite the odds, the entire team involved in the anti-doping efforts at the Maputo 2011 All Africa Games must be commended. The quality of doping control will always be directly proportionate to the resources available to execute it and the desire and commitment of the people involved. Countries with merging economies against the backdrop of a world recession despite their best intentions and their love for sports will always find themselves with much more enthusiasm and commitment than available resources. When this is coupled to the fact that Mozambique had two years to plan the games, then one can understand fully how difficult it must have been for the organizers to put on successful Games with everything working without a hitch. And then one can appreciate the tremendous efforts that Mozambique must have made to ensure the Games and by extension the anti-doping activities came off as well as they did.

It was a demanding exercise for everyone. The organizing committee had to extend themselves more than they expected. The team of SAIDS who were contracted to co-ordinate the testing had to be more hands-on than they anticipated; the doping control officers had to be creative and resourceful and involved in more of the organizational work than they cared to be, sometimes doping control stations were ready just minutes before testing was to begin; but in the end the original objective of having an international standard doping control was achieved.

Everyone who was involved and who contributed to the doping control operation at the Maputo AAG must be commended, from COJA to SAIDS and from SCSA to each individual DCO, chaperone and volunteer, for their commitment to drug-free sport.

It is imperative that the valuable experiences and lessons gained at the Games be harnessed and shared among the relevant parties. It is important that a system be put in place to build on the platform established by the doping control activities at the Games in order to ensure the strengthening of the anti-doping infrastructure and expertise in Mozambique and the perpetuation of the anti-doping culture in Mozambique and throughout Africa.

But it cannot be ignored that the economies involved are either emerging or very poor ones. And in some cases the level of resources, despite the best intentions, will not ensure pride of place for anti-doping on the hierarchy of needs. In light of this it will be imperative that the continent of Africa receives more assistance and support from the international anti-doping community.

## **Appendix 1: SUMMARY OF RECOMMENDATIONS**

### **Overall Anti-Doping Program**

It is important that we appreciate that there will be countries that will win rights to host major games without having the infrastructure or the experience and perhaps even a full appreciation of what is required to execute an anti-doping program for a major event. Irrespective of the short falls of hosting countries, doping control must be conducted according to the highest standards so that the rights of the contending athletes and indeed the integrity of sports is ensured. In order to ensure this, steps must be taken to provide doping control support both before and during the event:

- Anti-doping infrastructure and expertise should be an essential factor in selecting the host of major events.
- Consideration must be given to providing pre-event expertise that will arrive at least two weeks before the games and remain throughout the event to provide effective pre-planning; ensure the standards and location of doping control infrastructure, the preparation and training of staff and the sensitizing of senior officials regarding the nuances and intricacies of the doping control process.
- A doping control tool-kit should be designed by WADA, similar to the education toolkits, which will act as a template for countries wishing to host major events but do not have experience in conducting doping control at the highest level.

### **T.U.E.**

- Organizers of events such as the All Africa Games should ensure that the TUECs are not only set up but are sustained and that TUE procedures are adequately communicated to all concerned.
- There is a clear need for athletes and athlete-support personnel in Africa to be trained on the processes involved in the application for a TUE. This should be a priority for the organizers of all major events.

### **Testing Distribution Plan and Athletes Selection**

- Close coordination with the competition department is critical to ensure that changes to competition schedules are communicated immediately to ADC so that the TDP and doping control personnel assignment can be adjusted accordingly.
- The lead DCOs should receive instructions along with the selection criteria regarding the process to follow when changes to the competition program may lead to deviations from the original TDP. The technical officials from the federations could be consulted but their opinion should not dictate the final selection criteria, which was the responsibility of the COJA ADC.
- There should be clear instructions regarding who could be involved in the random selection in team sports. It is also recommended that poker cards are used instead of handwritten printing paper to better protect the confidentiality of the selected athletes.

### **Doping Control Facilities and Stations**

- The location and standard of doping control stations should be scouted and settled as a critical part of the pre-event organizational activities. There should be several on-site visits before the beginning of the event. The doping control stations should be set up at least one day before the start of the games to ensure orderly and timely doping control.
- In planning the setup of doping control stations, the rights and privacy of athletes should be seen as a priority.

### **DCOs and Chaperones**

- Language proficiency should be taken into account in recruiting chaperones. English capability is basic and it would also be ideal to have chaperones fluent in French and Arabic. The chaperones could be provided with multilingual instruction cards, in case of the All-Africa Games, at least in English, French and Arabic, with critical information related to notification as a quick reference to help them carry out their duties efficiently.
- Inexperienced DCOs and chaperones should be given more practice prior to games or before testing sessions. Pre-testing briefing is important to refresh them with the critical elements in the procedures.
- Experienced DCOs should supervise and facilitate the work of the inexperienced chaperones and DCOs to make sure that integrity of doping control is not compromised.
- ADC should establish a system to document the non-conformities and ensure that corrective actions are passed on to those in the field immediately for improvement.

### **Sample Collection Procedures**

Doping control must be conducted with a clear appreciation for the level of knowledge of the participating athletes. The range of anti-doping knowledge of the athletes and delegations at the Maputo games was as diverse as the nationalities and customs of the participating cultures. In such cases more effort must be made to ensure that there are simplified instruments to instruct and familiarise athletes and their delegations with the doping control process.

- Simplified anti-doping cards and posters should be developed on various components of the anti-doping process. These could be used as part of the WADA outreach program and to populate doping control stations during games.
- Inexperienced DCOs should not be in charge of the operations in the processing room without the supervision of an experienced DCO.
- It would help putting athletes at ease if the DCO, at the beginning of doping control sessions, introduces the IO from WADA as one who would not be taking part in the testing but observing the process.
- Lead DCOs should be fully aware of the athletes' rights and responsibilities and the various protocols of the doping control procedures. The athletes' privacy should be ensured during

doping control and activities such as filming or picture-taking should never be allowed at the doping control station during sample collection.

### **Transportation and Chain of Custody**

- More consideration should be given to the storage and refrigeration of samples during the pre-games organizational phase. This would allow all doping control stations to be fitted with the required coolers or refrigerators in time for the start of the games.

### **Results Management**

- More clarifications are needed in the Games' Anti-Doping Rules to specify who should sit on the committees responsible for results management and hearings. It would be ideal to have two separate panels to avoid the conflicts that may arise when the same people appear on several committees.
- In the future, consideration should be given to including a SCSA Executive Committee member in the Disciplinary Commission.
- The practice in the field should be aligned as close as possible to the Anti-Doping Rules, such as should have been the case with respect to the section on blood testing and the use of ADAMS.

### **Governance**

- The Major Event Organizer (MEO) for the All Africa Games should live up to its mandate to oversee the doping control program of the games. In particular, the MEO should be more active and proactive in supervising the preparation of facilities and the building of capacity at the local organizing committee, and be available to provide any required assistance and facilitation. This would be critical in ensuring that the experience gathered at one game is harnessed and passed on to future games, ultimately helping to build and develop the anti-doping capacity and expertise in Africa as a whole.
- There should be a clear chain of command for doping control between the MEO, local organizing committee and any third party Anti-Doping Organization authorised to provide doping control services during games.