

Pacific Sports Partnerships



Part 1
Executive
Summary



Part 2
Background and
Context



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Findings and
Recommendations

Case Study: Strengthening governance in Pacific National Sports Federations - with a focus on Tonga and Fiji



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Executive Summary



This report examines Phase 2 of the Pacific Sports Partnerships (PSP) through a focus on governance in Pacific National Sports Federations, particularly Tonga and Fiji. The PSP Monitoring, Evaluation, Reporting and Learning Framework (MERLF) December 2015 data collection plan identified the potential value of preparing an evaluative Case Study about the contribution of improved governance for in-country sporting federations to sustainable and effective delivery of sport for development programs. This report aims to fulfill this niche and summarises the findings of the case study along with presenting recommendations for the future.

The Case Study involved a review of relevant academic literature, primary data collected through semi structured interviews with 56 key informants representing 8 National Sport Federations (NFs), 7 Regional or Australian Sport Organisations (RSOs/ASOs), 3 National and Regional sport governing bodies, 2 National government sport agencies and a selection of other sport partners.

'It is clear that good governance practice in NFs is not static. The most effective NFs pay regular attention to their governance practice and endeavour to maintain boards with a high level of integrity, understanding that in 'small' operating environments reputations are easily damaged with poor practice.'

Overall Influence of PSP funds

There is strong evidence of a clear link between the availability of PSP funds, the implementation of efforts to strengthen governance in NFs, increasingly better governance practiced by all of the sample NFs and increased capacity to implement Sport for Development programs by the NFs. PSP funding has helped NFs to employ individuals to support PSP programs and to make significant contributions to the broader development of sport in the Pacific. PSP funded NFs have helped to increase knowledge and understanding of Sport for Development throughout the region, and have created a link between Sport for Development activities and athlete development structures and pathways. However, it is important to note that it takes time and commitment to achieve results.

"I think all of this is credit to PSP. Even though the programs that are running, our teams going overseas and everything, it's all happening because of PSP. The foundation that those people at the office working, we have programs running, and it's from all that. Everything else builds upon it" NF General Manager

Evaluation Question 1

To what extent are Pacific In-Country Sport Federations or National/Regional Sports Organisations practicing effective governance? To what extent has stronger governance contributed to better partnerships and more diverse and reliable opportunities for funding sports programs?

Findings

It was found that good governance practice takes time to implement and continued commitment. It was clear that the extent to which the sampled NFs are practicing effective governance relates to the length of time they have been in existence as organisations and the quantum and duration of support that has been provided over time to establish, or strengthen existing, governance arrangements.

Leadership also emerged as important. The presence of capable, motivated people with leadership skills within the organisation, either on the board or as paid staff within the NF, is a key ingredient to building effective governance. However, it is evident that PSP support has made a significant contribution to the establishment and practice of effective governance for most of the sampled NFs.

Evaluation Question 2

What has worked, for whom and why? In what context?

Findings

Factors that led to strengthened governance were varied but consisted of the following three main factors:

- A driver to change
 - The right support for facilitating change
 - The availability and commitment of resources for embedding change
-

Evaluation Question 3

What is the quality and sustainability of the partnerships? What factors have contributed to partnerships being sustainable?

Findings

It is evident that those NFs who are practicing more effective governance are equally more effective in establishing and maintaining the partnerships that are available in their operating environments, acknowledging that the scale of opportunities for partnerships is significantly different in Fiji compared to Tonga. For several of the NFs this has led to accessing a diverse range of alternative funding opportunities.

Most NFs demonstrated that they have partnerships in place, or are exploring the opportunities. NFs with a diverse range of partnerships demonstrated a high level of commitment and understanding of how to establish and manage partnerships. Those NFs indicated that they allocated resources to securing and maintaining those partnerships. It was also evident that they were seen as trusted and predictable organisations.

Evaluation Question 4

To what extent are partnerships contributing to health related and other desired program outcomes?

Findings

It is clear that there are many activities being implemented by the sampled NFs through effective long term partnerships with other civil society or government organisations, which are strongly focused on contributing to health and social inclusion outcomes. There is substantial evidence that these programs are achieving social inclusion through increased opportunities to participate in sports in remote areas, while being exposed to positive health and social inclusion messages and practices. There is a growing body of evidence that these programs are leading to increased knowledge and awareness of positive health behaviours and social inclusiveness and at least some initial behavioural change. Research to determine the extent to which participation in sport is contributing to behavioural change and actual health outcomes is currently being conducted by Netball Australia.

It is recommended that NFs and RSOs/ASOs:

- Start using, or continue to use, appropriate, dialogue based governance assessment tools (such as the Readiness Assessment Tool) for understanding your current level of internal governance, committing to a staged plan of implementing recommended actions for improvement. Commit to good governance, keep this on your agenda and review six monthly.
- Ensure you are aware of funding and training opportunities that are offered by your National Olympic Committees (NOC) or Government sports agencies. Build and maintain a strong relationship with these institutions. It is essential to provide professional development for board members and staff to develop facilitation and governance skills and provide opportunities to continually practice these skills.
- Be prepared to seek assistance from your NOC, RSO/ASO and/or International Federation if you are facing a challenge.
- Have a clear strategy for seeking out those partnerships that are available in your domain and understand what you bring to the partnership. Take time to develop partnerships and learn how to be a good partner.
- Seek to deeply engage with your Sport for Development target audiences. Build an understanding of their opportunities, constraints and motivations for participating in your proposed Sport for Development program. Where NFs & RSOs/ASOs have conducted formative research, or accessed existing social data, they have delivered more structured and effective Sport for Development programs.
- Collaborate internally and with your partners and stakeholders to develop a strategic plan that has achievable outcomes and a finite set of actions, feasible within available resources. Make sure your strategic plan is well socialised and that your members understand it.
- Collaborate and network with other NFs - learn from each other and work together to share resources. Look for opportunities to work together to conduct mutually relevant evaluative research that adds to the body of existing evaluative research, rather than repeating work done by other sports. Make sure the knowledge and understanding gained is shared.

It is recommended that PSP Program Management:

- Allocate resources to building a knowledge and information sharing, networking, culture of collaboration and coordination. Provide an accessible PSP website where knowledge sharing is encouraged, where useful NF tools and research findings are shared in the public domain and, where transparency and accountability practices are modelled.
- Support opportunities for all partners to develop facilitation and working with people skills.
- Provide assistance with some form of local training around different forms of governance and how this may fit each sport and their situation.

It is recommended for the PSP 3 design, that DFAT:

- Continue to invest in opportunities for strengthening governance in NFs, which could be based on a situation analysis or rigorous participatory assessment of the stage of NF development.
- Work out ways to engage more authentically with Oceania National Olympic Committees, the in-country NOCs, the various National Government institutions (e.g. Fiji National Sports Commission & Tonga Ministry of Internal Affairs etc.) for consultation, coordination and oversight. Have them at the table for proper dialogue and to ensure coherence with National policies and plans for sport for development. Consider a Regional Coordination Committee.
- Consider allocating resources to in-country coordination in collaboration with the NOC and National Government sports agencies; make sure PSP is coherent with in-country policies, institutions and practices.
- PSP project grants could be tailored to fit the different stage of organisation development of the NF - more resourcing may be needed for an emerging NF, possibly reducing overtime as the NF is strengthened. Make sure grants are sufficient to provide for the quantum and quality of the desired outcome.
- Ensure that PSP investment principles are in the public domain to model transparency and accountability, while providing predictability.
- Partner with a research institution to test different models of governance for sport in the Pacific e.g. collaborative governance (Refer: Shilbury, D., Boyle, I., & Ferkins, L. (2016) Towards a research agenda in collaborative sport governance. *Sport Management Review*, In press)

Glossary

Acronym	Term
AF	Athletics Fiji
AGM	Annual General Meeting
ASC	Australian Sports Commission
ASO	Australian National Sporting Organisation
ASOP	Australian Sports Outreach Program
AVID	Australian Volunteers for International Development
BOC	Badminton Oceania Confederation
BWF	Badminton World Federation
CEO	Chief Executive Officer
DFAT	Australian Government Department of Foreign Affairs and Trade
FASANOC	Fiji Association of Sports and National Olympic Committee
FFA	Fiji Football Association
FIFA	Federation of Internationale de Football Associations
FINA	Federation Internationale de Natation
FIVB	Federation Internationale de Volleyball
FJD	Fiji dollars
FVF	Fiji Volleyball Federation
GoFiji	Government of Fiji
GoT	Government of Tonga
IAAF	International Association of Athletics Federations
ICC	International Cricket Council
IF	International Federation
IOC	International Olympic Committee
MERLF	Monitoring, Evaluation, Reporting and Learning Framework
MIA	Ministry of Internal Affairs
MoE	Ministry of Education
MoH	Ministry of Health
NCO	National Cricket Organisation
NA	Netball Australia
NCD	Non-Communicable Diseases
NF	Pacific In-Country National Sport Federation
NGO	Non-government organisation
NOC	National Olympic Committee
NSC	Fiji National Sports Commission
OAA	Oceania Athletics Association
OFC	Oceania Football Confederation
ONOC	Oceania National Olympic Committee
OSA	Oceania Swimming Association
OSEP	Oceania Sports Education Program
OSFO	Organisation of Sport Federations of Oceania

OZVA	Oceania Zonal Volleyball Association
PNP	Pacific Netball Partnership
PSP (2) (3)	Pacific Sports Partnership (Phase 2) (potential Phase 3)
PSP PMT	PSP Program Management Team
PWD	People with Disabilities
RSO	Regional Sporting Organisation
SICA	Samoa International Cricket Association
SWAp	sector wide approach
TASANOC	Tonga Association of Sport and National Olympic Committee
TFA	Tonga Football Association
(the) RAT	Readiness Assessment Tool
TNA	Tonga Netball Association
TNBA	Tonga National Badminton Association
TSAA	Tonga Swimming and Aquatics Association
UMAP	Understanding, Managing, Assessing, Planning
VA	Volleyball Australia

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Case Study: Strengthening governance in Pacific National Sports Federations – with a focus on Tonga and Fiji

PART 2: BACKGROUND AND CONTEXT

1. Introduction

Background

The Australian Government's primary sport for development initiative is the Australian Sports Outreach Program (ASOP). Currently, the core ASOP activity in the Pacific is the Pacific Sports Partnerships (PSP). The PSP is delivered in partnership with Australian National Sporting Organisations (ASOs) and/or Regional Sporting Organisations (RSOs) to deliver targeted sport for development activities. These entities support national sport federations (NFs) across the Pacific to deliver the PSP activities.

Supported activities address regional and country-specific development and diplomacy objectives. PSP is aimed at strengthening the capacity of Pacific sport federations to plan and conduct sport-based activities while achieving positive social development outcomes in Pacific communities. In order to enhance sustainability and ownership, PSP also encourages supplementary and/or private funding opportunities.

The PSP outcomes are:

- Increased levels of regular participation of Pacific Islanders, including people with disability, in quality sport activities;
- Improved health-related behaviours of Pacific Islanders, which impact on Non-Communicable Diseases (NCD) risk factors, focusing on increasing levels of physical activity; and
- Improved attitudes towards and increased inclusion of people with disability in Pacific communities.

History

The PSP was established as part of the ASOP in 2009, following an announcement at the 40th Pacific Islands Forum of the release of new funding of \$15m over four years (2009-13). PSP Phase 1 included five sports across nine Pacific countries. In 2013 further funding of \$14m was announced for PSP Phase 2 (2013-17). PSP Phase 2 includes eleven sports across nine Pacific countries.

Why PSP?

Sport can be an excellent vehicle to achieve development outcomes. Sport for Development programs help address the primary risk factors associated with non-communicable diseases and support people with disability by improving the quality of their lives by increasing their inclusion in society. Sport for Development can also improve social cohesion by bringing people in communities together in a positive way, engaging young people and helping them learn important life skills including leadership, teamwork, respecting rules, discipline and perseverance. In addition, Sport for Development can especially provide an avenue for growth to women and girls across the Pacific. Developing people through sport achieves high-quality development outcomes and is an effective form of public diplomacy.

This Case Study

The PSP Monitoring, Evaluation, Reporting and Learning Framework (MERLF) December 2015 data collection plan identified the potential value of preparing an evaluative Case Study about the contribution of improved governance for in-country sporting federations to sustainable and effective delivery of sport programs. With Australian Government Department of Foreign Affairs and Trade (DFAT) support, the PSP Program Management Team (PMT) allocated in-house resources to prepare the Case Study in the period June to December 2016.

This document reports the findings of the Case Study and makes recommendation for future sport for development implementation.

It is important to note that the Case Study approach was **not intended to be an audit** and will endeavour **not to make a judgement** about the performance of any particular organisation. It is intended that findings will be framed in general terms, while specific instances of good practice may be presented as examples.

Purpose and Use of the Case Study

Principally, this Case Study is looking for what has worked and why. The specific **purposes** of preparing the Case Study are for:

- Understanding the contribution of PSP programs towards intended governance and partnership outcomes (impact and effectiveness),
- Informing the design of a future phase of PSP,
- Learning about what worked, for whom, in what context to enable replication in similar contexts, or modification for different contexts, and
- Contributing to the body of knowledge for sport for development approaches.

It is anticipated that Case Study findings will be **used by** policy makers and program managers in DFAT, the PSP PMT, sports partners at Oceania Regional, Australian and Pacific National levels and sports policy makers in Pacific Nation governments.

2. Context for this evaluation

It is useful to provide clarity about the aspects of governance in sport that this Case study will explore. Pedersen (2016)¹ describes a simple framework for sport governance, including two ‘dimensions’ with several ‘aspects’ to each dimension. This framework is particularly useful in locating the focus of this Case Study in the context of the broader governance framework, and is provided in **Table 1**. Pedersen presents his framework as a two dimensional matrix where each of the first dimension issues can be considered in relation to the forms of governance identified in the second dimension (refer **Figure 1**).

Based on this simple framework, this Case Study focuses on investigating the shaded areas in **Table 1**, i.e. **Internal Governance** in the broader context of ‘**Sport in Society**’ **Governance** and the sports system (refer **Figure 4**), while touching on **Event Governance**. Moreover, in relation to these issues, the Case Study has largely explored the aspect of **Preventive Governance**.

Table 1 A framework for describing sport governance

First dimension of sport governance: RANGE OF ISSUES	
1. Internal Governance	<i>Issues related to the political and operational integrity of a sport organisation, including issues such as conflicts of interest, independent board members, stakeholder engagement, democratic elections, transparency and accountability.</i>
2. Athletic Governance	<i>Issues related to a levelled playing field for athletes, including issues such as doping, match-fixing, betting, equal access to talent spotting and talent development</i>
3. Event Governance	<i>Issues related to sport event integrity, including issues such as selection of hosts, host rights and responsibilities, fair ticket pricing and distribution, selection of sponsors and granting of media broadcasting rights. For big sport events, issues also include positively contributing to addressing critical societal challenges such as human rights, the environment, labour standards and anti-corruption.</i>
4. ‘Sport in Society’ Governance	<i>Issues related to funding, integrity of activities to support sport development and positively addressing societal challenges through sport, including issues such as fair, equal and transparent allocation and use of funding.</i>
Second dimension of sport governance: ADEQUATENESS AND EFFECTIVENESS OF POLICIES AND PROCEDURES	
1. Preventive Governance	<i>The nature of a sport organisation’s policies and procedures, training and communication, including issues such as induction and regular training of board members, staff and volunteers and communication to other relevant and external stakeholder.</i>
2. Detective Governance	<i>The nature of measures for proactively and reactively monitoring adherence to policies and procedures, including issues such as privacy rights, rights and responsibilities of persons under investigation as well as the execution of internal controls like confidential channels for whistle blowing and internal and external audits.</i>
3. Sanction Governance	<i>The nature of measures for deciding on and executing the sanctioning or proven breaches of policies and procedures, including issues such as privacy rights, rights and responsibilities of persons to be sanctioned and independent decision making of judicial bodies.</i>

¹ Pedersen, M. (2016) The Strategic Importance and Urgency of Good Governance in Sport and what It is All About, Expert Column i-sport connect Accessed 18 October at http://isportconnect.com/index.php?option=com_content&view=article&id=36096&catid=191&Itemid=490; also: <http://minc.ch/sport-practice.html>

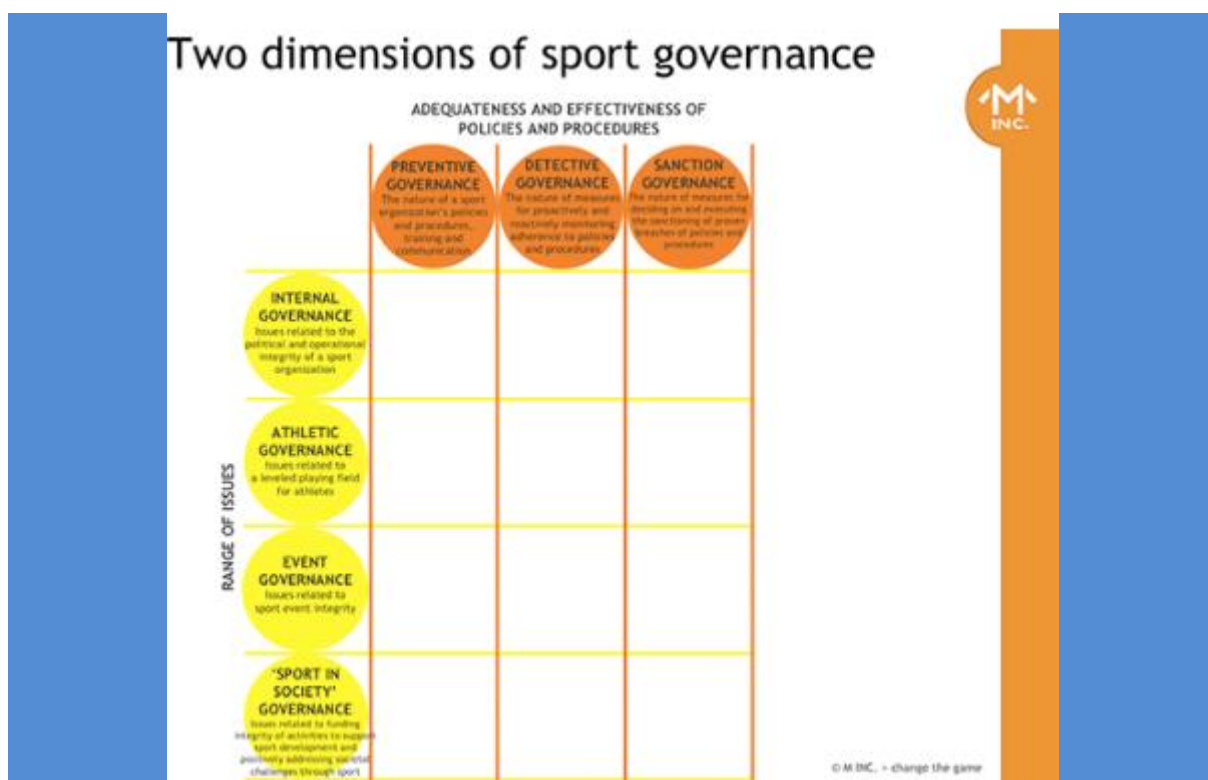


Figure 1 Two dimensions of sport governance presented as a matrix²

Evaluation questions



Based on the context for sport governance described above, this Case Study seeks to answer the following key evaluation questions. These evaluation questions were developed in relation to the specific underpinning Theory of Change for this Case Study, which broadly describes the various approaches that have been taken by PSP partners for achieving the outcomes of stronger internal and preventive governance in National Sporting Federations, described in **Figure 2** and illustrated in **Figure 3**.

To what extent are Pacific In-Country Sport Federations or National/Regional Sports Organisations practicing effective governance? To what extent has stronger governance contributed to better partnerships and more diverse and reliable opportunities for funding sports programs?

- a. *What has worked, for whom and why? In what context?*
- b. *What is the quality and sustainability of the partnerships? What factors have contributed to partnerships being sustainable?*
- c. *To what extent are partnerships contributing to health related and other desired program outcomes?*

Figure 2 Theory of Change for PSP2 Governance Case Study [Please read from the bottom to the top!]

² *ibid*

FINALLY:	<i>In-country sporting federations will be increasingly sustainable</i>	Appropriate and diverse funding sources	Robust organisations with motivated and capable staff	Effective implementation of quality sports programs and increased participation
		Better able to negotiate, establish, maintain and contribute to partnerships	Strategic plans and operating procedures being implemented and reviewed	Effective implementation of Sport for Development Programs
				
THEN:	<i>In-country sporting federations will manage and effectively deliver more quality sport</i>	Sport programs contributing to health and development outcomes	Sport programs increasing activity and consumers	Securing partnership, support and or sponsorship with external agencies/ corporate/ organisations
		Trust		
		Increased transparency	Increased accountability	
IF:	<i>In-country sporting federations strengthen their organisational governance</i>	For example, but not limited to: Committee/Board, Meetings, Constitutional arrangements, Affiliations, Codes of conduct, Strategic leadership.		

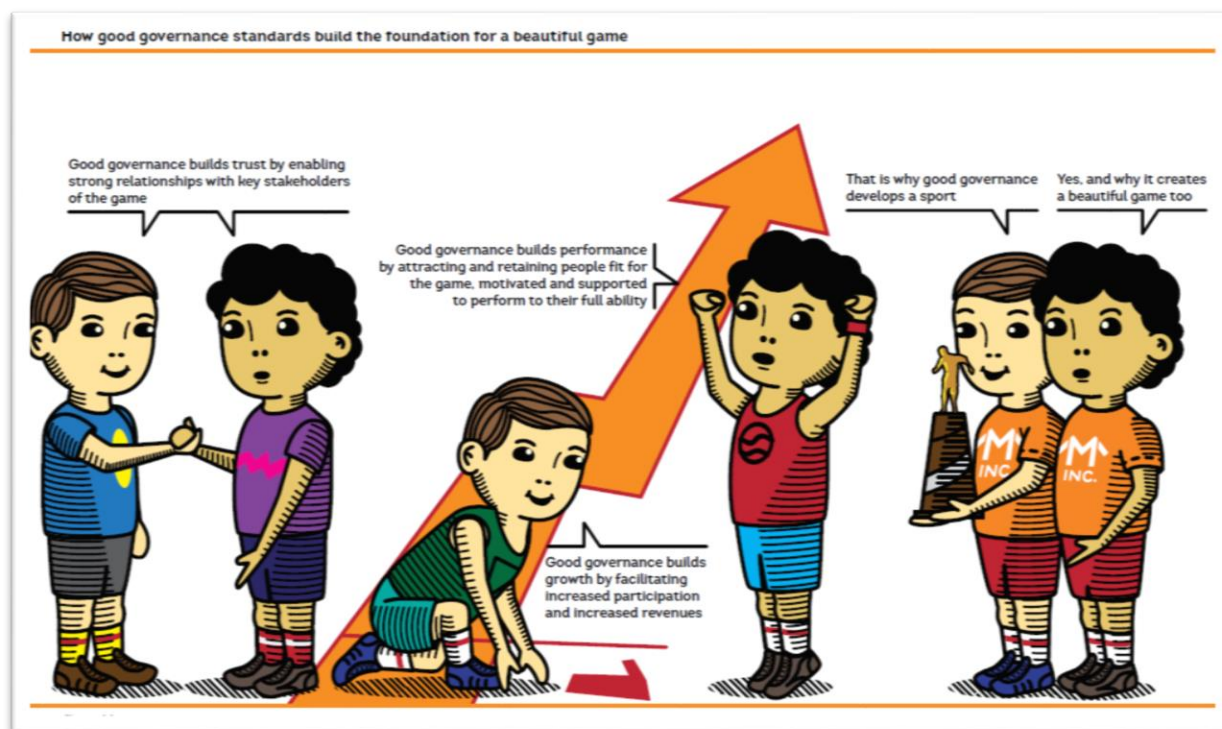


Figure 3 How good governance standards build the foundation for a beautiful game³

Approach

Preparation of this Case Study commenced with planning discussions held within the PSP PMT in May 2016, based on an initial Case Study research design prepared by the Monitoring and Evaluation Adviser in November 2015. A full explanation of the Case Study methodological and implementation approach is provided in a separate process report ‘PSP2 Case Study 2016 – Methodological and implementation approach’.

In brief, Case Study preparation involved a review of relevant academic literature, with the aim of developing a synthesis of the current academic discourse about governance in sport as a context for the Case Study evaluation. Primary data was collected through semi structured interviews undertaken with 56 key informants (25 M, 31 W), some as individuals and some in groups, nominated to represent 8 national sporting federations (NFs), 7 lead sports partners (RSOs/ ASOs), 3 national and regional sports governing bodies, 2 national government sports agencies/ ministries and a selection of other sports partners (refer **Table 1.**)

Table 1 Summary of key informants by organisation, sex and perspective category

Country / Sport	#Men	#Women	#Other	Perspective Category
Tonga National Badminton Association	4	2		NF
		2		RSO

³ Accessed 18 October at http://isportconnect.com/index.php?option=com_content&view=article&id=36096&catid=191&Itemid=490; also <http://minc.ch/sport-practice.html>

Country / Sport	#Men	#Women	#Other	Perspective Category
Tonga Netball Association		5		NF
		1		ASO
Tonga Swimming and Aquatics Association	2	3		NF
		1		RSO
Tonga Football Association [Just Play]	1	1		NF
		1		RSO
Government of Tonga	1	1		Government sport
Tonga Association of Sport and National Olympic Committee	1			Governing body
Fiji Football Association [Just Play]	1	1		NF
		1		Partner
Athletics Fiji	3			NF
	1	1		RSO
Fiji Volleyball Federation	5	4		NF
	1			ASO
Government of Fiji	1			Sports Commission
Fiji Association of Sports and National Olympic Committee		3		Governing body
Samoa International Cricket Association	1	1		NF
	1	2		RSO/ International body
<i>Overview</i>				
OSEP		1		
Academic Consultant	1			
	1			
TOTAL	25	31	0	56

Secondary data was sourced through **a review of relevant documents** e.g. policies and plans, held by and pertaining to NFs, RSOs and ASOs. A list of secondary data reviewed is provided in **Annexure 1**.

Based on review of quarterly reports submitted by Sports partners during 2016 and their longer term understanding of PSP, the PSP PMT identified a purposeful sample of organisations to be

surveyed as part of the Case Study. The initial sample was further negotiated with those sports and was finalised to those identified in **Table 2**. Relevant national sports governing bodies and government partners were additionally included in the sample. The PSP PMT engaged with sports NSOs and RSOs two months in advance of planned in-country data collection, in developing key informant lists and protocols for engaging key informants. Most key informants rated as 'essential' were interviewed.

Table 2 Pacific Sports Partners included in the Case Study sample

Australian / Regional Sporting Organisation - Partner	National Sporting Federation Tonga	National Sporting Federation Fiji*
Oceania Athletics Association		Athletics Fiji
Oceania Zonal Volleyball Association and Volleyball Australia		Fiji Volleyball Federation
International Cricket Council		Samoa International Cricket Association
Oceania Football Confederation	Tonga Football Association (Just Play)	Fiji Football Association (Just Play)
Netball Australia	Tonga Netball Association	
Badminton Oceania Confederation	Tonga National Badminton Association	
Oceania Swimming Association	Tonga Swimming and Aquatics Federation	

3. What does the literature say about governance in sport?

This literature review has focused broadly on the role of governance in sport-for-development (not just Internal Governance). We have understood ‘governance’, to refer to “issues of social coordination and the nature of patterns of rule” (Bevir 2011:1). Sport-for-development has been defined as:

“the use of sport to exert a positive influence on public health, the socialisation of children, youths and adults, the social inclusion of the disadvantaged, the economic development of regions and states, and on fostering intercultural exchange and conflict resolution” (Lyras & Welty Peachey, 2011, p. 311).

The guiding question for the review was: *What tools, processes and interventions have been effective in governance of sport-for-development and why?* To investigate this question, we have explored literature that describes how sport-for-development initiatives have been governed in a variety of contexts, as well as some of the principles for good governance in development initiatives more generally. The process for the literature review was an analysis of each paper (refer list of documents reviewed **Annexure 2**), mapping content relevant to the prompt questions. Where possible, case studies were identified and compared across papers.

We begin with an examination of the themes exposed in the literature review, which are:

- a. Governance of sport for development initiatives is relatively understudied, although there are some lessons from sport for development that may apply to governance
- b. There are lessons for sport for development from international development more broadly that may guide governance approaches, such as governance theory, sector-wide-approaches (SWAs).
- c. There are also lessons from sport governance in developed contexts, such as the challenges associated with transition from volunteer-run to professionalised organisations, governance structures and management.

The literature review concludes that sport-for-development initiatives in a variety of development contexts have fallen prey to common challenges in development more generally and that well-designed SWAs, including collaborative governance approaches, may offer a resolution to these challenges.

a. Governance of sport for development initiatives is relatively understudied

There are considerable bodies of literature pertaining to both sports governance and sport for development. Development literature more generally has much to offer any practical or theoretical endeavour in sport for development. However, there appears to be little empirical research or theory building specifically regarding the governance of sport for development initiatives (Lindsey, 2016). Further studies, including evaluations, of governance in sport for development would do well to consider the unique contextual environment that ‘sport for development’ presents (Lindsey, 2016; Hayhurst, 2011; Coalter, 2010; Schulenkorf N. , 2012; Schulenkorf, Sherry, & Rowe, 2015).

Research into sport for development has aimed to provide a better understanding of the processes and the conditions under which the institution of sport can facilitate and support the resolution of global challenges (Lyras & Welty Peachey, 2011; Schulenkorf N. , 2012; Levermore & Beacom, 2012; Lindsey, 2016). They argue that such objectives cannot be achieved and sustained without considering systemic change; promoting changes within the institution of sport and improving systemic functions and governing practices, structures, products, and services of national and international organisations.

The limited literature on governance in sport for development makes comment about governance at a macro scale, particularly the importation of ‘outside’ governance structures to local development contexts, which may not be the most appropriate way to govern sports in the local context (Corenelissen, 2011; Reis, Vieira, & Sousa-Mast, 2015). These kinds of critiques correspond more broadly with the comments on governance in international development explored in sub-section b: **There are lessons from international development more broadly that may apply to sport for development initiatives**

There was an absence of literature that made comment on the micro or meso-scale governance of sport for development specifically. These kinds of sports governance will be explored in more detail in sub-section c: **There are lessons from sports governance and management more generally that may apply to sport for development initiatives**

b. There are lessons from sport for development and international development more broadly that may guide governance approaches

Literature from international development, including some focused on sport for development, has much to offer an investigation of governance in sport for development. In particular, there are lessons regarding the interplay between top-down/outside-in or endogenous approaches to governance, as mentioned above (Corenelissen, 2011, Reis, Vieira, & Sousa-Mast, 2015). Further, we will discuss the trend of sector wide approaches or SWAps in other sectors of development, and the sport for development sector’s slow progress in this respect (Lindsey, 2016). Critiques of Corporate Social Responsibility models of sport for development are also prevalent in the literature and will be explored (Hayhurst, 2011). Finally, the challenge of avoiding ‘mistakes’ of development in other sectors, as sport for development emerges as a more significant movement in development will be examined. (Lyras & Welty Peachey, 2011, Corenelissen, 2011, (Levermore & Beacom, 2012, Kay & Dudfield, 2013, Schulenkorf, Sherry, & Rowe, 2015).

The interplay between top-down/outside and endogenous approaches to sport for development

There is an ongoing discourse about the effect of the broader approach to development on sport for development initiatives (Reis, Vieira, & Sousa-Mast, 2015, Corenelissen, 2011). These fall under discourses surrounding the wider problematic assumptions associated with programs aimed at ‘developing’ the developing world. There are a range of approaches to development programs, for which Mintzberg (2006) provides a framework. The framework is as follows:

1. *The planned development approach* driven by the state from top to bottom, implementing programs and activities that are uniform despite contextual differences;
2. *The global development approach*, which changes the focus from government-led planning to (international) corporations that similarly, bring in their set of beliefs and modus operandi to communities and projects, frequently with uniform programs across locations that are cosmetically changed to increase their local appeal and;
3. *The indigenous development approach*, which is based on growth, leadership and management coming from within the community or "inside-up".

Mintzberg (2006) argues that the key to healthy development is a balance between the three approaches. Further, Mintzberg (2006) contends that “the passive importation of techniques, controls, and beliefs, via outside agencies and experts that run around solving everyone else’s problems may be the very problem of development” (p. 6). Whilst not specifically pertaining to sport for development, this broader critique of international development might be applied to sport for development initiatives. Reis, Vieira, & Sousa-Mast (2015) argue that in many cases,

and particularly in their study of the *Vilas Olímpicas do Rio de Janeiro*, sport for development has not managed to integrate a balance between planned, global and indigenous development approaches.

The discourse draws a link between an overuse of planned and global development approaches in sport for development and the broader challenges and problematique of international aid (Reis, Vieira, & Sousa-Mast, 2015; Corenelissen, 2011; Mintzberg, 2006). For example, Corenelissen (2011) suggests that “the problem” with governance in sport for development is a tendency to import ‘top-down’ or ‘outside-in’ governance structures due to the “neocolonial antecedents of the movement and the international aid paradigm which underpins it” (p507). The challenge is to incorporate indigenous and local agency and achieve a more balanced model where government, aid institutions and the local community work collaboratively in the planning, management and delivery of programs. For example, Shilbury, Boyle and Ferkins (2016) advocate that collaborative governance, i.e. sector collaboration between parties may be of utility to federated models of sports governance. This aligns well with the arguments regarding sector-wide approaches (SWAps) above from Lindsey (2016). Examples do exist (see, for example Coalter, 2010) but are less frequently present in the literature.

Schulenkorf (2012) acknowledges, however, the difficulties in achieving “true” community participation, particularly in economically disadvantaged countries where a large share of the population is time-poor and primarily focused on surviving their harsh living conditions. He proposes then that the figure of a change agent can facilitate such participation and reduce the burden on the community, at the same time guaranteeing that its voices are heard (Schulenkorf 2010). This discourse, whilst not discussing governance *per se*, is the framing context for which kinds of governance approaches may be more or less appropriate and relevant, depending on the development context. Overarching the discourse on good sport for development governance are broad principles to guide activities, for example the Commonwealth Secretariat’s guide to sport for development initiatives (Kay & Dudfield, 2013). Broadly, these principles match what might be seen as good development practice more generally and as discussed above.

A shift towards a sector wide approach – an opportunity for sport for development?

As previously mentioned, there is a history of a lack of focus on governance in sport for development policy and literature; however, this is most notable when compared with other development interventions (Lindsey, 2016). Lindsey (2016) contends that there has been too great a focus on project-based approaches, which has created limits on impact and sustainability for sport for development initiatives. The author suggests that “the identifiable limitations of common ‘project-based’ approaches in “Sport for Development” mirror those widely critiqued from the 1990s in other development sectors” (Lindsey, 2016, p. 2). So, why this significant difference between ‘sport for development’ and other development sectors? Lindsey (2016) suggests that there is a significant strand of sport for development research that “adopts a rationalistic approach to examining and evaluating the micro-level implementation of specific projects” and that this points to the absence of SWAps.

As such, Lindsey (2016) advocates for the potential to learn from SWAps used in other sectors in development in sport for development. SWAps are guiding principles setting a direction of change for a sector. The key features of SWAps as explained by Lindsey (2016) are:

- Country and government-led development (as opposed to donor-driven)
- Localised, devolved ownership of initiatives

- Sector wide (as opposed to project-based)
- Co-ordinated funding, support and implementation (donor harmonisation, common planning, capacity building and management approaches)
- Inclusive platforms for policy engagement and dialogue (as opposed to fragmentation/overlap)

Potential optimism about the possibilities of changes in sport for development governance might be qualified because the achievements of SWAp in other development sectors have not necessarily met aspirations for their success (Lindsey, 2016). Because 'sport for development' has a relatively marginal status amongst international agencies, domestic governments and within the wider non-government organisation (NGO) community, a SWAp may be challenging. Lindsey concludes that "nevertheless, continuing the status quo of primarily project-based approaches to sport for development is only to remake problems historically experienced in longer-established development sectors." These features and their corresponding outcomes and challenges point to particular potential governance models in sport for development, and an area of further exploration as to what may have worked in other sectors and why.

c. There are lessons from sports governance and management more generally that may apply to sport for development initiatives

Sports governance and management outside of the sport for development context may have insights to offer, and illustrate governance options in sport for development. In contrast to the development literature, a lot of sports literature considers sports governance at a micro level. These include the challenges of governance as sporting organisations transition from volunteer to professional and the specifics of board strategic involvement.

The role of boards and board strategic involvement

Literature on sports governance, largely in a 'developed' country context, suggests that a common ingredient of a sport system dominated by non-profit sport organisations is the systemic or federated nature of the governance structures (Shilbury, Ferkins, & Smythe, *Sport governance encounters: Insight from lived experiences*, 2013). Systemic governance structures might be defined as a network of organisations which seek to allocate resources and exercise control and co-ordination. A second component of a federated sport system, which has an important bearing on the governing role, has been the delegate representative model of board composition. Historically, the boards of sport governing bodies have comprised member representatives whose role has been to represent the interests of their 'home' entity.

This raises questions regarding the type, structure and nature of boards, and their involvement in governing sporting organisations. Shifts in thinking in relation to the desirability and nature of board strategic involvement have also been guided by a more expansive approach to theorising (Ferkins & Shilbury, 2015). Ferkins & Shilbury (2015) advance the notion that board strategic capability and strategic balance are important areas for consideration in sports governance more generally. Board strategic capability refers to "the ability of the board to function strategically in a way that recognises the development potential of the board to think and act in a strategic manner." (Ferkins & Shilbury, p. 498) Various corporate governance theories (e.g. agency theory and the problem of directors controlling a company whilst shareholders own the company) may have relevance to considering the specific role of boards in sport for development; however, the link here is unclear without further investigation.

Structural challenges and the transition from volunteer-run to professionalised sporting governance

Discourse on governance structures expands on a range of structural challenges that have become associated with sports governance in the transition of sports from volunteer-run to professionalised organisations (Ferkins & Shilbury, 2015; Shilbury, Ferkins, & Smythe, Sport governance encounters: Insight from lived experiences, 2013). The professionalisation of sport, from amateur to commercial cultures has been labelled as 'two worlds colliding' (Harris & Houlihan, 2016). It appears that professionalisation does not come without risks and implications for governance, particularly when attempting to integrate devolved ownership as argued for above in the sport for development context. In terms of governance structure, Shilbury, Ferkins and Smythe (2013) work with an understanding of governance as generally referring to the means for “achieving direction, control and coordination of wholly or partially autonomous individuals or organisations on behalf of interests to which they jointly contribute” (p. 359). Sport governance “is the responsibility for the functioning and overall direction of the organisation and is a necessary and institutionalised component of all sport codes from club level to national bodies, government agencies, sport services organisations and professional teams around the world” (Ferkins & Shilbury, 2015).

Shilbury, Ferkins and Smythe (2013) explore the structural challenges, in the context of governance as defined above, confronted by various sporting organisations through a study of the everyday experience of an individual involved in the governance of numerous sporting organisations in Australia over a 30 year period. These organisations included the International Cricket Council, Australian Cricket Board, National Basketball League and many more. The authors explain the experience of the subject in these governance situations as all being “characterised by the need to ‘control’ wholly or partially the autonomous organisations, which tend to be manifested through strong individuals and personalities who seek to resist any form of control by the governing body” (Shilbury, Ferkins, & Smythe, Sport governance encounters: Insight from lived experiences, 2013, p. 359). So, as the governing structures become larger, more organised and professional, they grapple with the personal nature of sporting organisations.

These structural challenges lead to a range of emergent governance models, including adversarial governance, political governance and hybrid governance. Adversarial governance encounters were indicated as an inherent tension of a system confronting increasing commercial pressures, i.e. professionalising sporting organisations. The collision of the amateur or volunteer-oriented approach to administration and the shift to a more commercial focus presents a potent adversarial environment in governance. For example, professional boards with commercial pressure governing large volunteer-run organisations. Tensions in governance in this scenario are “typically manifest through decisions relating to financial allocations, policy development, key personnel appointments and control via leadership” (Shilbury, Ferkins, & Smythe, Sport governance encounters: Insight from lived experiences, 2013, p. 359).

Political governance (and political turbulence or the desire to avoid turbulence) describes the processes by which government or governing bodies seek to steer the sports system to achieve desired outcomes by moral pressure, use of financial resources or other incentives. It is unknown, and the authors posit the question as to what extent political governance might be used as a means to 'control' autonomous organisations to make them comply with broader strategic directions for a sport (Shilbury, Ferkins, & Smythe, Sport governance encounters: Insight from lived experiences, 2013). The authors conclude that solutions to structural conflicts, as per their subject’s experience, were typically found in hybrid forms of governance - in the hybrid model, some representation of the key stakeholders is retained, combined with the

appointment of independent directors with no direct links to governance at the level below (Shilbury, Ferkins, & Smythe, Sport governance encounters: Insight from lived experiences, 2013, pp. 360-61).

Whilst as yet tested empirically in the sport for development context, collaborative governance, with its roots in public administration, may offer a pathway towards effective governance in sport for development (Shilbury, Boyle & Ferkins, 2016). Where parties in the sector, by working together, can accomplish shared goals and higher order outcomes than they would be able to working in isolation. Collaborative governance is embodied by principled engagement, shared motivation and joint capacity for action. Shilbury et al 2016 explore its potential application for resolving some of the challenges that may arise with federated sports governance structures. For example, “the leisure characteristics of sport, the leisure motivations of those charged with governing sports organisations” that can impede or inhibit a culture of good governance (Shilbury, Boyle & Ferkins 2016). Collaborative governance is a possible direction for sport for development, and does not appear to have been tested in that context. **Annexure 3** provides a brief summary of the features of collaborative governance as relevant to ‘Sport for Development.’

In summary, this literature review encountered an overall lack of published material on the specific governance of sport for development initiatives. There is an opportunity for any practitioners in sport for development to document governance styles empirically, and numerous possible directions for research and evaluation outlined in the literature (see, for example, Ferkins & Shilbury, 2015; Shilbury, Boyle, & Ferkins, 2016; Shilbury, Ferkins, & Smythe, 2013). We have explored the lessons available from international development more broadly, that may guide governance approaches in sport for development initiatives specifically. One such approach is the SWAp, explored by (Lindsey, 2016), which may overcome some of the development challenges inherent in sport for development movement. The potential for SWAp-style governance in sports for develop overlaps with broader arguments from sports governance literature regarding the potential for collaborative governance and a need to overcome the challenge of transition between volunteer/informal organisations to professionalised sporting networks (Shilbury, Boyle, & Ferkins, 2016). There are numerous potential directions for governance in sport for development, and wide opportunities to explore their validity empirically.

4. Context | The Sports System

This section and the next present the findings of the Case Study. It became increasingly obvious as interviews progressed and data was analysed that understanding the sports system (including the layers of ‘actors’) in which NFs operate and PSP is being implemented, is fundamental to understanding the potential for how NFs can function and deliver sports opportunities to their members.

The Sports System

It is clear that the sports system in which NFs are trying to deliver sports programs, including ‘sport for development’ programs on behalf of the PSP, is complex; comprised of many actors and sets of guidelines and rules for accessing funding and technical support from Regional and International Sporting Organisations, National government sports ministries and commissions and National, Regional and International Coordination Organisations and of course PSP contracts for funding support. Each of these actors or organisations has their own purpose and mission and ways of doing business, at their own scale⁴ of operation. It is also important to acknowledge that at each scale individual organisations differ significantly in terms of size, resources and specific challenges across sports and countries. The ‘sports system’ in which this Case Study has been developed is represented in **Figure 4**.

Another important governance feature not represented in the diagram is ‘community governance’, the cultural and social norms and customs that exist at specific community level, which must be understood and navigated to ensure effective Sport for Development and sports delivery that truly meets the needs of the beneficiaries.

The specific arrangements for PSP delivery within this system and some of the key stakeholders at National level in each country of investigation will now be described by Nation, sport and other actors. Employment by NFs of many of the funded staff positions is enabled through PSP funding.

Samoa NF

- **Cricket:** The Samoa International Cricket Association (SICA) is an Affiliate Member of the International Cricket Council (ICC) and PSP support is provided through the East Asia – Pacific Region of the ICC. Cricket is not an Olympic sport so does not have a relationship for Olympic purposes with the National Olympic Committees (NOCs). SICA employs a General Manager and nine staff.

Tonga NFs and other actors

- **Netball:** PSP funding supports the Tonga Netball Association (TNA), which was largely formalised in 2010 as a result of and to enable implementation of the ASOP funded 4 year Pacific Netball Partnership (PNP), and is provided directly through Netball Australia (NA). For PSP, NA engages directly with TNA rather than through the Oceania Netball Federation, which does not have a significant focus on ‘Sport for Development’ outcomes. Netball is not an Olympic sport so does not have a relationship for Olympic purposes with the NOCs. TNA employs a General Manager, two development officers and a part time Finance Manager.
- **Badminton:** PSP funding supports the Tonga National Badminton Association (TNBA), which has been a member of the Badminton World Federation (BWF) since 2009, and is

⁴ Scale - generally refers to the level of operation, ranging from Athlete (individual or team), Local Club, Sub National Association of clubs, National Federation (NF), Oceania Regional Organisation (RSO), International Federation (IF) and with regard to some PSP sports Australian Sporting Organisation (ASO)

provided through Badminton Oceania Confederation (BOC) which represents the BWF in the region. TNBA employs a PSP Manager and 2 development officers.

- **Swimming:** PSP funding supports the Tonga Swimming and Aquatics Association (TSAA), which was formed around 3 years ago and comprises two member clubs. PSP technical support is provided through Oceania Swimming Association (OSA), which represents the Federation Internationale de Natation (FINA) for the 15 National Swimming organisations in the region, while Swimming Australia provides PSP funding support. As a recent entry to PSP (early 2016) TSAA employs a development officer and two swim instructors. They also have the support of an Australian Volunteers for International Development (AVID) volunteer for 2016, who is supporting swim teaching, swim teacher training and swim program implementation, as well as some strategic activities.
- **Football:** In Tonga, the Oceania Football Confederation (OFC) ‘Just Play’ football ‘Sport for Development’ program is funded by PSP, and delivered through Tonga Football Association (TFA), which is a well-established Football Association. TFA is a member of Federation Internationale de Football Associations (FIFA), which is represented regionally by OFC. For Just Play Tonga, TFA employs a Project Manager, technical officer and two development officers.
- **Government of Tonga (GoT) Ministry of Internal Affairs (MIA):** In Tonga, the GoT MIA Sports Division oversees sports policy, for both supporting high performance development pathways in sport and, in partnership with the Ministry of Health (MoH), sport for health. Established in 2012, MIA implements a grants program that can be accessed by the 26 NFs in Tonga. Their strategic plan covers four areas: good governance, high performance, participation, through the ‘Come and Try’ program for all ages, and the 2019 Pacific Games. All Tongan PSP sports included in this study referred to a valuable or developmental relationship with MIA, which is seen as an important partner. As a consequence of the success of the ASOP funded ‘Kau Mai Tonga’ program (2009-2014), the MIA sports division has included sport for development in its strategy and engaged a Sport for Development Officer.

“...vision is that sports is a low cost, but high impact. It’s a holistic vision of using sports as a tool, and not only health, but it’s a tool to motivate, and get people with the talents to develop more on their talents...it’s a livelihood for young talented athlete” [GoT MIA]
- **Tonga Association of Sport and National Olympic Committee (TASANOC):** TASANOC is the umbrella organisation for all NFs, including non-Olympic sports, overseeing the development of sports. TASANOC⁵ is reported to be undergoing institutional reform and, during 2016, have been through a process of meeting a set of International Olympic Committee (IOC) expectations. New members⁶ were appointed to the Executive Board at an extraordinary General Assembly 16 June 2016. TASANOC leases office space to TNBA. TASANOC facilitates the Nation of Tonga’s representation in Pacific Games, Commonwealth Games and Olympic Games. The recruitment process for formal appointment of the Secretary General position is underway and anticipated to conclude in November 2016.

⁵ TASANOC does not appear to have a website with public domain access to foundational documents. Also: <http://www.pireport.org/articles/2016/05/18/internal-conflicts-threaten-tonga%E2%80%99s-amateur-sports-bodies>

⁶ <http://www.looptonga.com/content/new-members-tasanoc-executive-board> Accessed 21 October 2106; and <http://matangitonga.to/2016/06/17/new-tasanoc-board-elected>

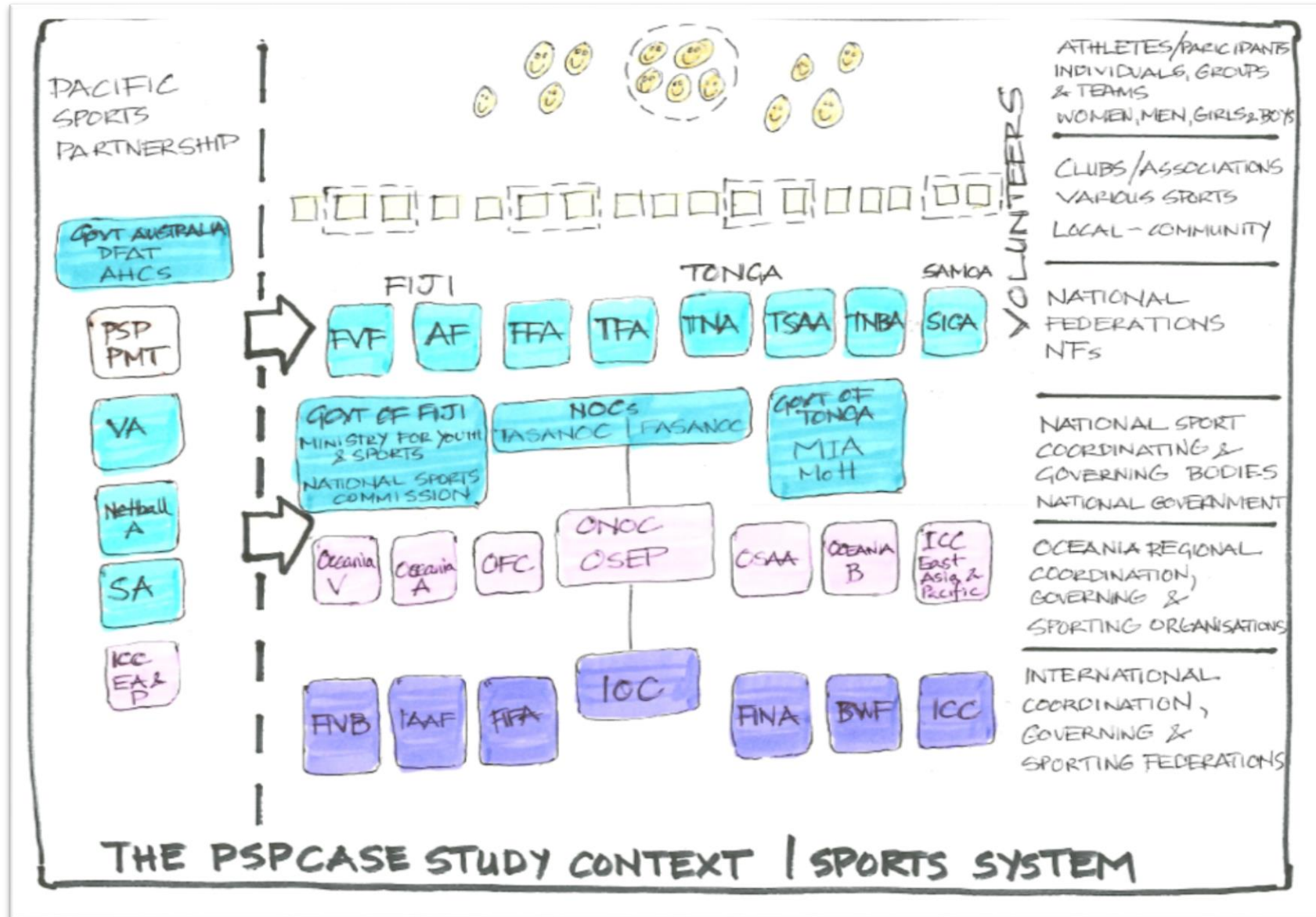


Figure 4 'Sports system' as the context of this Case Study

Fiji NFs and other actors

- **Football:** In Fiji, the OFC ‘Just Play’ football ‘Sport for Development’ program is funded by PSP, and delivered through Fiji Football Association (FFA), which has been in existence since 1938. FFA is a member of FIFA and affiliated with the OFC. In implementing the Just Play program FFA employs a Project Manager and two development officers.
- **Athletics:** Athletics Fiji (AF) was established in 1965 and is a member of the International Association of Athletics Federations (IAAF). PSP support is provided through Oceania Athletics Association (OAA), which represents 22 national athletics federations and acts on behalf of the IAAF in the region. AF employs an Office Manager and a Development Officer. Athletics in Fiji is also implemented through a Primary Schools Athletics Association and a Secondary Schools Athletics Association.
- **Volleyball:** PSP support to Fiji Volleyball Federation (FVF) is provided through Volleyball Australia (VA). FVF is affiliated with the Federation Internationale de Volleyball (FIVB), the Asian Volleyball Confederation and the Oceania Zonal Volleyball Association (OZVA). FVF employs a Program Manager, a male advocate and several development officers.
- **Fiji National Sports Commission (NSC):** Established under the Government of Fiji (GoFiji) Decree No. 5 of 2013, the NSC is intended to:⁷ guide and enhance the delivery of sports programs in Fiji; provide coordination, direction and support for the development of sports in Fiji; establish higher standards of excellence in all sports delivery; improve participation in structured physical activity at all levels of participation; and support and encourage excellence in the performance of athletes and coaches through sports science and research. The NSC design was based on Sports Commission models from Australia, Great Britain, New Zealand and Canada⁸ with the intention of overcoming the “political” nature of sport and providing a transparent framework for increased GoFiji budget allocation to sport. The Chairperson and most Commission members are appointed by the GoFiji Minister for Sports.

Amongst its numerous designated functions the NSC implements a grants program through which NFs can access funding for sports events and program, subject to being able to demonstrate good governance. In 2015⁹ PSP sports that were allocated grants were Cricket, Table Tennis, Athletics and Volleyball. The NSC also implements a number of Sports Development Programs including in 2015¹⁰; Sports Outreach Program; Educate the Educators, Train the Trainer; Wellness; Programs for People with Special Needs and Kids in Sports – School.

- **Fiji Association of Sports and National Olympic Committee (FASANOC):** The FASANOC Charter ¹¹ includes (but is not limited to) the following objectives, to: provide for membership within FASANOC of all eligible sports associations so as to advance the cause of sports...; encourage the development of high performance sport as well as sport for all...; assist in the training and development of athletes and sports administrators; and to work in concert with private, governmental or other bodies concerning the promotion of a sound sports policy. Membership of FASANOC is open to **all** national federations of sports in Fiji, at least five of which shall be affiliated to International Federations (Ifs) recognised by the IOC as an Olympic sport. The Charter specifies terms and conditions for provisional and full membership. FASANOC has 39 NF members of which around 31 represent Olympic sports. While FASANOC facilitates the Republic of Fiji’s representation at the Pacific Games, Commonwealth Games and Olympic Games it also provides a pathway for NFs to access

⁷ Extraordinary Government of Fiji Gazette, Tuesday, 22nd January 2013, Vol. 14 No. 10 Government of Fiji, Fiji National Sports Commission Decree 2013.

⁸ Key informant interview

⁹ Fiji National Sports Commission Annual Report 2015 p 9;

¹⁰ *ibid*, p 6-8

¹¹ FASANOC Charter (2013) Accessed 19 October 2016 at http://websites.sportstg.com/assoc_page.cgi?c=1-3653-0-0-0&SID=216854;

Olympic Solidarity funding and RSO support. In practice FASANOC also facilitates the development of sports administration of NFs through provision of Oceania Sports Education Program (OSEP) development opportunities.

In 2015¹² FASANOC's Executive Board collaborated in a new strategic approach, developing the Resurgence Agenda 2016-2020. The Resurgence Agenda acknowledges the importance of the High Performance Commission, funding a full time Sports Development Officer to work with NFs on high performance athletes and programs, and establishes the Sports Education Commission, which will focus on assistance to NFs to enhance their capacity to govern, administer and deliver sport, to ensure appropriate pathways for athletes.

Oceania Region

- **Oceania National Olympic Committee (ONOC) and the OSEP:** Although they were not specifically engaged in informing this Case Study, it is clear that ONOC is an important entity in this particular sports system, as the coordinating and governing body for the NOCs in the Oceania Region and as the home for the **OSEP**¹³, which is a partnership between the Australian Sport Commission (ASC), ONOC and the Organisations of Sport Federations in Oceania (OSFO). OSEP provides sport education training courses for ONOC member countries, sport organisations and training providers. The program currently offers sport administration and generic coaching training materials and is expected to expand to other sport education areas like sport science and medicine, community social sport coaching, team manager and sport management and governance.

Overall, the 'sports system' in which NFs operate has many actors, organisations and compliance frameworks, which define the existence of, or the opportunities available to, the NFs. This system will inherently be influenced by cultural norms, available social and economic resources, including available Government budgetary support, all of which differ quite significantly between Tonga and Fiji. The potential for effective implementation of 'Internal' and 'Sport for Society' governance (refer **Table 1**) by individual NFs in either Tonga or Fiji can only be considered in the context of this complex system.

It also appears that the majority of these actors include both development of sport and 'sport for development' in their strategies and actions. The integration of the two approaches is acknowledged as important for future sustainability of sport overall.

¹² FASANOC Annual Report 2015 p6.

¹³ Accessed 21 October 2016 at http://websites.sportstg.com/assoc_page.cgi?c=2-3832-0-0-0&slD=39477

PART 3: FINDINGS AND RECOMMENDATIONS

5. Findings | To what extent are NFs practicing good governance and what are some of the supporting factors?

Based on the evidence collected through key informant interviews and relevant documents, this section describes the ways that NFs are conducting their business and the contribution that their PSP partners have made to governance. This evidence is structured broadly against the outcome statements provided in the Theory of Change (**Figure 2**) as well as against consistent themes that have emerged through coding and analysis of interview data.

Sports governing bodies expecting good governance and providing opportunities for improvement

Apart from the PSP program, the NOCs and the relevant Government ministries and authorities have an interest in and commitment to NFs practicing good governance. Since establishment in 2013, the Fiji NSC has convened an annual conference to assist in getting the message on governance and accountability across to NFs. They have advised NFs that if they don't meet eligibility criteria, such as complying with a constitution, having a strategic plan, holding elections, providing acquittals (or audited accounts for amounts over Fijian dollars (FJD) 100,000) for previous funding etc, by 30 September 2016¹⁴, they won't be eligible for funding. The NSC has a transparent process for awarding grants, including a grants manual that is updated annually and a grants committee that makes recommendations to a full Board of the NSC. The Chief Executive Officer (CEO) of the NSC indicated that there is a significant variation in governance standards in NFs, but there has been improvement in governance of some NFs since the NSC commenced operation. He is hopeful of all sports eventually fully meeting criteria to enable development of a four year government sports funding program. In 2015, Fiji NSC expended around FJD\$4,000,000 on Sporting Grant Expenses.¹⁵

Under its Resurgence Agenda and through its Sports Education Commission, in 2016 FASANOC has provided free participatory workshops facilitated by OSEP trainers for NFs to learn about and strengthen their governance processes. Topics have included constitution review, strategic planning, standard operating procedures and financial operating procedures. Although these workshops are offered as a pre-requisite for accessing Commonwealth Games Federation funding to enable preparation for the 2018 Games, key informants report that these workshops have been poorly attended. FASANOC key informants hoped that NFs who have strong governance would also attend the workshops to exemplify their good practice with all NFs. FASANOC management plan to engage with individual NFs to understand their reasons for non-attendance. FASANOC key informants also reported that many NFs do not seek the available opportunities for accessing Olympic Solidarity funding.

Representatives of the GoT and MIA report having a transparent process for NFs to access MIA grants for development of sports, which includes NFs being expected to demonstrate evidence of implementing good governance procedures. For 2016, MIA has a budget

¹⁴ At the time of writing we do not have information on the outcome of this.

¹⁵ Fiji National Sports Commission Annual Report 2015 p 26

allocation in the order of Tonga Pa'anga 300,000 to fund sport development. MIA informants report that they have noticed a difference in the quality of the relationship when working with the majority of NFs (not just PSP partners) who have a good governance system in place and are applying it.

Like its Fijian equivalent, TASNOC has a role in and can access resources for supporting strengthening of governance in NFs. TASNOC's key informant acknowledges the variation in NF governance effectiveness, while identifying that, in recent years, TASNOC has not insisted on NF compliance to membership criteria. The Acting Secretary-General acknowledged that with the 2016 appointment of the new board TASNOC intends to be stronger with the member NFs as an important basis for preparing for the 2019 Pacific Games. The A/g Secretary General also observed that NFs are not necessarily actively seeking support for strengthening governance, although there is an intention to conduct a planning workshop for NFs in November¹⁶ to discuss and help them prepare for the range of available funding opportunities.

NFs managing and delivering sport, moving towards sustainability

In this section we will discuss some of the processes that have been applied to help develop the capacity of NFs to manage and deliver sports programs.

NFs getting organised, including to become a PSP partner

It is clear for the sample NFs that getting organised to engage with the PSP opportunity and RSO/ASO partner, or vice versa - the RSO/ASO partner engaging with the NF, can in itself be a driver of change. This process can involve a number of steps e.g. tentatively exploring an opportunity; the partners engaging initially, then more authentically; bringing the board together and hopefully 'on-board'; formalising the partnership; agreeing a focus for the PSP work, which may be within an existing framework or modifying the framework to fit; more rigorously exploring and defining the opportunity e.g. through formative evaluation and so on. This is not necessarily a linear or uniform process, indeed may be iterative, and has obviously required flexibility and effort from all partners throughout. Some examples of what has worked, or what is still developing follow:

- The formalisation of **Tonga Netball Association (TNA)** was driven by the opportunity to be the delivery agent for a significant participation PNP funded by ASOP, starting in 2008/09. NA initially funded a development officer and then supported development of TNA, endeavouring to implement best practices. Moving from a large committee based approach, which had a constitution but was not applying it, a leadership group emerged. NA worked with this group to develop and implement the organisational structure and governance framework, engaging a consultant for discrete pieces of work to support the process. Starting small, TNA has grown at an appropriate pace over the intervening eight years, not necessarily without challenges; to be the strong and well regarded organisation it is in 2016, with the capacity to effectively implement quality 'Sport for Development' activities. The opportunity for TNA to access PSP funding was enabled by the structure that had been formed with the support of PNP. In developing the approach to support TNA, NA had learned from a similar exercise in Vanuatu, and aimed to ensure strong ownership by TNA of processes developed. This appears to have been effective.
- As a recently established organisation (approx. 3 years old), **Tonga Swimming and Aquatics Association (TSAA)** is in a developmental stage as an organisation and in more formally introducing the sport of swimming to a wider audience in Tonga, where swimming has not been commonly practiced. The opportunity and desire of TSAA to access PSP funding has driven the rapid development of a more complete governance

¹⁶ At the time of drafting the outcome is not known.

framework, with technical support provided by OSA. OSA was committed to ensuring that the PSP opportunity would fit with the existing goals of TSAA, which were not at that stage documented, in 2015 facilitating a strategic planning workshop with some Executive Board members, where a plan for the entirety of TSAA'S goals was developed. However, because this work was not undertaken with a full complement of Board members, the plan will most likely require further socialising to ensure that all Board members, and the recently appointed President, understand, support and have a coherent view of the overall plan. It is reported that TSAA are keen to move from being reactive to proactive. Sound facilitation skills have been an essential element in supporting this process. Accessing the PSP network has enabled the fledgling organisation to access a shared office space and to share resources with TNA.

- **Tonga National Badminton Association (TNBA)** was formed in 2009 with establishment driven by a group of enthusiasts who were keen to promote the recently introduced sport of badminton. While largely self-organising, they were supported by BOC to establish and learn how to run their sports organisation. In 2012, they were selected by BWF as the first country to implement the Shuttle Time program through schools. Through this experience they were ready to enter an agreement with BOC to implement PSP in 2013.
- **Athletics Fiji (AF)** has recovered from a governance crisis that emerged in 2013, which appears to have been a result of constitutional confusion and individuals abusing their power. To deal with the crisis an emergency Annual General Meeting (AGM) was called. This was a transparent, open meeting, well attended by members with external observers (including NSC) present, where the basis for a new constitution was mapped out and a recovery plan developed. Conflict resolution processes were implemented. The emergency AGM and subsequent recovery process, was driven by a group of highly skilled individuals who actively re-engaged with AF, and were supported by the IAAF and OAA. During the subsequent 12 month period a new constitution was drafted, tested and revised through an extensive consultation process with member clubs. Elections and adoption of the final new constitution took place in 2015. The role of AF is now clear with a strong and effective leadership team in place. PSP implementation with AF, through OAA commenced in 2013, being somewhat complicated by the process described above. It appears that PSP support has contributed to the re-building of the organisation to its current capable state by enabling mobilisation of support from OAA. AF was presented with a Good Governance Award in 2015 by the Fiji NSC.
- **Fiji Volleyball Federation (FVF)** has been a PSP partner since 2013 through VA and OZVA. In 2015 and 2016 FVF has been supported to re-develop its governance framework and a comprehensive set of supporting documents, with the facilitation support of a Fiji based specialist sports governance consultant, however, they are currently 'between' agreed constitutions. The FVF Board appear to be working through a consultation process to build understanding of the proposed new constitution, but this is a slow process that has some way to run before final resolution.

Tools for understanding and strengthening internal governance

As the sample NFs have developed over time they have chosen to use, or have been supported with, a range of tools and approaches to explore, establish, implement or strengthen their governance frameworks. Examples of tools or support mechanisms used by NFs or applied by RSOs or IFs and a discussion of 'what has worked' in strengthening internal governance follow:

- **Readiness Assessment Tool¹⁷**: Developed in 2010 -11 in the Pacific, for the Pacific Nations, the Readiness Assessment Tool, more commonly known as '**the RAT**', is an online tool designed for NFs, or equivalent, to assess the practice and understanding of governance in their organisations. Now administered by ONOC through the OSEP, the

¹⁷ Can be accessed by logging in at http://websites.sportstg.com/assoc_page.cgi?c=2-3832-0-0-0&SID=39475

tool sets out 'Goal Attainment Scales' for seven elements¹⁸ of good governance in an organisation: *Structure, Ethics, Accountability, Athletes, Solidarity & Development and Relationships*. The RAT is a dialogue based tool, designed to be used on-line, through a facilitated group process, where typically a group of (at least three) board members and stakeholders, self-assess their organisation against a set of benchmark scales (four stages). Based on the self-assessed rating against all criteria, the RAT then generates a report comprising overall scores against benchmarks and some recommended strategies for the organisation to consider in moving forward. The RAT is not designed for comparing one NF with another as its validity and usefulness is driven by the group undertaking the self-assessment. Ideally a similar group would convene to undertake a re-assessment.

- **Who has used the RAT?** Many NFs interviewed reported using the RAT at some stage for an initial assessment, sometimes supported by OSEP Master Educators:
 - FASANOC Resurgence workshops provided the opportunity for participating NFs to use the RAT in the first of the FASANOC supported series of workshops in 2016. FASANOC officers report that participants in the RAT sessions commented on raised understanding and knowledge of governance for their NF. FASANOC identify that OSEP and the RAT "*will be important elements in the work of the Sports Education Commission.*"¹⁹
 - The Understanding, Managing, Assessing, Planning (UMAP) is a derivation of the RAT now used by the IOC: FASANOC report²⁰ that in 2015 they applied the IOC's UMAP tool, with the Executive Board and senior staff in a one-day workshop to assess the capacity and effectiveness of their NOC. This workshop provided a starting point for development of their Resurgence Agenda 2016-2020.
 - FVF Board members reported that they wanted a review of governance and have used the RAT in developing their governance framework documents, but acknowledge that it is time for a re-assessment.
 - OAA have supported AF to use the RAT in establishing their own view of governance in their organisation and plan to repeat the exercise.
 - OSA facilitated TSAA to work through the RAT as part of their strategic planning session in 2015, finding that it was good tool to develop a common understanding. They plan to re-visit the assessment in October 2016.
 - Encountering the RAT through OSEP training, TNA has found it useful as a reality check and plan to conduct a re-assessment. As a result of the RAT assessment they have actually changed the way that communication between the staff and board is managed to ensure better communication of plans and more effective decision making.
 - BOC expect all of their member NFs to complete a RAT assessment process annually, however, acknowledge it as only one indication of understanding the overall level of governance in an organisation. TNBA board members have found the RAT useful in understanding their strengths and weaknesses, but have not necessarily completed it consecutively with similar board member participants.

Overall, it appears that despite board members valuing the discussions facilitated in using the RAT, not all NFs are necessarily at the stage of implementing the strategies or developing plans for change recommended by the RAT. OSEP acknowledge that the overall implementation and socialisation of the RAT has taken some time and that only a few NFs are actually applying the RAT results to develop plans for improvement. The RAT appears to be a useful tool for understanding governance, but only if the right

¹⁸ The RAT also provides frameworks for assessing other pillars of organisational effectiveness beyond governance.

¹⁹ FASANOC Annual Report 2015 p7

²⁰ FASANOC Annual Report 2015 p6 & KI

people are involved in the dialogue, recommended strategies are implemented and there is a commitment to regular re-assessment. Additionally, being an internet –based tool it is important that the RAT is technically maintained to ensure easy access and reliable generation of RAT reports.

OTHER ASSESSMENT TOOLS AND SUPPORT MECHANISMS

- **ICC National Cricket Organisation Governance Self-Assessment Tool:** The ICC uses a National Cricket Organisation (NCO) Governance Self-Assessment Tool, which is an Excel based spreadsheet developed by the UK Sport and Recreation Alliance, to facilitate discussions about governance with their National Cricket Organisations. The tool is structured around the following seven principles, which are each described by a set of indicators: 1. Integrity: Acting as guardians of the sport; 2. Defining and evaluating the role of the board; 3. Delivery of vision, mission and purpose; 4. Objectivity: Balanced, inclusive and skilled board; 5. Standards, systems and controls; 6. Accountability and transparency; and 7. Understanding and engaging with the sporting landscape. NCOs rate themselves against each principle on a scale of 1-5. Like the RAT, the value of this tool is in what actions the organisations plan and implement as a result of the assessment.
- **ICC Membership Criteria & Guidelines:** As a large international sporting organisation that provides opportunities for Cricket NFs to access significant amounts of funding, the ICC has a very clear set of membership criteria and guidelines²¹, which detail requirements for governance, organisational effective and cricket implementation, for both Associate and Affiliate members that enable implementation of the ICC Development Funding Policy 2015²². Associate and Affiliate members know that they are expected to comply with these criteria and guidelines, which are updated annually, to maintain their membership and to access funding opportunities. For members who may be struggling to meet the criteria and guidelines, there is a staged, up to three year consequential process, potentially ultimately leading to expulsion, where Cricket NFs are initially ‘put on notice’, but provided with a program of support by their regional office of ICC to help them remedy their situation.
The converse side of this approach is the **incentive** that high performing Cricket NFs are able to access increased levels of funding in relation to the level of their performance. Important to note here is that this approach has been modified over the time since it was first introduced with a heavy compliance focus to now being more flexible in relation to the specific in-country circumstances. This has resulted from the development of deeper understanding of specific situations, and then trust, through long term relationships between Cricket NFs and the ICC.
- **Member Agreements:** Possibly similar to ICC, BOC reported that in the last two years they have introduced Member Agreements with each member country, outlining governance, development, player and coach education and the tasks that are agreed between BOC and the NF for implementation. The Member Agreement is linked to provision of funding, with the purpose of clarifying expectations for both parties. BOC find the Member Agreements more useful than NF Strategic Plans, which are observed to be less used.
- **Just Play Program Manual:** Over the seven years of implementation in now 11 Pacific Island Nations (seven of which are supported through PSP), the Just Play program has developed a fit for purpose, program specific set of implementation rules and procedures. These are documented in the Just Play Manual 2016 and have been recently operationalised through a uniform software management system. The Just Play manual describes governance of the program overall, as it is being implemented through the governance frameworks, and with the support, of the 11 partner National Football Associations.

²¹ ICC Associate Membership Criteria and Guidelines June 2016; ICC Affiliate Membership Criteria and Guidelines June 2016

²² ICC Development Funding Policy November 2015

Despite being an OFC designed program, CEOs of both TFA and FFA clearly have strong ownership of Just Play and now see it as part of each of their organisations. The uniform, consistent management and program governance approach has been enabled through the on-going professional development of a team of Project Managers, one for each participating nation, who are consistently trained and supported in applying the Just Play Manual and more recently the online Just Play Management System. In each country the Project Managers lead a Nation specific team of instructors or development officers to implement the Just Play program in that unique situation.

“I think it’s important to emphasise the importance of capacity-building, because it has a link with good governance. If you put in place the right process and if you train your team to look after the program and to report on a regular basis and to respect the process, then it’s a total transparency, but it’s not only for transparency, it’s also for efficiency.”

What has clearly worked for Just Play with regard to strong governance is the long term commitment to ongoing learning and improvement in developing the program approach, with the documentation of such in the Manual. Access to quality technical support through another partnership arrangement has provided additional rigour.

- **Skilled consultants:** Some NFs and RSOs have used PSP resources to engage the services of a range of consultants to facilitate governance strengthening processes. It is apparent that there are some effective consultants located in the Pacific, with others are e.g. drawn from Australia. The major observation about the use of consultants is for them to ensure that the NFs are, as far as possible, brought along with facilitated processes and the development of plans and policies to maximise ownership and use. Informants also advised to be cognisant that the Pacific is not uniform and that every Nation will require specific contextual understanding and fit for purpose governance and organisational development practice.
- **And when the going gets tough...** Mentions were made by key informants of standard management tools being applied in supporting some NFs to resolve their challenges. The IAAF and OAA supported a **conflict resolution** approach, including IAAF legal officers, to support AF in re-building and getting through its constitution crisis. At this time the Fiji NSC also enforced their guidelines and stopped funding. **Mentoring** was mentioned as a valuable process and skill set for leaders to enable effective succession implementation with a Board. Implementation of and commitment to a **consultation process** with the member associations, supported by their PSP funded Project Manager, is helping FVF to work through an impasse they are experiencing between constitutions.

Getting on with it: Practicing effective governance

Remembering that it is the purpose of this Case Study to look at what works in NFs, and not to judge or compare those sampled, this section provides a summary of the evidence that has been collected about **what works in practicing effective governance**. The most effective NFs sampled in this Case Study demonstrated governance frameworks and approaches that include many or all of the elements listed in **Table 3**. These elements emerged through the Case Study research and are structured against the good governance criteria described in ‘the RAT’. In the majority of the sampled NFs, these good governance elements have taken considerable time and commitment to build and consolidate.

Table 3 Practices being demonstrated by the most effective NFs

Comment on sampled NFs based on emergent themes	Relevant RAT criteria
<p>Robust constitutions:</p> <p>Effective NFs have clear constitutions, which are able to be understood at all levels of membership (including where needed being written in the appropriate National language), and that have been legally checked for 'loopholes'. Sometimes RSOs or IFs have been engaged in quality control of constitutions.</p>	<p>Structures and Processes</p> <p>2. Regulations</p>
<p>A functional Board</p> <p>Effective NFs have boards which have an appropriate number of members, with terms that are long enough to enable achievement of outcomes (not too much turnover) and with a limited number of terms (not a job for life).</p> <p>Chairs have strong leadership skills and know how to work with people and bring a group along. Board structures are coherent with strategic plans, with appropriate committees that will drive strategic plan implementation.</p> <p>Board members understand what is expected of them in serving the NF and are committed to their role and their sport, not just the status of being a board member.</p> <p>Boards are supported by a documented Charter to guide their operation and plan for succession, identifying suitable candidates in their communities for possible future membership and mentoring them when appointed.</p> <p>Board members are often acknowledged as being part of the fabric of the community, bringing skills and /or networks. Often nominated Treasurers have accounting skills or are practicing accountants. Boards have supported growth of the organisation, but at a sustainable pace.</p>	<p>Structures and Processes</p> <p>3. Board Structure</p> <p>4. Board roles</p> <p>5. Representation</p> <p>Integrity and Ethics</p> <p>1. Competence of the Board</p>
<p>Regular meetings with effective decision making processes and inclusive AGMs</p> <p>Effective NFs meet regularly and frequently enough to ensure that they are doing the business of their NF properly; this is typically monthly. They prefer face to face meetings, although some NFs have Executive members living at a distance and have negotiated approaches to enable their ongoing involvement, such as participation over Skype and flying minutes by email when quick decisions are needed between scheduled meetings.</p> <p>AGMs are designed to provide for dialogue and engagement with all levels of membership, listening to community views and overcoming a top down approach.</p>	<p>Structures and Processes</p> <p>6. Democratic process</p> <p>7. Checks and balances</p> <p>8. Decision making</p> <p>9. Decisions and appeal</p> <p>Integrity and Ethics</p> <p>3. Internal Communication</p> <p>Accountability</p> <p>1. Accountability to members</p>
<p>Appropriate set of policies and plans that are <u>understood and used</u></p> <p>Many NFs have put time into developing strategic plans, which set out their mission, vision and objectives, with realistic strategies to achieve those objectives, and an appropriate set of supporting documents and policies, such as: <i>Board Charter, Code of Conduct, Event & Competition Risk Management Plan, Social Media Policy, Event By-laws, Financial Policies and Procedures, Child Protection Policy, Marketing Plans.</i></p>	<p>Integrity and Ethics</p> <p>7. Governance vs management</p> <p>8. Code of ethics</p> <p>9. Code of conduct</p> <p>Accountability</p> <p>2. Management Accountability</p>

Comment on sampled NFs based on emergent themes	Relevant RAT criteria
<p>Effective NFs understand and apply these documents in practice, review them at appropriate intervals and evaluate & report on their implementation.</p>	<p>3. Monitoring and Evaluation 4. Financial Disclosures</p>
<p>Including Strategic Plans that are owned and guide operations All sample NFs reported having strategic plans. For two NFs those plans had been developed in the last 12 month period - the level of ownership was not yet strong and the plans required further socialising. By contrast, one NF reported that they only implement activities that are in line with their strategic plan –if it’s not in their plan they don’t do it. For most of the sample NFs RSO/ASO partners or a consultant have provided support for strategic plan development.</p> <p>Several NFs reported that they are in the process of reviewing their strategic plans. OFC supports the in-country Just Play program teams with their own strategic planning, consistent with that of their Football NF.</p>	<p>Vision, Mission, Strategy 1. Strategic Vision 2. Planning Process 3. Mission vs. Vision 5. Promotion of values Accountability 2. Management Accountability 3. Monitoring and Evaluation Solidarity and Development 3. Development Policy 4. Development Strategy 10. Balance of development (readiness)</p>
<p>Effective fit for purpose communication processes</p> <p>Effective NFs resource and implement communication processes that ensure communication between paid staff and the board is regular and appropriate, using suitable communication methods (e.g. skype, email, brief reports); and which enable sharing of appropriate information with the their constituent members.</p> <p>Staff are conscious of Board members’ limited time, preparing appropriate analysis and recommendations about incoming documents prior to distribution.</p>	<p>Integrity and Ethics 3. Internal Communication</p>
<p>Clear role definition for Board vs staff; Volunteers are supported</p> <p>Effective NFs have clearly defined the respective role of the Board vs the responsibilities of paid staff. They establish an environment of mutual respect, and Boards do not micro manage staff.</p> <p>They have developed transparent and appropriate HR processes for employing staff, managing performance and payroll.</p> <p>Paid staff have clearly defined and agreed job descriptions.</p> <p>The most effective NFs are starting to be seen as employers of choice for the athletes who have trained through them.</p> <p>Effective NFs provide robust approaches for recruiting, managing, supporting and valuing their volunteers.</p> <p>[Note: It can take considerable time for an NF to set itself up to be an effective employer able to comply with local labour law, particularly when a Board is comprised of part-time volunteers with other professional or life commitments.]</p>	<p>Accountability 6. Remuneration procedures 7. Selection procedures 9. Induction and orientation 10. Education and training</p>

Comment on sampled NFs based on emergent themes	Relevant RAT criteria
<p>Understand available resources</p> <p>Effective NFs have a good understanding of the resources available to them through their Government, their NOC and for some sports, their IF and know what they have to do to access those resources.</p> <p>They are realistic about and work within their available resources.</p>	<p>Solidarity and Development</p> <ol style="list-style-type: none"> 1. Distribution of finances 2. Budget development
<p>Appropriate facilities and systems to support good governance</p> <p>Effective NFs have established adequate office spaces and have strong financial systems and procedures in place.</p> <p>The most effective NFs are able to talk meaningfully about and demonstrate systems that enable trust and support transparency and accountability. They know how to access additional technical support from their RSO or IF when they need it, including for conflict resolution, mediation and legal advice.</p>	<p>Accountability</p> <ol style="list-style-type: none"> 4. Financial disclosures 5. Financial statements 8. Filing and retrieval <p>Solidarity and development</p> <ol style="list-style-type: none"> 1. Distribution of finances 2. Budget development 9. Facility development

“...all that you do is make sure you continue to run competitions, you manage your funds properly, you don’t be too silly about how you spend your money, you keep your focus, you keep your discipline, and you execute whatever you plan to execute.... You be smart about it because if you don’t understand the resources you have, a lot of people are on a voluntary basis. You don’t put something like a full time job for them and you know that you’re setting goals that will never be achieved. we actually come out and we don’t do like 20 things in one month. We do probably about 3 or 4 things in 6 months. To do one thing will take us about 2 to 3 months just to embed it in.” NF Board member

It is clear that good governance practice in NFs is not static. The most effective NFs pay regular attention to their governance practice and endeavour to maintain boards with a high level of integrity, understanding that in ‘small’ operating environments reputations are easily damaged with poor practice.

“Sustainability for me is not the level of activity but they’ve now got these really strong clubs all across the main island. They understand what their responsibility is as a national body. They are operating well. They’ve got elections in there and they have representatives that attend the AGM and they understand their responsibilities are for running [the sport] in their village. Those structures won’t stop when the funding stops.” ASO Partner

Motivated and capable paid staff

PSP funding has enabled all sampled NFs to employ project managers, general managers, administration managers or equivalent, specific to their identified staff needs, to support implementation of the PSP identified programs and in general support of the NF. The individuals who have been engaged for these roles who were interviewed for this Case Study are an impressive, passionate and motivated cohort and are clearly essential in enabling PSP implementation and in developing the overall effectiveness of the NFs. Two (2 W) have been employed less than 12 months, while the other six (4W, 2M) have been employed for around three years. [In line with their program design, the Just Play program intentionally aims to be a role model in gender equality through, wherever possible, recruitment of women. They hope to challenge norms through this approach.]

They come from a range of professional and life experience backgrounds including business, social justice, media, banking, management, teaching and administration, bringing experience from outside sport. They are mostly nationals or long term residents, with only one shorter term expatriate. Most of them are of the culture in which they are operating and know how to work within their culture.

They fulfil a range of roles and responsibilities, sometimes juggling what can be a significant workload. They endeavour to work productively with and support their board, build and manage partnerships, manage the PSP and other programs, meet board and community expectations, deal with funders, network with similar programs in other countries and other NFs in country, most manage other sports development or administration officers, support and implement administrative and governance processes, manage communication and media, and are interested in developing professionally and contributing more to their NF.

It is clear that enabling dedicated staff to be in place over a sufficient period of time contributes enormously to the effectiveness of the NF.

Moving from increased participation to effective implementation of quality sport

There is strong evidence that engagement with PSP over an extended period of time has enabled NFs to socialise and increase buy-in to the concept of sport for development. It has also expanded the reach of the sport and improved the effectiveness of both sport for development program implementation and, sports development and elite programs. Depending on their organisations focus, some of the NFs reported that they actively seek and manage relationships to develop opportunities and elite pathways to compete in regional and international competition and experiences. In the meantime, MIA in Tonga, and the Fiji NSC, have both contributed to enabling increased participation in country, which takes many forms, not always just sport for development. Examples provided by some of the sample NFs follow.

- **Swimming** – As a relatively new PSP partner, TSAA are finding their way and testing a range of opportunities for designing the implementation of participation programs. In 2016, they have capitalised on an unexpected opportunity to work with services staff (such as Fire Brigade, Police and military) and women and girls from communities nearby Nuku'alofa as a training ground for their swim instructors and to test their systems for running Learn to Swim programs and competitions in their harbour based swimming facility. This foundational work is expected to help TSAA design and implement community based swimming programs for more remote Tongan communities, while they continue to reach out for potential interested groups or communities, through which to focus their work. TSAA have participated in MIA organised 'Come and Try' community sport promotion events, which can involve in the order of 1000 participants. TSAA acknowledge that there are a number of Tongan cultural barriers to consider in designing and implementing a swimming program, such as appropriate attire for swimming for women, men, girls and boys and fears of immersion in water.
- **Badminton** – TNBA has built on what they learned in delivering the BWF, Shuttle Time program through schools, with the support of Ministry of Education (MoE), in implementing their PSP funded community outreach programs, which involve all age groups and around 200 teachers. TNBA reports having significant increased on-going participation, considering Badminton as very accessible to all ages and abilities and a good entry point to physical activity. They are looking for new ways to promote Badminton and further adapting the equipment to be more suitable for outdoor games. TNBA have also been an active participant in MIA 'Come and Try' events. Informants raised some concern about being able to continue to service the increased demand.
- **Netball** – The ASOP funded PNP large scale netball participation program and the resulting strengthening of TNA as an organisation, have provided the foundation for

continuing strong levels of participation in TNA 'Sport for Development' programs and routine competition netball programs, although not necessarily reaching the outer islands to the extent that was possible under the levels of PNP funding. TNA are conscious of understanding how to work with potential participants in the more remote outer island areas, providing nuanced ways of engaging with and motivating them. They are also conscious of providing regular tournament opportunities to keep their higher performance players motivated. TNA have expanded the reach of netball from largely teenage and young adult women to a great range of age groups.

“A single, national entity for netball in Tonga is a fundamental outcome that contributes significantly to ongoing netball participation and associated development aims. Having a stable, fixed organisation ensures that there is a single body for clubs to affiliate with, which can operate to accredit and monitor ongoing netball club structure.” TNA Governance Report

- **Football (Just Play)** – In 2016 the Just Play program has been recognised as a pathway to elite performance despite this being a secondary focus, with most of the current Tonga U17 team having passed through the Just Play program. TFA appreciate the values, behaviours and football skills that Just Play instils in participants. TFA acknowledge that sport participation in the remote areas of Tonga has been enabled through Just Play.
- **Volleyball** – FVF report that they are committed to both developing their sport and implementing their 'Sport for Development' programs, which are currently targeted at women's participation. Their PSP program was designed through a formative evaluation, which identified ways the inclusion of women could be enhanced, such as what is the best time in the day to run programs that will enable women's participation. In implementation and through understanding cultural norms, FVF has engaged a male advocate (a well-known radio and sport personality) to work with decision-making men in remote communities to gain permission and support for the participation of women. FVF have also trained their coaches to understand the best ways to work with women in remote communities. As a non-contact sport FVF promote volleyball as a sport that is *“good for kids, middle aged and the elderly”* with simple equipment (a ball and a net) that can be used in most locations.

“Everywhere in the first two phase that we attempt, people now are getting more involved in the sport of volleyball. More and more, for example, in the phase 1, when we left from there people are really in love with the volleyball so we managed to start a volleyball association with all these villages from around the area. Form an association so they can keep playing volleyball.”

- **Athletics** – Since re-building their NF, AF have focused on their athletes, through club development and providing a regular calendar of events for their athletes with good coaches and good technical officials. They are now again capable of convening e.g. Oceania regional championships, which had not been the case for the previous decade. Their main 'Sport for Development' focus is providing opportunities for People with Disabilities (PWDs), while they are also investigating the establishment of a scholarship model combining education and high performance training opportunities for their potential elite athletes.

“One is it's our contribution to getting people into sports, getting them into that healthy lifestyle. It's the easiest thing to do. You don't need specialised equipment or anything. You just get out, you walk, you run, over a fun run or just run around on the ground....that's our main focus around the grass roots and getting the new generation, everybody else coming through and to try to take it up and see the benefit in it. We saw the benefit; we came from the sport being exactly that way.”

- **Fiji National Sports Commission** – Working with the development officers from a range of NFs, including those supported by PSP, Fiji NSC implements intensive Sports Outreach Programmes for youth (ages 17-35) in rural communities, designed with the support of provincial youth officers. *“For about two weeks over 100 youth will live and*

breathe sports, night and day.” In 2015 604 youths²³ participated in these programs, which can include up to 10 sporting activities.

Working effectively with the RSO, ASO, IF or NOC

In the complex sports system described for this Case Study, for NFs maintaining productive relationships with RSOs, and through them with IFs, and for some PSP NFs with relevant ASOs, is essential. Overall, it appears that the sample NFs value and hold useful relationships with their RSO or ASO. RSOs/ ASOs report being careful how they provide support, aiming to achieve clear buy-in and demand from the NF. One RSO informant described the challenge of balancing a compliance role with the need to maintain productive working relationships, acknowledging that this balance can take time to establish.

Maintaining a productive relationship with the NOC can present another operational challenge, as for some NFs it appears the pathway to RSO support is through the NOC. NFs in Tonga were hopeful of more effective consultation with and support from their NOC as TASNOC is re-consolidated.

Organisational capacity and staff professional development

One element of effective governance for an organisation is having an approach in place for developing the capacity of the various components of the NF. Apart from skills training for their athletes, all sample NFs reported some form of capacity development pathways for their members and volunteers and, in many cases, the provision of professional development opportunities for their paid staff. The quantum and sophistication of development pathways being provided appeared to vary with the stage of development of the NF. Examples reported by NFs follow:

- The TSAA Development Officer and AVID volunteer are training swim instructors to deliver ‘Learn to Swim’ programs.
- FVF has engaged Fiji Women’s Crisis Centre to deliver Child Protection training for their member associations. The FVF Project Manager is participating in a Pacific Leadership program.
- Just Play Fiji is identifying and training volunteers and teachers in the packages developed for the implementation of the Just Play post Emergency Program. Through OFC Just Play Project Managers from all Pacific Nation programs participate in regular professional development. The Just Play Tonga Project Manager has participated in FIFA funded football administration training for women.
- AF is focused on developing coaches to enable greater value for athletes in training sessions.
- TNA has provided staff and local community members with access to training for coaching, umpiring, leadership and other organisational tasks. There is a high level of enthusiasm to participate in this training. TNA staff members have also had the opportunity to attend training programs internationally to build their capacity across a wide variety of areas and levels. As a result they have gained internationally recognised accreditation.

OSEP: Since 2007, OSEP has been an important provider for sports governance and administration training for the RSOs and NFs across the Pacific Nations. They are in process of establishing a model where OSEP training modules and courses are delivered through recognised in-country training providers, by OSEP trained educators and master educators (who are often sourced from NFs). FASNOC has supported delivery of a series of OSEP workshops for NFs in Fiji throughout 2016, while TASNOC has supported a workshop for NFs during early

²³ Fiji National Sports Commission Annual Report 2015 p6

October in Tonga. The OSEP Coordinator understands the significant level of behavioural change that is required for NFs to routinely practice good governance, but has observed progress since the commencement of OSEP, at least at an individual level, noting that for those individuals to influence the organisation may be somewhat more challenging.

“Definitely for individuals that made an impact for them, and we have things like, “When is this course being...? We’re going to do the other program for next training.” For other NFs, working in the NFs, they’re so energised with their new knowledge that they want to make changes within their sports. For some they’re going ahead and organising events and trying to make changes in their meeting context. I know one of the challenges and that has been happening, because for those who have not attended the training or are in leadership roles, there’s sometimes obstacles for those that have been trained.”

An OSEP Master Educator informant noted the importance of getting enough of the right people in the room for training opportunities – not just the current leadership team, but also including the future leaders. The OSEP coordinator also observed that just doing training is not enough. Similar to the best adult learning models she observes that people who have participated in training typically need ongoing mentoring, supporting ‘learning by doing’. She is considering how OSEP can provide for this.

Working collaboratively

Working in collaboration in Tonga provides an opportunity for the small pool of available resources to be used more effectively and for learning to be shared between sports. Informants reported the value of sports working together. Examples include:

- TNA and TSAA share office space and human resources. This provides TSAA, as a new NF, access to the experiential knowledge held by TNA in running an NF and delivering sports programs.
- TNBA, TSAA, TFA and TNA work in collaboration with the MIA to support the delivery of government initiated ‘Come and Try’ sports days. The MIA ‘Sport for Development’ coordinator has taken on the voluntary role of PSP Focal Point and coordinator. All PSP sports in Tonga commented on the value of this coordination.
- TFA share their facilities with some other sports.
- TNBA are supporting Hockey, as a very new PSP sport to get organised.

It appears that TASNOC could play a greater role in supporting coordination and collaboration.

In Fiji, FASANOC have a clear commitment to coordinating NFs and providing opportunities for collaborative learning, such as the OSEP training workshops provided for all NFs. None of the Fiji NFs mentioned collaboration with other sports, perhaps this is because of the greater pool of public and private resources available in Fiji?

Working with and supporting volunteers

NFs are founded on the ethos of volunteerism. It is apparent that all of the NFs sampled rely on volunteers as board members and for delivery of sports programs – as coaches, umpires, officials, parents and for fund raising. Being able to support and manage volunteer relationships is an important role for NFs, and is enabled through the Project Manager / Development Officer positions funded through PSP and having a clear plan and pathway for working with volunteers.

- NF Boards are comprised of volunteer members. Members typically fit their role on the NF Board around other professional or life commitments. This may also include additional responsibilities of holding office or leading a sub-committee. As a result NFs emphasised that it can be challenging to implement a regular meeting schedule, let

alone additionally bringing Board members together for strategic planning and development of the NFs. For two of the Tongan NFs this was further complicated by Chairs residing in distant locations; participating in meetings via Skype or on occasional return visits to Nuku'alofa. Several informants stressed the importance of Board members being committed to implementing their role, not just taking it on as a way of being seen as important. Various motivations for getting involved as a Board member or volunteer were mentioned such as involvement of a child in the sport, retiring as an active player or participant and wanting to continue to contribute – giving back to the sport or the community.

- Tonga and Fiji Just Play Project Managers reported having an extensive network of volunteers who support delivery of programs. Both Just Play programs have a commitment to regular cycles of training for their volunteers, understanding that there is constant turnover in the cohort of volunteers. Just Play Fiji cited the importance of volunteers in implementing their post-cyclone Winston emergency program, which was delivered in twelve locations, and the Project Manager's role in engaging and supporting those volunteers. Similarly TNA have had a training program in place for their village level volunteer resource since 2014.

Partnerships: From getting ready to maintaining robust partnerships

It is evident that there is a direct relationship between the stability and quality of governance in an NF and their ability to develop and maintain partnerships. Identifying potential, negotiating, establishing and maintaining partnerships takes significant effort for the Board and officers of an NF. It is important that NFs can be identified as a trustworthy and reliable partner.

The opportunities for partnership in Tonga appear to be somewhat limited to Government ministries (MIA – who only have a small budget for sport for development, MoH and MoE) and private sector businesses, some of whom are reported to have been 'burned' by past sport sponsorship efforts. It seems, however, that there is a high demand for those opportunities that are available to NFs. The PSP NFs value the increased understanding of their sports that the MIA 'Sport for Development' officer has as a result of her PSP focal point role. PSP NFs in Tonga range from being at the stage of getting ready to look for partnerships to being highly effective at maintaining partnerships:

- TSAA is an emergent NF, still in the process of clarifying their purpose, strategies and program approach. They have established a partnership with the Ports Authority for access to a part of the harbour where swimming activities can be conducted. At this stage the Memorandum of Understanding is for access and does not provide for development of the facility. TSAA have not yet been successful in securing MIA funding, having self-funded four overseas trips for swimmers from Tonga in 2016, or with engaging the MoE in delivery of swimming programs.
- Soon after establishment of their NF, in 2012 TNBA had the opportunity to enter a partnership with MoE for the delivery of the BWF Shuttle Time program with BOC. This is ongoing, however, a number of NFs report that it has become more difficult to engage with MoE for program implementation in recent years, apparently due to a shift in policy focus away from sports programs in schools.
- A key strength of TNA has been the development of robust partnerships with Government ministries and local businesses. They have active relationships with MIA and MoH. By example, TNA ensure that they are working with local representatives of MIA and/or MoH when they are delivering their sports programs at local level. They also organise a netball tournament for corporate sector, giving back to their corporate

partners. TNA maintain their partnerships through being organised, responsive and available when asked for assistance; being financially responsible and preparation of smart, fit for purpose communication products, such as brief reports that keep their partners up-to-date with what they are doing. In 2016, TNA have been funded by the Australian High Commission in Tonga's Direct Aid Program for a participation tournament on an outer island.

- The TFA Just Play program reports having partnerships with MIA and MoH.

Overall, the **Just Play** program has a very clear understanding of what is involved in building partnerships. Initially they discuss the potential of the partnership, rather than the program to be implemented, exploring whether the two parties share the same vision and objectives.

“This is also for me good governance as well, because if you enter in a partnership and you know that you will never share the same objectives, how can you work together? ... Good governance means that you need set up the right principle at the beginning. It’s transparency and there’s no problem with transparency when at the beginning everyone understand[s] each other and agree and learn from each other.” Just Play Program Manager

Just Play identifies themselves as a good potential partner for four reasons: 1. They target relevant social issues and work with Australian and New Zealand government aid programs to deliver their objectives. 2. They involve the community in owning the activities. 3. They are committed to capacity building so that nationals will develop the program. 4. They are committed to a strong M&E process, which can demonstrate the impact of the program.

...“it’s a participatory partnership process. They engage with partners in a very positive way whereas the relationship looks to be mutually beneficial in terms of how they engage with partners and connect with them. It is not always about monetary exchange, because they see different partners bring different aspects to the table and sometimes it’s technical expertise or it’s shared knowledge and understanding....and why they’ve been able to diversify and have such a large number of partners across the region.”

...“In terms of Just Play working in a lot of countries is that they engage with a lot of different partners and stakeholders from the local and the regional level and they’re a very attractive partner to work with, because they’ve got a sound curriculum. They understand where their links are with different partners and different services in the community. They’ve got a structured implementation mechanism and they’ve got greater pathways where partners can contribute and can deliver to support the development of their program.” Just Play partner

Opportunities for partnerships and sponsorships for NFs in Fiji are more diverse and abundant than those available in Tonga, including with government ministries, NGOs and civil society organisations and the private sector. All sample NFs have active partnerships. Additionally, it is understood that the GoFiji provides significant (150% tax rebate for amounts > FJD50, 000) tax concessions for entities contributing to sport.

- FVF has a marketing plan and a Board member responsible for overseeing implementation of the marketing plan. They have a range of existing corporate sponsors including banks and a large food product business, while in the process of developing some new sponsorship arrangements with a hamburger company and bottled water companies. They work with the MoH strategically and at local level to understand the health needs of specific communities and provide appropriate programs, and the Fiji Women’s Crisis Centre for child protection training. FVF are increasingly confident as they implement their recently developed policies and plans that they are beginning to be a credible organisation.

- Strengthening and consolidation of governance arrangements in AF, has resulted in them being seen as a commercial commodity. They now have Bronze, Silver and Gold Member sponsors. AF Board members comprise leaders from the business community, who bring with them their respective business networks. They are capable of and focused on writing proposals and seizing available opportunities. A partnership with a large supermarket chain enables employment of several staff, who are also available to write funding proposals.

“Because companies now see that we are ...well...everything’s all in order so they are willing to sponsor us. At the end of the day you have to acquit for things and we’ve been providing the reports ...” AF representative

- FFA is a sizeable NF, which has been in existence for around 80 years. It has access to significant resources through its umbrella organisation FIFA. FFA understand the product they have to market and over time have negotiated and maintained a number of significant financial and in kind sponsorships and advertising rights, with highly visible telecommunication and retail businesses throughout Fiji. These arrangements are defined through formal agreements with FFA being conscious of their obligations to their sponsors and the return on investment they must provide through promotion of various products. The Fiji Just Play program values the Just Play technical support partnership with UNICEF.
- SICA has a long list of partnerships with government and the business community. These include Government of Samoa Ministry of Education, Sports and Culture, MoH, Special Olympics Samoa, Ministry of Women, Community and Social Development. The success of these partnerships is attributed to the General Manager who came from the Samoan business community and knew how to mobilise her team to work in partnership with government and business. They have also been proactive in seeking opportunities for Samoan based cricket tourism.

All sampled NFs explicitly stated or demonstrated that they understand partnerships are an avenue for more diverse funding sources, and thus one part of a pathway for sustainability of their organisations. However, it is important that the PSP PMT understand the differential potential for available partnerships in each PSP Pacific Nation and does not expect the same level of partnering in each Nation.

Passionate people leading change

It is clearly evident that in the more effective NFs a common feature is that change is being driven or lead by passionate, capable, well regarded women and men. Their skill sets comprise all or many of the following skills; these leaders are: Well respected in the community (legitimate and trustworthy), Excellent communication skills, Strong organisational skills, Connected to local staff and local communities, Engaging leadership skills, Know how to work with government and business, knows how to work with people and bring other people along (mentoring, coaching, inclusive).

It was also observed that governance often looks at the “hard” qualities of people, whereas in the Pacific Nations the social aspects of governance may be equally important.

Health and social development outcomes

It is not the purpose of this Case Study to collect or analyse data about health and social development outcomes. Several sports are commissioning their own work to measure, demonstrate and understand these outcomes.

Suffice to say that **all** sampled NFs, RSOS, National Government organisations (Tonga MIA and Fiji NSC) and FASANOC demonstrated a commitment to and successful implementation of a range of sport for development' programs. Sport for development programs are being implemented for inclusion of women and girls, health outcomes through participation and lifestyle change and inclusion of people living with disabilities. Implementing organisations work effectively with Ministries of Health, sometimes Ministries of Education and a range of other partners to implement these programs. Government bodies collaborate with NFs.

There were, however, several mentions by key informants with regard to ensuring that men are not disenfranchised through programs focused on women, advising that participation in physical activity by **all** women, men, girls and boys is critical. Taking care to understand 'community governance' through careful engagement with customary male community decision makers has been a valuable approach to address this matter.

Influence of PSP funds

"I think all of this is credit to PSP. Even though the programs that are running, our teams going overseas and everything, it's all happening because of PSP. The foundation that those people at the office working, we have programs running, and it's from all that. Everything else builds upon it." NF General Manager

There is strong evidence of a clear link between the availability of PSP funds, the implementation of efforts to strengthen governance in NFs, increasingly better (even if not yet perfect) governance practiced by all of the sample NFs and the increased capacity to implement and implementation of 'Sport for Development' programs by the NFs. However, it is important to note that it takes time and commitment to achieve results.

"We didn't start seeing the benefit of this work for 2 to 3 years. It's a long term investment and we wouldn't be able to do it without that. It's also given us the funding to be able to run the reviews, the training and ensure that the general manager has the funding to be able to travel out to each of the villages and do these consultations and these trainings." ASO representative

Examples of direct influence of the PSP funding opportunities reported by informants include:

- The opportunity to engage paid staff i.e. project managers, general managers, coordinators, development officers, financial managers, and the opportunity to establish office space for the NF. Added to this PSP funds have provided opportunities for professional development of staff.
- The engagement of paid staff has resulted in an increased capacity for NFs to develop policies and programs and for those paid staff to support the executive Board members to develop the federation. Specific examples mentioned include being able to resource and conduct annual strategic planning workshops, raising awareness around child protection and developing and implementing child protection policies, and supporting volunteer Board members to own and understand their governance documentation.
- The engagement of paid staff has enabled better management and support of volunteers and in some cases staff take pressure of finding volunteers for times when it is hard to source volunteers (e.g. for training sessions in the late afternoon).
- PSP funds have enabled NFs to significantly expand the implementation of sports programs into communities as well as provide opportunities that previously did not exist at all.

- NFs, RSOs and IFs report having their horizons broadened in understanding the opportunities that can be presented through ‘Sport for Development’ approaches, with access to skilled individuals from the development sector. It appears that in some cases this has led to a paradigm shift for the NF.
- Access to the PSP network to enable sharing knowledge about what has worked in implementing sport and ‘Sport for Development’ programs. In some cases PSP sports also provide positive role models for other NFs.
- PSP funding has enabled NFs to allocate resources to implementing desired ‘Sport for Development’ programs including for PWDs, women and girls and boys. The Just Play program would not have developed in the Pacific without PSP funding, but is now strongly owned and valued by NFs and is reported to have influenced their own practices.
- For some NFs that potentially have access to funds from their own IF, PSP has enabled them to scale up programs and meet the criteria for accessing IF funds.

Advice from informants for emerging NFs

Many informants were asked, based on their experience in strengthening their own NF, what would be their three key pieces of advice for an emerging NF. Their responses have been synthesised and are provided in this section.

- Find the right people, build trust and have a good heart
- Build and work as a team – you can’t do it alone, build officials who are committed to the sport, having an employee is valuable, enable and practice good communication between the Board and the employee, be prepared to do it yourself in the beginning and work super hard, assign responsibilities
- Talk to the relevant government ministry, align your sport to community and government objectives, build a framework that is appropriate for your country, build a simple action plan – start small, be patient and culturally competent, work hard to implement your plan.
- Build good governance, set up rules and regulations and targets, ensure discipline, honesty and transparency, know what each other is doing and set boundaries around expenditure
- Know your audience and work closely with local people, talk to and collaborate with other sports
- Remember you are supporting an organisation that is there for the athletes, have a long term goal that is about happy and healthy participants, your organisation should be strong and committed.

Lessons for PSP3 or improvement

Where appropriate and based on their experience so far with PSP, informants were asked to recommend improvements to be considered for a future phase of the Pacific Sports Partnership (PSP3). Many informants indicated that they thought the current Program Management model (as implemented in mid 2015) was a significant improvement on the previous approach and is largely effective. Suggested improvements in design of the governance and program management approaches follow.

- **Program governance** - For DFAT and the PSP PMT to engage more authentically with ONOC, the in-country NOCs (e.g. FASANOC & TASANOC etc), the various National government institutions (e.g. Fiji NSC & Tonga MIA etc) for consultation, coordination and oversight. Have them at the table for proper dialogue and to ensure coherence with

National policies and plans for sport for development – perhaps a Regional Coordination Committee.

- **Program management** – Engage Pacific Islanders in the PMT for increased cultural competence, while acknowledging that the Pacific is by no means homogeneous.
- **Project negotiation and governance** – Provide adequate time and encourage better understanding of the potential capacities, roles and responsibilities for each participating entity in potential partnerships between RSOs, ASOs and NFs, before the partnerships are formalised. Clarify what each party brings to the partnership and their capacity to contribute and enable due diligence on assessing the opportunity and each partners capacity to implement. Additionally, for sustainability and legitimacy at ground level, ideally ensure that PSP funded projects are implemented through the relevant NF and that planned projects are relevant and appropriate in the local context.
- **Grant allocation or investment criteria** – Ensure that funding levels are sufficient to enable the quantum and quality of change that is intended, through provision of appropriate quality technical support, rather than spreading the available funding too thinly. Consider a sliding scale of investment and project approaches, depending on the organisational capacity of the implementing partner.
- **Program modality** – Engage high profile, trustworthy, elite sports Nationals to provide inspiration for ‘Sport for Development’ approaches at local level, similar to the model of US elites sports ambassadors.
- **Program governance and coordination** – Allocate resources to facilitate in-country coordination between NFs – to enable shared understanding of where each NF is working geographically (for coordination reasons and to reduce overlapping opportunities) and in understanding the geographical location of targeted populations, with the majority of populations in Pacific Nations living in urban areas. Encourage and support more sharing of tools and resources between NFs in-country and between Nations e.g. Human Resource Toolkits, draft policies.

Discussion

In this and the previous section we have described a ‘sports system’ in which the PSP program is being implemented by, or with the support of, NFs as being a busy and possibly contested space. As part of a federated model of sports governance, each NF has many relationships to maintain (from individual athletes through to IF level) and multiple governance frameworks with which to comply. This federated model of sports governance has been transferred from a developed country context, where it is not necessarily simple in implementation, to a developing country context in Pacific nations, where cultural norms and social behaviours for decision making can be dramatically different from those typically practiced in developed countries.

Compared for example, to state or regional sporting federations in Australia, the sample NFs typically have limited access to people with the capacity to constitute and support their organisation, while at the same time having to play the role of being a National organisation that is required and needs to be able to interface with regional and international sporting organisations or, in the case of PSP, donor partners. **There is a lot expected from NFs**, often with limited resources and volunteer boards, who may not have comprehended the complexity of the business with which they were involving themselves. This is an important consideration in understanding what is feasible in the way they operate.

In the face of this complex multi-scaled sport system, the NFs sampled in this Case Study demonstrate a broad spectrum of governance effectiveness. This spectrum ranges from recently formed NFs (and PSP partner) dealing with the steps and processes that formational stage takes, while still endeavouring to participate in the broader international sports system; through several NFs that are working their way through, or recovered from, constitutional challenges, finally to those NFs that having a solid track record of effectively implementing sports and 'Sport for Development' projects, while being conscious of maintaining a focus on their governance.

6. Answering the key evaluation questions – Conclusion

Based on the evidence analysed for this case study this section provides answers to the key evaluation questions:

To what extent are Pacific In-Country Sport Federations or National/Regional Sports Organisations practicing effective governance? To what extent has stronger governance contributed to better partnerships and more diverse and reliable opportunities for funding sports programs?

This Case Study has considered in-depth the practice of internal governance in a sample of eight Pacific In-Country Sport Federations (NFs) or the programs being implemented through those NFs e.g. Just Play (which comes with its own internal governance arrangement); four in Tonga (TSAA, TNA, TNBA and TFA (Just Play program), three in Fiji (AF, FVF, FFA (Just Play program) and one in Samoa (SICA). For Tonga and Fiji the Case Study has made these considerations within the overall complex 'sports system' in which they operate, including National Government sports organisations, the National Olympic Committees and the Regional & Australian National Sports Organisations with which they are federated or operating in a specific partnership for PSP implementation. The time available to implement this Case Study did not consider in-depth the practice of governance within RSOs/ASOs. This would have required a different approach and significantly more data collection.

Good governance practice takes time to implement and continued commitment

It is clear that the extent to which the sampled NFs are practicing effective governance relates to the length of time they have been in existence as organisations and the quantum and duration of support that has been provided over time to establish, or strengthen existing, governance arrangements. And, in two cases trouble-shooting has been necessary to work through difficult constitutional impasses. Considering the complexity of the 'sports system' and the different level of available resources available in Fiji compared to Tonga, the sampled NFs are performing as could be expected. However, there is room for improvement and it is important that NFs continue to be conscious of governance, maintaining a commitment to continuous improvement, participatory self- assessment and access the support that is (or could be) available from their RSOs, National government institutions and NOCs.

Leadership

The presence of capable, motivated people with leadership skills within the organisation, either on the board or as paid staff within the NF, is a key ingredient to building effective governance. However, it is evident that PSP support has made a significant contribution to the establishment and practice of effective governance for most of the sampled NFs. It is also evident that National Government sports organisations, NOCs and RSOs are typically, but not in all instances, important contributors to expecting or enabling the practice of effective governance through the compliance frameworks and expectations set for membership, dependent on their own practice of governance and their level of commitment to rigorously implementing compliance expectations. There is an ongoing role for PSP in directing support to enable NFs to strengthen their governance frameworks and practices, particularly if more coordinated with existing sporting institutions in each Nation.

What has worked, for whom and why? In what context?

For the NFs sampled the important factors that have led to strengthened governance include:

- **A driver to change:** Drivers of change were various and ranged from a desire or motivation coming from the board and members involved in the NF (who were establishing an NF or wanting to strengthen an existing NF), an external need such as the arrival of the Pacific Netball Partnership, which needed to operate through a legitimate NF and that was fortunately able to align with or develop the NF's own vision, or an imperative to change through the emergence of an organisational crisis. In all cases the NF had to be and was a willing participant.
- **The right support for facilitating change:** In every case there was access to capable people either from within the NF (capable business people) or from external resources (RSO, ASO, appropriate consultant etc) who have knowledge of good governance practice and who have the ability to facilitate, work with, lead the NF through a change or improvement process.
- **Resources for embedding the change:** Adequate ongoing resources (capable paid staff and committed board members) to embed the practice or continue to implement the good work.

What is the quality and sustainability of the partnerships? What factors have contributed to partnerships being sustainable?

It is evident that those NFs who are practicing more effective governance are equally more effective in establishing and maintaining the partnerships that are available in their operating environments, acknowledging that the scale of opportunities for partnerships is significantly different in Fiji compared to Tonga. For several of the NFs this has led to access to a diverse range of alternative funding opportunities. However, maintaining partnerships at the highest level for alternative funding opportunities requires significant effort, and in one case access to a deep and well established network of business associates. This approach would not necessarily be possible, or the appropriate pathway, for all NFs. Being realistic about the feasibility of future goals and available resources is essential.

Most NFs demonstrated that they have partnerships in place, or are exploring the opportunities. NFs with a diverse range of partnerships demonstrated a high level of commitment and understanding of how to establish and manage partnerships. Those NFs indicated that they allocated resources to securing and maintaining those partnerships. It was also evident that they were seen as trusted and predictable organisations. Unfortunately we were only able to access one partner outside National Government to gain a 'partners' perspective on quality of partnerships. That partner described a range of qualities held by the RSO that enabled their organisation to partner with them, such as having strong systems and structure, encouraging participatory processes, understanding mutual benefit and being reliable.

To what extent are partnerships contributing to health related and other desired program outcomes (such as social inclusion, disability inclusion)?

Building on the quality of partnerships, it is clear that there are many sport for development activities being implemented by NFs in partnership with other organisations that are strongly focused on health and community development outcomes and, although not specifically explored in this Case Study, disability inclusion outcomes. For example, social inclusion

through increased participation in sport in remote areas of Tonga is being achieved through PSP funded (and other) sports partnering with the MIA to enable implementation of ‘Come and Try’ days, which are reported to be well attended by the host and neighbouring communities. MIA clearly expressed the value of the readiness of the PSP funded NFs in supporting these large scale participation programs. Equally, the TFA Just Play program is contributing to social inclusion outcomes in remote Tonga. Inclusion of women is being achieved through the FVF volleyball program in remote areas of Fiji, while PSP sports in Fiji contribute to the Intensive Sports Outreach program implemented by Fiji NSC in remote areas. AF enables disability inclusion through purpose designed programs. Further, the Fiji Just Play emergency program, implemented in cyclone devastated communities following Cyclone Winston in 2016, appears to have contributed significantly to enabling the recovery of girls and boys.

Although not one of the sampled NFs, initial evaluative research conducted on the **Girls Empowerment Through Cricket Program**, conducted in Papua New Guinea, during program implementation in May 2016²⁴ found that participation in the program raised consciousness of socio cultural and health issues in PNG societies, increasing their enthusiasm to make personal changes and enabling a belief that they had the ability to do so. This is consistent with ongoing analysis of evidence collected from PSP sports program participants through ‘Stories of Change’, which indicates increased awareness of health related behaviours and early examples of behavioural change, but, as yet, does not indicate significant ongoing behavioural change, or the consequent improved in health outcomes that could be anticipated.

The extent to which PSP funded sport for development activities are leading to long term improved health related and other desired program outcomes is being measured through a 2016 research project, implemented by Latrobe University on behalf of NA to measure the contribution of participation in netball to actual health outcomes for participants. This research has collected data on: Barriers to netball participation; Netball participation levels; Overall recreational physical activity levels; Mental well-being and Body composition. The final results of this research are highly anticipated.

In the meantime, qualitative research conducted in 2015 / 16²⁵ for One Netball Pacific Tonga Netball Association (TNA) found that *“...participants that were exposed to health education and messaging incorporated those concepts into their day-to-day lives by adjusting their lifestyles and attempting to make positive changes.” Many of the participants commented on the health education they have received since being part of the netball community and the motivation they now have to lose weight, partake in more physical activity and improve their diets.* This research also documented improvements to participants’ self-confidence on, and in places away from, the court, increased professional and personal development opportunities for those involved with TNA, transferable skills and knowledge, leadership exposure in a number of ways and new aspirations for their future careers and ambitions.

²⁴ Sherry, E. and Seal, E. (2016) Girls’ Empowerment Through Cricket Program Evaluation report prepared for the International Cricket Council (ICC). Latrobe University, Centre for Sport and Social Impact (unpublished)

²⁵ Sherry, E., Scholenkorf, N., Nicholson, M., and Hoye, R. (2016) One Netball Pacific Tonga Netball Association. Report prepared for Netball Australia September 2016. Latrobe University, Centre for Sport and Social Impact (unpublished)

“Young women that have been part of the netball academies have commented on the skills they have gained in the areas of diet and exercise (healthy lifestyle adoption), communication, team-work and how to relate to their peers.”²⁶

Research conducted in 2014²⁷ attributed similar health awareness and behaviour changes in part to the strength of the partnership between the TNA and the MoH.

It is evident through key informant interviews that community development and social inclusion outcomes are also being achieved through the opportunities for and relationships with the range of sports volunteers who are essential to the implementation of sports and ‘sport for development’. These opportunities and relationships are nurtured and valued by many of the NFs, with specific programs in place to recruit, manage and support volunteer involvement.

²⁶ Sherry, E., Schulenkorf, N., Nicholson, M., and Hoye, R. (2016) One Netball Pacific Tonga Netball Association. Report prepared for Netball Australia September 2016. Latrobe University, Centre for Sport and Social Impact (unpublished) p 14

²⁷ Sherry, E., Schulenkorf, N., Nicholson, M., and Hoye, R. (2014) Phase One Evaluation Pacific Netball Partnerships. Report prepared for Netball Australia September 2014. Latrobe University, Centre for Sport and Social Impact (unpublished)

7. Recommendations

This section provides a set of recommendations for consideration by Case Study users:

It is recommended that NFs and RSOs:

- Start using, or continue to use, appropriate, dialogue based governance assessment tools (such as the RAT) for understanding your current level of internal governance, committing to a staged plan of implementing recommended actions for improvement. Commit to good governance, keep this on your agenda and review six monthly.
- Ensure you are aware of funding and training opportunities offered by your NOC or government sports agencies. Build and maintain a strong relationship with these institutions. It is essential to provide professional development for board members and staff to develop facilitation and governance skills and provide opportunities to continually practice these skills.
- Be prepared to seek assistance from your NOC, RSO and/or IF, if you are facing a challenge.
- Have a clear strategy for seeking out those partnerships that are available in your domain and understand what you bring to the partnership. Take time to develop partnerships and learn how to be a good partner.
- Seek to deeply engage with your sport for development target audiences. Build an understanding of their opportunities, constraints and motivations for participating in your proposed sport for development program. Where NFs & RSOs have conducted formative research, or accessed existing social data, they have delivered more structured and effective sport for development programs.
- Collaborate internally and with your partners and stakeholders to develop a strategic plan that has achievable outcomes and a finite set of actions, feasible within available resources. Make sure your strategic plan is well socialised and that your members understand it.
- Collaborate and network with other NFs – learn from each other and work together to share resources. Look for opportunities to work together to conduct mutually relevant evaluative research that adds to the body of existing evaluative research, rather than repeating work done by other sports. Make sure the knowledge and understanding gained is shared.

It is recommended that PSP PMT:

- Allocate resources to building a knowledge and information sharing, networking, culture of collaboration and coordination. Provide an accessible PSP website where knowledge sharing is encouraged and easy, where useful NF tools and research findings are shared in the public domain, where transparency and accountability practices are modelled.
- Support opportunities for all partners to develop facilitation and working with people skills.
- Provide assistance with engaging NFs in understanding different forms of governance and how this may fit each sport and their situation.

It is recommended for the PSP3 Design, that DFAT:

- Continue to invest in opportunities for strengthening governance in NFs, which could be based on a situation analysis or rigorous participatory assessment of the stage of NF development.

- Work out ways to engage more authentically with ONOC, the in-country NOCs (e.g. FASANOC & TASANOC etc), the various National government institutions (e.g. Fiji NSC & Tonga MIA etc) for consultation, coordination and oversight. Have them at the table for proper dialogue and to ensure coherence with National policies and plans for sport for development. Consider a Regional Coordination Committee.
- Consider allocating resources to in-country coordination in collaboration with the NOC and national government sports agencies; make sure PSP is coherent with in-country policies, institutions and practices.
- PSP project grants could be tailored to fit the different stage of organisation development of the NF – more resourcing may be needed for an emerging NF, possibly reducing overtime as the NF is strengthened. Make sure grants are sufficient – to provide for the quantum and quality of the desired outcome.
- Ensure that PSP investment principles are in the public domain to model transparency and accountability, while providing predictability.
- Partner with some research institutions to test different models of governance for sport in the Pacific e.g. collaborative governance (Refer: Shilbury, D., Boyle, I., & Ferkins, L. (2016). Towards a research agenda in collaborative sport governance. *Sport Management Review*, *In press*, and **Annexure 3**)

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Jo Roberts, M&E Advisor

Annexure 1 List of documents reviewed

Thanks to the NFs, RSOs and ASOs who provided their documents for review, your trust and transparency is appreciated.

Cricket

- ICC Development Funding Policy 2015
- ICC Associate Membership Criteria and Guidelines June 2016
- ICC Affiliate Membership Criteria and Guidelines June 2016
- Samoa International Cricket Association Strategic Plan 2014-16
- Fiji Governance Self-Assessment Mar 2016
- PNG Governance Self-Assessment Mar 2016
- Vanuatu Governance Self-Assessment Mar 2016
- Samoa Governance Self-Assessment Mar 2016

Badminton

- Copy of Tonga Badminton PSP Workplan 2016-17 updated
- RAT Tonga Dec 15 HD_Benchmark_374_report
- TNBA Code of Conduct draft

Swimming

- PSP Activity Plan TSAA
- PSP TSAA Financial Procedures
- RAT TSAA Notes
- TSAA Development Officer Job Description
- TSAA PSP HR Assessment and Plan
- TSAA Specific Risk Management Policy
- TSAA Strategic Plan Map

Netball

- Tonga Governance Summary (prepared by Latrobe University)
- Australian Sports Outreach Program evaluation approach – Sustineo
- One Netball Pacific Report Netball Samoa 2016
- One Netball Pacific Report Tonga 2016
- Pacific Netball Partnerships Tonga Phase One Evaluation 2015

Football (Just Play)

- Just Play Manual 2016

Volleyball

- FVF Constitution (draft 2016)
- FVF Strategic Plan 2016-19
- FVF Financial Policies and Procedures Manual
- FVF Board Charter
- FVF Code of Conduct
- FVF Event/ Competition Risk Management Plan
- FVF Social Media Policy
- FVF Constitution Modified: 26 April 2014
- FVF Events & Games Commission Tournament Bi-Laws

Fiji National Sports Commission Annual Report 2015

FASANOC Annual Report 2015

OSEP - Excel version of Good Governance Readiness Assessment Tool

Annexure 2 Full list of documents considered for the literature review

- Bevir, M. (2011). Governance as theory, practice and dilemma. In M. Bevir (Ed.), *The SAGE Handbook of Governance* (pp. 1-16). London: SAGE.
- Coalter, F. (2010). Sport for development: Going beyond the boundary? *Sport in Society: Cultures, Commerce, Media, Politics* , 13 (9), 1374-1391.
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- Ferkins, L., & Shilbury, D. (2015). Broad Strategic Balance: An emerging sport governance theory. *Sports Management Review* , 18, 489-500.
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- McDonald, I. (2005). Theorising partnerships: Governance, Communicative action and Sport Policy. *Journal of Social policy* , 34, 539.
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- Schulenkorf, N. (2012). Sustainable community development through sport and events: A conceptual framework for Sport-for-Development projects. *Sport Management Review* , 15 (1), 1-12.
- Schulenkorf, N. (2010). The roles and responsibilities of a change agent in sport event development projects. *Sport Management Review* , 13 (2), 118-128.
- Schulenkorf, N., Sherry, E., & Rowe, K. (2015). Sport-for-development: An integrated literature review. *Journal of Sport Management* , 30, 22-39.
- Shilbury, D., Boyle, I., & Ferkins, L. (2016). Towards a research agenda in collaborative sport governance. *Sport Management Review* , *In press*.
- Shilbury, D., Ferkins, L., & Smythe, L. (2013). Sport governance encounters: Insight from lived experiences. *Sport Management Review* , 13, 349-363.
- Smith, A., & Westerbek, H. (2007). International Journal of Sport Policy and Politics. *Journal of Corporate Citizenship* , 25, 43.
- Reis, A. C., Vieira, M. C., & Sousa-Mast, F. R. (2015). "Sport for Development" in developing countries: The case of the Vilas Olímpicas do Rio de Janeiro. *Sport Management Review* , 19, 107-119.

Annexure 3 Summary of the principles of collaborative governance as relevant for ‘sport for development’

As discussed in the literature review and mentioned in the Case Study recommendations, the model of collaborative governance described in Shilbury et al (2016)²⁸ is based on some principles for action that could potentially provide for better ways of working than those currently being applied in the sporting organisations sampled in this Case Study. It appears that some of the most effective sampled NFs are certainly applying some of the principles of collaborative governance, while some of the formational NFs are struggling with the traditional model of federated governance as they build and re-shape their federations. Moreover, when considering the complexity of the sports system (Refer Chapter 4 and Figure 4) in which this Case was developed, including the PSP’s own development assistance governance model, collaborative governance principles offer some possibilities for future program design and governance practice.

Shilbury et al (2016) (p3) offer the following definition of collaborative governance:

...the process and structures of public policy decision-making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished.

Noting that for this Case Study, the definition aligns well with the purpose of the overall PSP in addition to some of the activity level partnership work that is being conducted through NFs across the participating Pacific Nations, the authors further contend that collaborative governance could be a good fit for governance practices of NSOs (NFs), where “*there is a clear need for governance mechanisms that facilitate greater cohesiveness across a sport, and in ways which each member association feels as if it has actively contributed to the strategic direction...*” (p4).

In brief some key principles of collaborative governance described by Shilbury et al follow:

General system context; Can this work for us?

- An organisation’s readiness for collaborative governance will be influenced by existing power-resource knowledge asymmetries, incentives for constraints on participation and a prehistory of cooperation or conflict.
- Whilst current conditions influence cooperation among member organisations, stakeholders and relevant agencies, **organisational leadership** [preferably facilitative leadership], **consequential incentives** [internal or external drivers for change], **interdependence** [when organisations are unable to accomplish something on their own...] and **uncertainty** [dealing with risk reduction through sharing] ultimately shape collaborative governance.
- Understanding motivation is important; the motivations that drive volunteer board member involvement and CEO motivation for collaboration, and recognising the differences between these two stakeholder types.

Dynamics of collaboration – the ways of working

²⁸ Shilbury, D., Boyle, I., & Ferkins, L. (2016). Towards a research agenda in collaborative sport governance. *Sport Management Review*, *In press*.

- **Principled engagement** – *building trust and rapport between people from a range of organisations:*
 - Discovery (or re-discovery),
 - Definition (vision, mission, values),
 - Deliberation (in the form of consensus decision making, which can be challenged by geography in the Pacific, although technology can help),
 - Determination (the result of deliberative, candid and open discussion).
- **Shared motivation** – *Reinforcing and accelerating principled engagement:*
 - Mutual trust (may be easier in a new network than an established one),
 - Understanding (although people may not agree with a certain direction, they can, and do, understand others' position and interests and the logic for certain actions),
 - Internal legitimacy (trustworthiness and credibility are essential to validating integrity and interests of those involved for the greater good of sport), and
 - Commitment (to a shared path by all boards, directors, staff, volunteers and members – the outcome of repeated quality interactions)
- **Capacity for joint action** – *The rationale behind collaborative governance is to synergistically generate new capacity for joint action that did not previously exist in a model where member associations largely work in isolation of an NF. Capacity building and sharing of resources, skills and knowledge is critical for joint action:*
 - Procedural and institutional arrangements (Collaborative governance is more concerned with progression of a whole of sport ideology, rather than representing member 'states'. Delegate systems reinforce self- interest.)
 - Leadership (critical to developing a governance collaboration of independently-elected directors who seek to harness the combined knowledge, skills, resources and goodwill of each entity for the greater good of the sport.)
 - Knowledge (is the currency for collaboration - knowledge that should be shared – knowledge that could be co-created)
 - Resources (sharing and leveraging scarce resources in a network.)

Many of these principles are indeed embodied in the OSEP RAT and some of them are practiced to some extent by NFs in their various partnerships, however, they have not been described in the context of collaboration to achieve outcomes in collaboration that could not be achieved separately.

Annexure 4 Partnership Checklist

Partnerships come in all shapes and sizes, however, they all benefit from considering the following questions – separately and together. Considering the partnership principles embodied in these questions, can help both partners understand potential benefits, costs and risks associated with the potential partnership.

Have you thought about the following principles?	Yes	No
1. Does your group or organisation have a clear purpose or goal for engaging a partner?		
2. Has your organisation learnt about whom you are engaging with and their view of you and the issue (<i>Do they share your values?</i>)? (<i>Are they a suitable partner?</i>)		
3. Has your organisation developed a meaningful and predictable relationship with the partner?		
4. Will the partnership provide genuine and broadly equitable benefits and costs for each partner?		
5. Is there genuine and realistic commitment from each partner?		
6. Does the business of the potential partners complement one another – is there a natural fit? (<i>Again, are they a suitable partner?</i>)		
7. Has your organisation and the potential partner identified the nature of the relationship; the costs, benefits and risks in any agreement?		
8. Are ongoing commitments understood by both partners?		
9. Are the roles and responsibilities of your group (and other partners) clearly defined and understood?		
10. Are the expectations, works and resources to be committed by your group (and other partners) in the partnership able to be practically achieved?		
11. Have you identified in the negotiations to establish the partnership that organisations do change and do have diversity in views/ representatives? <i>This means both partners understand their obligations and have realistically assessed and agreed to them.</i>		
12. Will this partnership achieve practical, measurable and relevant change? How will you know?		
13. How will you acknowledge and celebrate your partnership?		
14. How do you balance your arrangements across multiple partners?		