

Chapter 2

Sport for Development and Peace Policy Options in the Commonwealth

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The sport for development and peace (SDP) sector has grown rapidly in recent years, and is increasingly prominent across Commonwealth countries. The SDP sector is moving into a new phase of development, and this is now an appropriate point for Commonwealth policy-makers to examine their future roles and contributions.

A critical issue regarding the future of the SDP sector concerns the interrelations of the different stakeholders. Four categories of stakeholder, and their associated policies on SDP, are identified here:

- i. governmental organisations;
- ii. non-governmental organisations (NGOs);
- iii. private sector institutions and private donors; and
- iv. campaign groups and social movements.

The paper highlights that a substantial volume of SDP activity involves partnerships between i), ii) and iii).

Finally three future policy options are briefly outlined, setting out different potential levels of involvement by Commonwealth countries and the Commonwealth *per se* within the SDP sector. These options are *minimalist*, *active* and *leading* levels of engagement.

If the active or leading options are preferred, then further issues need to be considered in regard to:

- widening the range of organisations which participate within SDP;
- enhancing the role of national governments in SDP activity; and,
- working more closely with local user groups in planning and implementing SDP activities.

2.1 Introduction

The ‘sport for development and peace’ movement or sector uses sport as a tool of social intervention in order to achieve non-sport goals. These goals include promoting health and fighting disease; advancing the education, training and employment of young people; reducing crime and violence; empowering key social groups, such as women, ethnic minorities and people with disabilities; building peaceful relations in divided societies; promoting civil and human rights; and raising awareness of these and other social issues.¹ The sector has grown exponentially since the early 1990s, and there are now many hundreds of SDP stakeholder organisations, projects, campaigns and initiatives in Commonwealth countries and globally, which operate at local, national and international levels.

The global importance of the sport for development and peace (or SDP) sector has been recognised and driven by national and international institutions over the past decade. In 2003, the United Nations passed Resolution 58/5, which recognised ‘the role of sport and physical education as a means to promote education, health, development and peace’; these themes were central to United Nations activity when it established the year 2005 as its International Year of Sport and Physical Education.² The significance of SDP work has also been recognised by the Commonwealth Secretariat, and many national governmental organisations and agencies throughout the Commonwealth.

Most SDP work is conducted in developing nations, notably sub-Saharan Africa. However, it should be appreciated that sport-based social interventions are a worldwide phenomena; thus, the SDP sector should be understood as encompassing all Commonwealth nations.³

Commonwealth countries have been in the vanguard of the SDP sector’s long-term development. SDP work in countries such as

Kenya, South Africa, Sri Lanka and Zambia inter alia has gained world recognition and renown. Commonwealth countries such as Australia, Canada and the UK are also among the world's leading nations in providing international SDP work, and in conducting research into SDP.⁴

The sector will continue to grow rapidly in terms of its volume and types of activity, number of organisations, and the diversity of locations in which it operates. *The SDP sector is moving into a new phase, and we are at an appropriate point for Commonwealth policy-makers to examine their future roles and contributions.* In addressing this latter issue, it is critical that we examine the organisational stakeholders within the SDP sector: their policies, roles and interrelations.

2.2 Sport for development and peace stakeholders and policies

SDP organisations vary substantially in their policies, practices, scales and locations of activity. These organisations and policies may be differentiated into four broad categories. The future shape and focus of the SDP sector will be largely determined by the development and interrelations of these four categories.⁵ The four categories are as follows:

- (i) **Governmental organisations**, which tend to facilitate and oversee SDP campaigns and projects, act as key advocates for SDP work and assist project implementation. These organisations include:
 - Intergovernmental organisations and agencies such as the Commonwealth Secretariat, the United Nations Office on Sport for Development and Peace, the European Commission and various UN agencies.⁶
 - National governments, such as ministries of sport, youth, education and the interior/home affairs; also state-funded sport, cultural and humanitarian agencies such as the Australian Agency for International Development (AusAID), the British Council, Canadian Heritage and UK Sport.⁷
 - Local or supranational government, such as at the state, county or regional levels, which support SDP work.

- Sport governing bodies, which are increasingly involved in SDP work. These include, for example, the International Olympics Committee (IOC), the *Fédération Internationale de Football Association* (FIFA), the Union of European Football Associations (UEFA), the International Cricket Council (ICC), *Fédération Internationale de Volleyball* (FIVB) and SportAccord (international sport federations).⁸

These organisations tend to advocate *strategic developmental* policies, which include, in the long-term, pursuing specific development goals and assisting the overall development of the SDP sector as a whole. SDP work with links to the United Nations has focused particularly on pursuing the Millennium Development Goals, which run until 2015 (UN Inter-Agency Taskforce on Sport for Development and Peace 2003). Strategic developmental policies provide the basis on which Commonwealth countries and the Commonwealth as a whole engage with the SDP sector.

(ii) ***Non-governmental, non-profit organisations***, which facilitate and/or implement SDP projects and campaigns. These NGOs come in many shapes and sizes, and include:

- International NGOs which tend to pursue project funding from international supporters, co-ordinate SDP projects and build SDP networks. For example, Kicking AIDS Out, Right to Play and street football world.⁹
- National-level NGOs that implement SDP projects and campaigns, such as NOWSPAR in Zambia, Sierra Leone Youth Football Development Centre, Sport for Peace for Children in Northern Uganda, sitting volleyball projects in Sri Lanka, and Street League in the UK. Many of these projects combine the development *of* sport (such as sport coaching sessions) with sport *for* development work (such as education on health, reducing crime and violence, and gender empowerment).¹⁰
- Community-based organisations that are well embedded locally, and which are particularly effective in identifying community needs in their activities. For example, Mathare Youth Sports Association (Kenya) and Football United for refugees in Sydney.¹¹

- Development NGOs that use sport-based activities e.g. Comic Relief, the Catholic Agency for Overseas Development (CAFOD) and Christian Aid.¹²

Most NGOs are primarily pragmatic and tend to advocate particular *developmental interventionist* policies and practices, which target the practical benefits and rewards of specific sport-based interventions. Most NGOs are heavily reliant on continuous external funding; hence they have to ensure that their projects and campaigns are in line with their financial partners' aims and objectives.

(iii) ***Private sector institutions and private donors.*** These contributors include:

- Large private organisations that fund SDP activity, either directly in links to NGOs or in wider partnership on specific SDP projects or campaigns. Examples here include sport merchandise corporations such as Nike, Adidas and Reebok, as well as soft drinks and fast food retailers such as Coca-Cola and McDonalds. In addition, the Laureus organisation, which includes an SDP foundation, is funded by various corporations such as Vodafone, Daimler and Mercedes-Benz.¹⁴
- Private donors who contribute funds to both small and large NGOs.

Larger corporations often run their SDP activities as part of a 'corporate social responsibility' (CSR) portfolio, which is underpinned by a relatively *free-market, philanthropic* model of intervention.

(iv) ***Campaign groups and social movements,*** These contributors include:

- Campaigning sport-focused NGOs, which focus on civil rights issues relating to discrimination and intolerance. For example, the 'Football Against Racism in Europe' (FARE) network.¹⁵
- Sport-focused NGOs which pursue political, governmental and associated human rights issues. For example, the Play the Game organisation in Denmark, which advocates good governance, transparency and media freedom in sport.¹⁶

- Campaigning movements that promote broader civil and human rights issues in sport. For example, campaigns on the rights of sport merchandise workers by the Clean Clothes Campaign and War on Want.¹⁷

SDP campaign groups and social movements tend to pursue *social justice* issues, such as with regard to full human development, human rights, and more egalitarian social relations.

Substantial co-operative work occurs across the first three categories: that is, among NGOs, governmental agencies, sport governing bodies and institutions, and transnational corporations (TNCs). For example, the ninemillion programme, run by the UN High Commissioner for Refugees (UNHCR), features SDP work supported by Nike, Microsoft, Barcelona Football Club, the SDP NGOs Right to Play and Grassroots Soccer, and the International Olympic Committee and International Volleyball Federation.¹⁸ Elsewhere, in Sri Lanka, the UN Development Programme (UNDP) worked with national sport federations and local authorities to facilitate ‘sport and peace’ projects. This engagement and dialogue across the first three categories is further evidenced at major international SDP conferences and symposia.

Governmental organisations play critical roles in maximising these interrelationships and partnerships across the sector. The UN’s many agencies have been particularly prominent in recent years, but the crucial contributions of the Commonwealth *per se* and Commonwealth governments (such as ministries for sport, education and development) also need to be recognised, in facilitating networks and partnerships, identifying needs, and enabling SDP projects to be established.

As noted, the future development of the SDP sector will be largely determined by these four categories of SDP organisation and SDP policy. These organisational and policy issues provide the crucial context with regard to how Commonwealth countries engage with the sector.

2.3 Future sport for development and peace sector issues and challenges

Following on from the above, the SDP sector faces four main interrelated issues and challenges over the next few years that are particularly relevant for Commonwealth countries.

Future roles and influences of SDP policies: Three main SDP policies were identified, centring on strategic development, developmental interventionism, free-market philanthropy and social justice. In recent years, there has been a growing interrelationship between the first three policy approaches, with relatively less focus on ‘social justice’ policies. Accordingly, the focus of most SDP work has been relatively settled over the past five to seven years, especially in developing countries. As the SDP sector continues to expand, and as the MDGs come to a close in 2015, there is substantial scope for Commonwealth countries and other SDP organisational stakeholders to explore the future policies that may be pursued, and to probe the way in which social justice activities may be included.

Future roles and influences of SDP organisations: The SDP sector features four main organisational categories: NGOs, governmental organisations, private corporations and donors, and campaigning groups. There is scope for some stakeholders to be more fully engaged in directing and implementing SDP work, and in shaping partnerships and relationships across the sector. These stakeholders might include grassroots community-based organisations; and campaigning groups which focus, for example, on the local environment, sustainable development, fair trade, industrial rights, gender-based rights and child protection.

SDP sustainability: Most SDP organisations require key resources (notably, financial backing, political support and social connections) to survive. Many organisations – particularly NGOs – have failed due to their unsustainability. The SDP sector itself depends on such resources, particularly political influence at the national and international levels.

2.4 Conclusion: potential Commonwealth policy responses

Commonwealth countries and the Commonwealth *per se* have a critical role to play in shaping future SDP policy and practice. By ‘Commonwealth country’ in this context, we mean both national governments (such as ministries responsible for sport, education, development, youth and internal affairs), and the wide array of relevant governmental agencies and organisations. A critical role is played by national government in determining overall policy, and in facilitating (or otherwise) different kinds of SDP engagement.

There are three broad policy responses which Commonwealth countries and the Commonwealth *per se* might make with regard to these future issues and challenges. The three responses reflect different types of ‘strategic developmental’ (see 2.2) engagement with the sector. They also have a variety of potential advantages and disadvantages.

A minimalist strategic developmental approach: This policy approach would see Commonwealth countries:

- allow other organisations to set the policy and practice agenda for the SDP sector; this would likely feature a continuing mixture of practical development and free-market policies, with key roles continuing to be played by NGOs, some international organisations (e.g. the UN) and private donors;
- play a minimal role, in liaison, dialogue and advocacy with other SDP stakeholders, in shaping SDP projects and campaigns, and in assisting the sustainability of the SDP sector; and
- at the Commonwealth level, play no active part in facilitating knowledge exchange across countries, or in shaping the future development of the SDP sector.

The minimalist approach is perhaps most evident in Commonwealth settings where little governmental involvement in SDP is evident. In terms of advantages, it involves very low Commonwealth input, and may lead to continuity of SDP projects if resources are found elsewhere. In terms of disadvantages, this approach misses out on the social benefits of SDP, fails to build on the SDP expertise and opportunities within Commonwealth countries, and contributes little to sector sustainability.

An active strategic developmental approach: This policy approach would see Commonwealth countries:

- play a prominent role in setting the policy and practice agenda for the SDP sector; thus countries would be in a position to adapt SDP policies and practices according to their needs, with more scope for flexibility in adopting and combining practical development, free-market and social justice approaches;
- play a significant role in regard to liaison, dialogue and advocacy with other SDP stakeholders, in shaping SDP projects and campaigns, and in assisting the sustainability of the SDP sector; and

- at the Commonwealth level, playing an active role in facilitating knowledge exchange across countries, and in shaping the future development of the SDP sector.

The active approach is perhaps most evident in Commonwealth settings where there is substantial governmental support and advocacy for SDP work. In terms of advantages, it benefits from the implementation of SDP projects, involves some measured political input (and possibly economic, depending on context), enables and facilitates diverse SDP projects, promotes multi-organisation involvement in SDP, contributes to the sustainability of SDP, and builds upon SDP expertise within the Commonwealth.

A *leading strategic developmental approach*: This policy approach would see Commonwealth countries:

- play a leadership role in setting the policy and practice agenda for the SDP sector – thus, countries would seek to implement innovative and cutting-edge SDP policies and practices; this approach would also be marked by flexible approaches towards adopting and combining practical development, free-market and social justice policies on SDP;
- pursue strong liaison, dialogue and advocacy with other SDP stakeholders; take the lead in shaping SDP projects and campaigns; and play a leading role in assisting the political and economic sustainability of the SDP sector; and
- the Commonwealth would play a leading role in accumulating and developing knowledge on the SDP sector, and in shaping the future development of the SDP sector at the global level.

The leadership approach is perhaps most evident in Commonwealth countries which play a key role in knowledge transfer and guidance on SDP, and where a wide diversity of SDP policies and practices is apparent. In terms of advantages, it builds fully on and extends the expertise of the country or the Commonwealth in the SDP field; promotes the involvement of a wider range of SDP actors; promotes innovative SDP work; and leads the sustainability of SDP.

If the Commonwealth leans towards the ‘active’ or ‘leadership’ models, then it would be important to consider further the following issues for developing these approaches:

- How the greater participation of other SDP organisations might be facilitated? Specifically, these might include campaign groups and social movements, community-based organisations and local client or user groups.
- How SDP activity might be more effectively adapted to local and national contexts?
- How the SDP sector might work more effectively with wider stakeholders beyond sport, such as NGOs, governmental organisations and campaign groups that are focused on SDP issues?
- How, in particular, national governments (and especially ministries of sport, education, development and internal affairs) may become more active within the sector, at least in terms of providing political support and advocacy, and establishing the conditions for the successful implementation of SDP projects and campaigns?

Notes

- 1 See: Giulianotti 2011a and Kidd 2008.
- 2 See: www.un.org/sport2005/ (accessed 19 November 2013).
- 3 Sport-based intervention programmes have been active in developed countries for decades, in order to tackle social problems surrounding crime, education, employment, gender divisions, homelessness, poverty, racial discrimination and violence. Moreover, many international governmental organisations *and* NGOs run SDP programmes in both developed and developing countries.
- 4 See: www.laureus.com/projects/africa/mathare-youth-sports-association-mysa (accessed 19 November 2013); Keim 2003; UNDP 2009; SDP IWG 2008.
- 5 See Giulianotti 2011b for an earlier discussion of these categories.
- 6 See, for example: www.un.org/wcm/content/site/sport/; http://ec.europa.eu/sport/news/sport-as-a-tool-for-development_en.htm; www.unesco.org/new/en/social-and-human-sciences/themes/physical-education-and-sport/sport-for-peace-and-development/ (accessed 19 November 2013).

- 7 See for example www.USAID.gov.au/aidissues/sport/Pages/default.aspx; www.britishcouncil.org/bangladesh-development-sports.htm; www.pch.gc.ca/eng/1294862402781/1294862402782 (accessed 19 November 2013).
- 8 See, for example: www.olympic.org/development-through-sport; www.uefa.com/uefa/footballfirst/footballdevelopment/grassroots/news/newsid=741855.html; www.icc-cricket.com/the-icc/social_responsibility/think_wise/news.php; www.fivb.org/en/Development/viewPressRelease.asp?No=37414&Language=en; www.sportaccord.com/en/what-we-do/sport-and-peace/ (accessed 19 November 2013).
- 9 See, for example: www.kickingaidsout.net/Pages/default.aspx; www.righttoplay.com/International/Pages/Home.aspx; www.streetfootballworld.org/ (accessed 19 November 2013).
- 10 See: www.nowspare.org/; [www.beyondsportworld.org/member/view.php?id=315;GlobalGiving\(2011\);www.srilankahighcommission.co.uk/index.php?option=com_content&view=article&id=173%3Abeyond-prejudice-sri-lankas-unique-rehabilitation-effort&Itemid=117](http://www.beyondsportworld.org/member/view.php?id=315;GlobalGiving(2011);www.srilankahighcommission.co.uk/index.php?option=com_content&view=article&id=173%3Abeyond-prejudice-sri-lankas-unique-rehabilitation-effort&Itemid=117); www.streetleague.co.uk/.
- 11 See www.mysakenya.org/; (accessed 19 November 2013); Bunde-Birouste et al. (2012).
- 12 See: www.cafod.org.uk/Education/Primary-schools/Sport; www.comicrelief.com/apply-for-a-grant/programmes/sport-change; www.christianaid.org.uk/whatwedo/eyewitness/americas/brazil-rio-olympics-sport.aspx (accessed 19 November 2013).
- 13 See: <http://nikeinc.com/pages/the-nike-foundation>; www.sportanddev.org/?3182/Adidas-partners-with-the-Peres-Center; www.coca-colaconversations.com/stories/whirled-peace-how-one-sport-is-bringing-about-change-on-and-off-the-field; www.mcdonalds.co.uk/ukhome/Sport/Football/Investment/small-grant.html (accessed 19 November 2013).
- 14 See: www.laureus.com/foundation (accessed 19 November 2013).
- 15 See: www.farenet.org/ (accessed 19 November 2013).
- 16 See: www.playthegame.org/ (accessed 19 November 2013).
- 17 See: www.cleanclothes.org/; www.waronwant.org/campaigns/love-fashion-hate-sweatshops/playfair-2012/17267-no-olympics-sweatshops (accessed 19 November 2013).

- 18 See: www.un.org/wcm/content/site/sport/home/unplayers/fundsprogrammesagencies/unhcr (accessed 19 November 2013).

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